

CABINET: THURSDAY, 13 JULY 2023 at 2.00 PM

A Cabinet Meeting will be held in the CR 4, County Hall - Multi Location Meeting on at 2.00 pm

A G E N D A

- 1 Minutes of the Cabinet Meeting held on 22 June 2023 *(Pages 3 - 8)*

Leader & Finance, Modernisation and Performance

- 2 Annual Well-Being Report *(Pages 9 - 104)*

Climate Change

- 3 Replacement of the recycling fleet for residential collections *(Pages 105 - 114)*

Culture, Parks & Events

- 4 St David's Hall *(Pages 115 - 362)*

Education

- 5 School Organisation Planning: Provision for children and young people with Additional Learning Needs *(Pages 363 - 452)*

Finance, Modernisation & Performance

- 6 Budget 2024/25 and The Medium-Term Financial Plan: Update Report *(Pages 453 - 524)*

Finance, Modernisation & Performance & Tackling Poverty, Equality & Public Health

- 7 Delivering a Modern Cardiff Works and Agency Provision *(Pages 525 - 560)*

Housing & Communities & Tackling Poverty, Equality & Public Health

- 8 Response to Community & Adult Services Scrutiny Committee's Inquiry into Cardiff Council's Support to Residents with the Cost of Living *(Pages 561 - 618)*

Investment & Development

- 9 Annual Property Plan (*Pages 619 - 650*)
- 10 Response to Economy & Culture Scrutiny Committee Report: Shaping Cardiff's Post-Pandemic Economic Recovery (*Pages 651 - 806*)
- 11 Atlantic Wharf Masterplan Update (*Pages 807 - 1138*)
- 12 International Sports Village - Full Business Case (*Pages 1139 - 1282*)

Tackling Poverty, Equality & Public Health

- 13 Participation Strategy (*Pages 1283 - 1406*)

PAUL ORDERS

Chief Executive

**CARDIFF COUNCIL
CYNGOR CAERDYDD**



MINUTES

CABINET MEETING: 22 JUNE 2023

Cabinet Members

Present: Councillor Huw Thomas (Leader)
Councillors Peter Bradbury/ Julie Sangani (job share)
Councillor Jennifer 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

Observers: Councillor Andrea Gibson
Councillor Adrian Robson
Councillor Rodney Berman

Officers: Paul Orders, Chief Executive
Chris Lee, Section 151 Officer

Davina Fiore, Monitoring Officer
Sarah McGill, Corporate Director
Claire Deguara, Cabinet Office

1. MINUTES OF THE CABINET MEETING HELD ON 18 MAY 2023

The minutes of the Cabinet meeting held on 18 May 2023 were approved.

2. WELSH LANGUAGE STANDARDS: ANNUAL REPORT 2022-2023

The Cabinet considered the content of the Welsh Language Standards Annual Report 2021-22, prior to formal publication in accordance with the Welsh Language Standards, under the Welsh Language (Wales) Measure 2011.

The report reflects the work undertaken by the Council and its partners to meet the requirement of the Welsh Language Standards and the implementation of Bilingual Cardiff.

RESOLVED: that Council be recommended to approve the Welsh Language Standards Annual Report 2022-2023 (attached as **Appendix A**) prior to formal publication in accordance with the Welsh Language Standards (Welsh Language (Wales) Measure 2011).

3. TENNIS IN PARKS

Cabinet received a report setting out the proposed investment from Tennis Wales to refurbish circa 30 tennis courts across 6 park sites in Cardiff. This investment will help to secure and protect the future of tennis courts and tennis participation across the city for future generations and is aligned to the objectives in the Cardiff Physical Activity and Sport Strategy.

It was noted that some suggested sites are held in Trust, such sites will require the Council to ensure that the proposals align with the articles of the trust and will be subject to a future decision taken by Cabinet in their capacity as Trustee.

RESOLVED: that

- 1) The proposed agreement with Tennis Wales as set out in this report be approved.
- 2) The three tennis court sites identified in this report be included in the agreement.
- 3) Authority be delegated to the Director of Economic Development in consultation with the Cabinet Member for Culture, Parks and Events and the Legal Officer to:
 - a. identify a further three tennis court sites to be included in the agreement subject to appropriate due diligence and governance relating to any Trust arrangements and/or restrictive covenants;
 - b. enter into Licence Agreements/Management Agreements as required for the sites included in the scheme.
- 4) It be noted that further reports will need to be presented back to Cabinet as Trustee to approve the inclusion of any sites subject to Charitable Trusts.

4. PENTWYN LEISURE CENTRE

Appendices 2, 3, 4 and 5 of this report are not for publication as they contain exempt information of the description contained in paragraphs 14, 16 and 21 of Schedule 12A of the Local Government Act 1972

Cabinet considered a report detailing the proposals to redevelop Pentwyn Leisure Centre. The revised plan will retain Cardiff rugby, see a new lease for padel tennis, a

new external 3G pitch and swimming pool, a new gym, café, and soft play area will also be delivered as part of the new scheme.

Cabinet highlighted that dialogue with the community will need to continue, and the project emerges.

An amendment to the recommendations within the published report were circulated at the meeting.

RESOLVED: that

- 1) The proposed scheme for Pentwyn Leisure Centre be approved as illustrated by the design plans at Appendix 1 and the financial proposal at Confidential Appendix 3 and authority be delegated to the Director of Economic Development in consultation with the Cabinet Member for Culture, Parks and Events, the Section 151 Officer, and the Monitoring Officer to:
 - i. Undertake a public consultation on the proposals and consider potential changes as required within the limits of the approved budget set out at Confidential Appendix 3;
 - ii. Deal with all aspects of the procurement of a contractor(s) to undertake the works set out in this report subject to the financial envelope set out at Confidential Appendix 3;
 - iii. Conclude lease agreements with tenants on the terms set out at Confidential Appendices 3 and 4, subject to detailed due diligence and independent valuation to demonstrate best value.
- 2) The solar energy scheme as set out at Confidential Appendix 5 be approved.
- 3) Authority be delegated to the Director of Economic Development in consultation with the Cabinet Member for Culture, Parks and Events, the Section 151 Officer, and the Legal Officer to deal with all aspects of the procurement of a contractor(s) to deliver the solar energy scheme as set out in this report and at Confidential Appendix 5, subject to the financial envelope set out at Confidential Appendix 5.

5. Outturn

Appendix 7 of this report is not for publication as it contains exempt information of the description in paragraphs 14 and 21 of Schedule 12A of the Local Government Act 1972.

The Cabinet received the Outturn report for the 2022/23 financial year which provided an assessment of the Council financial position for that year compared with the Council approved budget. It was noted that the Council continues to face significant challenges to its financial resilience due to legacy of the pandemic, energy pricing, pay and cost of living crisis pressures.

The report also provided a summary Treasury Management Statement in respect of investments and borrowings.

RESOLVED: that

- 1) The report and actions taken in respect of the Council's Revenue and Capital Outturn position for 2022/23, be noted.
- 2) It be noted that this report will form an appendix to the Financial Statements report to be considered at a Council meeting in the Autumn of 2023.

6. CORE OFFICE STRATEGY

Appendix 1 of this report is not for publication as it contains exempt information of the description contained in paragraphs 14, 16 and 21 of Schedule 12A of the Local Government Act 1972.

The Cabinet considered a report providing an update on the Core Office Strategy Outline Business Case. It was noted that the current budget required to run core office estate would need to be substantially increased in future years if the existing estate was retained and therefore consideration must be given the most cost and carbon efficient alternatives.

The report presents various options for the Core Office Estate and their associated costs. It was noted that the emerging preference is to build new office accommodation as this presents the most cost and carbon efficient option. The report recognises the challenges of maintaining historic buildings which play an important part in the civic life of the city and commits to addressing these issues.

RESOLVED: that

- 1) The Outline Business Case for the Core Office Strategy attached at **Confidential Appendix 1**, be approved.
- 2) Authority be delegated to the Director of Economic Development in consultation with the Cabinet Member for Investment and Development, the Section 151 Officer, and the Legal Officer to deliver the proposed Interim Strategy for City Hall as outlined in this report and at **Confidential Appendix 1** within allocated budgets.
- 3) The development of a Full Business Case for the preferred option as set out in this report and at **Confidential Appendix 1** be authorised.

7. CORPORATE PARENTING ADVISORY COMMITTEE ANNUAL REPORT 2022-2023

The Corporate Parenting Advisory Committee Annual report for 2022-23 was received. The report outlined the work of the committee, including engagement with children and young people, Bright Sparks awards. The report also detailed updates taken to the Committee such as National Youth Advocacy Service, Voices from Care Cymru, Update in relation to Virtual School and Virtual Headteacher.

RESOLVED: that Council be recommended to note the content of the Corporate Parenting Advisory Committee Annual Report 2022-2023.

8. CARDIFF & VALE REGIONAL PARTNERSHIP BOARD – JOINT AREA PLAN 2023-2028

Cabinet Considered the Cardiff & Vale Regional Partnership Board (RPB) Joint Area Plan 2023-28. The RPB's Joint Area Plan sits alongside Cardiff's Public Service Board (PSB) Wellbeing Plan and the Vale of Glamorgan's PSB Wellbeing Plan to provide a whole system approach to improving the health and wellbeing of the population of the Cardiff and Vale region. The joint plan covers the key life stages Starting Well, Living Well and Ageing Well, and focuses on prevention, provision of care closer to home, inclusivity and diversity, sustainability, and social value.

RESOLVED: that the Cardiff and the Vale of Glamorgan Regional Partnership Board Area Plan 2023-2028 (as set out in Appendix A) be approved.

9. CARDIFF REPLACEMENT LOCAL DEVELOPMENT PLAN 2021 TO 2036: PREFERRED STRATEGY FOR CONSULTATION

Cabinet considered the Replacement LDP preferred strategy for consultation. The Replacement LDP is prepared in accordance with the process and timetable set out in the Delivery Agreement agreed by Welsh Government in March 2021. It was noted that approval of the Preferred Strategy will be followed by a formal consultation and engagement exercise between July and September 2023.

The report sets out the key elements of the preferred strategy which include; meeting future needs – aiming to deliver 32,300 new jobs and 26,400 new dwellings over the Plan period (equivalent to 1% growth per annum), development of sustainable neighbourhoods, sustainable transport and active travel, alignment with One Planet Cardiff tackling climate change, decarbonisation, and renewable energy, protecting biodiversity and the environment.

RESOLVED: that Council be recommended to

- 1) Approve the Replacement Local Development Plan Preferred Strategy (as set out in Appendix 1) for consultation purposes.

- 2) Approve the revised timetable for preparation of the Replacement Local Development Plan as set out in this report so it can be formally submitted to Welsh Government for their consideration and agreement.

CABINET MEETING: 13 JULY 2023

ANNUAL WELL-BEING REPORT 2022/23**LEADER (COUNCILLOR HUW THOMAS) AND CABINET
MEMBER FOR FINANCE, MODERNISATION & PERFORMANCE
(COUNCILLOR CHRIS WEAVER)****AGENDA ITEM: 2**

Reason for this Report

1. This report is the Council's annual performance report, providing an assessment of the progress made in the delivery of the administration's priorities as set out within the Corporate Plan 2022-25. This report also enables the Council to discharge a number of statutory obligations, including a self-assessment of performance as required by the Local Government and Elections (Wales) Act 2021 and the publication of a statutory Annual Well-Being Report, as required by the Well-Being of Future Generations Act (Wales) 2015.

Background

2. The Council's Corporate Plan translates the administration's political priorities into deliverable organisational objectives. The Council's budget is also developed in tandem with the Corporate Plan on an annual basis to ensure alignment between the Council's budget and corporate priorities.
3. The Well-Being of Future Generations (Wales) Act 2015 requires the Council, as a public body, to publish Well-Being Objectives and how it plans to achieve them. These Well-being Objectives were set out in the Council's Corporate Plan 2022-25 as follows:
 - Cardiff is a Great Place to Grow Up
 - Cardiff is a Great Place to Grow Older
 - Supporting People out of Poverty
 - Safe, Confident and Empowered Communities
 - A Capital City that Works for Wales
 - Cardiff Grows in a Resilient Way
 - Modernising and Integrating our Public Services
4. The Annual Well-Being Report 2022/23 is a statutory annual review and self-assessment of performance in line with the commitments set out in the Council's Corporate Plan 2022-25 and includes:

- A strategic self-assessment of the Council’s performance for the reporting year 2022/23 against each of the Well-being Objectives (Appendix 1);
- A detailed update – with RAG (Red/Amber/Green) ratings – against the Key Performance Indicators (KPIs) included within the Corporate Plan 2022-25 and a detailed narrative update – with RAG ratings – against the Steps included within the Corporate Plan 2022-25. Updates against the Steps and KPIs in the Corporate Plan 2022-25 can be accessed via the [Corporate Performance Dashboard](#) (Appendix 2).

Self-Assessment of Performance: The Council’s Planning and Performance Framework

5. The Cabinet approved a strengthened Planning and Performance Framework on 24 February 2022, which responds to the new performance requirements set out in the Local Government and Elections (Wales) Act 2021.

6. Part 6, Chapter 1 of the Local Government and Elections (Wales) Act 2021 places a new duty on local authorities to keep performance under review. The Act also places a duty on principal councils to report on performance through the production of a self-assessment report in respect of each financial year. The Act, and associated Welsh Government guidance, sets out the expectations and purpose of the self-assessment, which is summarised as follows:

“...a way of critically, and honestly, reviewing the current position in order to make decisions on how to secure improvement for the future. Self-assessment is more than stating what arrangements are in place; it is about considering how effective these arrangements are and how they can be improved. Self-assessment of how the council is meeting the performance requirements places ownership of performance and improvement firmly with councils...It is about a council being self-aware, understanding whether it is delivering the right outcomes, and challenging itself to continuously improve.”

7. The self-assessment report must set out its conclusions on the extent to which the Council met the performance requirements during that financial year, and any actions it intends to take, or has already taken, to increase the extent to which it is meeting the performance requirements. This duty is discharged through the publication of the Annual Well-being Report.

8. The Council’s strengthened approach to self-assessment draws on a number of sources of performance information to assess progress against Well-being Objectives, including:

- Progress against the Council’s Key Performance Indicators;
- Progress against the Steps under each Well-being Objective;
- Regulatory assessment;
- Surveys and citizen feedback;

- Annual complaints report;
 - Financial monitoring – the Council’s Outturn Report 2022/23 serves to inform the Council’s financial position in respect of the year ending 31 March 2023;
 - Feedback from Scrutiny Committees and the Governance & Audit Committee – the Council responds to the issues raised and recommendations made by Scrutiny Committees, which help to inform performance improvement;
 - Risk – the Council’s corporate and directorate risks are considered fully;
 - The Annual Governance Statement, supported by the Senior Management Assurance Statement.
9. These sources of performance information are reviewed annually to enable the Council to develop a rounded picture of the Council’s improvement journey over the year, which is set out in the Annual Well-being Report. The report provides a balanced assessment of performance for each Well-being Objective, recognising areas of progress, risk, as well as identifying specific areas of improvement and performance challenge, which will require further attention in the year ahead. This approach supports a more nuanced evaluation of the Council’s performance and a more constructive performance discussion than the previous categorisation of performance for each Well-being Objective.
10. The Council also has in place a performance and accountability regime, which involves the wider political governance of the Council. In developing the self-assessment of performance, the following steps have been undertaken to provide opportunities for challenge and to ensure a full and balanced assessment:
- Directorate self-evaluation of performance;
 - Assurance sessions with each Director that are convened by the Chief Executive and Section 151 Officer to consider performance, risk & financial challenges and priorities;
 - Assurance sessions with the Chief Executive and the Council’s Senior Management Team that are convened by the Cabinet;
 - Consideration by the Council’s Governance & Audit Committee in accordance with the requirements of the Local Government and Election (Wales) Act 2021.
 - Performance Panel Review, convened by the Chair of the Policy Review and Performance Scrutiny Committee, and involving the Chair of each of the Council’s Scrutiny Committees;
 - Consideration by the Policy Review and Performance Scrutiny Committee.
11. The Performance Panel, which brings together the Chairs of the Council’s five Scrutiny Committees and representatives of the Policy Review and

Performance Scrutiny Committee, considered the Annual Well-being Report 2022/23 on 26 June 2023. The Performance Panel Chair's letter, the Performance Panel's recommendations and observations, together with the response provided to the recommendations are included as Appendix 3a and 3b respectively.

12. The Council's Governance & Audit Committee is due to consider the draft Annual Well-being Report 2022/23 on 11 July 2023. Any letter received from Governance & Audit Committee following that meeting (Appendix 4a – *to follow*) will be circulated at the Cabinet meeting on 13 July 2023. If available, a response to any recommendations or points raised by the Governance & Audit Committee will be included as Appendix 4b to this report (*to follow*).
13. The Policy Review and Performance Scrutiny Committee is also due to consider the draft Annual Well-being Report 2022/23 on 12 July 2023. Any letter received from the Scrutiny Committee following that meeting will be circulated at the Cabinet meeting on 13 July 2023 (Appendix 5a – *to follow*). If available, a response to any points raised by the Policy Review and Performance Scrutiny Committee will be included as Appendix 5b to this report (*to follow*).

Areas of Progress and Improvement

14. The Council continues to evidence a broad pattern of year-on-year improvement across a range of council services, with clear progress being made in the delivery of Corporate Plan commitments in 2022/23:
 - Following the local council elections in May 2022 the new administration's policy agenda for the next five years - 'Stronger, Fairer, Greener' - was approved by the Cabinet in July 2022. These priorities have been translated into the Council's Planning and Delivery Framework with associated delivery milestones, key performance indicators and the necessary resources to ensure progress. Audit Wales also concluded that the Council has effective arrangements in place for setting corporate objectives, *using sustainable development principle to drive the setting of its well-being objectives including good use of data and a strong collaborative approach*.
 - The transition to hybrid working continues to be managed successfully, with the Council's assets, digital infrastructure and HR policies seeking to enable new models of service delivery whilst unlocking financial efficiencies, delivering service improvement, and providing greater flexibility for staff.
 - Education outcomes are positive with attainment above the Welsh average and school inspection results generally positive.
 - Good progress has been made in Children's Services with implementation of the Accommodation Strategy, embedding both the

intervention hub and reviewing hub and progressing work to shift the balance of care.

- Within Adult Social Services, the care market has been stabilised with domiciliary care requirements being met and pathways out of hospital have been improved through more effective joint working with Cardiff & Vale University Health Board.
- Progress has been maintained with the Council's housebuilding programme despite difficult market conditions.
- The Ageing Well Strategy continues to be progressed with joint working across directorates.
- A new Recycling Strategy has been approved with recycling rates in Quarter 1 achieving the statutory target.
- An extensive pipeline of One Planet Cardiff projects - including the District Heat System - continues to be progressed and a further £50m has been secured to deliver Cardiff Crossrail as part of the Council's broader transport strategy.
- The Council has become a top 100 employer in the Stonewall Workplace Equality Index survey, the highest placed Local Authority overall and retained the Gold Award.
- The Race Equality Taskforce has completed its programme of work and each of its recommendations have been accepted.

Corporate Improvement Priorities

15. The Annual Well-being Report 2022/23 highlights a range of performance challenges, which need to remain the subject of corporate focus over the year ahead:

- **Managing sustained increase in the complexity and scale of demand across Council services:** The fundamental changes in the scale and complexity of service demand post-Covid look likely to be long lasting and are being felt across multiple services. This can be attributed to the lasting impacts of the pandemic, as well as the cost-of-living crisis, which has placed pressure on households across the city – particularly vulnerable individuals and families – with increasing numbers of individuals relying on council services.

Demand challenges are particularly evident in services for children and young people, with children's services facing a significant rise in both the number and complexity of cases. In addition to this, workforce supply challenges and a shortage of accommodation places have resulted in serious service and budgetary pressures. In the Education system intermittent attendance and persistent non-attendance represents a significant concern in many parts of the city

which will require concerted focus from the Council and school leaders over the year ahead.

Similarly, the adult social care sector continues to face ongoing pressures through rising demand and increasingly complex service requirements. Though the supply of care in Cardiff has improved significantly, unlike in many other local authority areas, the fragility of the care market remains a concern due to an ongoing shortage of care workers. Given the ongoing pressures on the health and social care system, this will continue to be a strategic priority for the Council and its partners in 2023/24.

The number of people who are becoming homeless and the demand for emergency and temporary accommodation has increased substantially, with high waiting lists across all homeless gateways. Around 8,000 people are on now the council house waiting list and the rental rate in the private rented sector is at unprecedented levels. The shortage of housing of all tenures is creating pressure across many council services, and the need to rapidly extend access to housing, through building and securing additional affordable housing, represents a corporate priority.

- **Responding to new risks and issues:** In addition to the sustained rise in demand on services the Council has, alongside its partners, responded to several un-anticipated yet substantial risks and issues during the year. These include the response to the cost-of-living crisis which has disproportionately impacted some of the city's most vulnerable people and communities, as well as the wider economy. The emergence of the energy crisis brought severe cost pressures that seriously impacted the cost of running Council venues and have had clear implications for the Council's capital programme. The Ukraine refugee crisis also necessitated the rapid mobilisation of a cross service-area response. In each case, the Council convened an effective response, often involving cross service-area working and collaboration with public service partners, the private sector and the third sectors. Looking ahead, the Council must continue to anticipate and respond, at speed and in partnership, to new risks and issues as they emerge.
- **Workforce pressures now impacting on all council services:** Over recent years the Council has identified challenges in relation to recruitment and retention of staff in children's social services and adult social care. Whilst these challenges remain, the Council is now facing workforce challenges which are having an impact across all directorates. The primary concern relates to the recruitment and retention of appropriately skilled individuals with the Council facing competition from other sectors in attracting professionals, making it difficult to fill key positions. As is the case nationally, workforce challenges are having an impact on the Council's capacity to deliver services, as well as key projects. In response, the Council's new Workforce Strategy 2023-27 sets out an enhanced approach to proactive workforce planning, which includes the further development

of a supportive work environment, fostering employee engagement and continuing to develop new, tailored approaches to recruitment and retention in areas where the Council has skills and capacity gaps.

- **Ensuring continued financial resilience:** Despite a more positive than anticipated financial settlement for 2023/24, the Council faces significant immediate and medium-term budgetary challenges. The Budget Update Report presented to Cabinet in July 2023 set out an indicative Revenue budget gap of £36.7 million for 2024/25 and a £119.2 million budget gap across the period of the Medium- Term Financial Plan. These pressures are due to a combination of increased complexity and scale of demand on services (particularly in Children’s Services, Adult Social Care, Additional Learning Needs and Homelessness), inflationary pressures driven by employee related costs, the costs of goods and commodities purchased by the Council (such as energy, food and fuel) and the cost of construction, materials and commissioned services. Continued post-pandemic pressures in income recovery in some services also remains an issue. To ensure the Council’s ongoing financial resilience, a proactive approach to identifying and implementing savings will continue. This includes a review of all directorate budgets and the identification of baseline efficiencies across all services. Given the wider economic environment characterised by high inflation, rising interest rates and labour and supply chain challenges, a sharp focus will also need to be placed on the Council’s capital position and the development of its medium- and longer-term programme.

Reason for Recommendations

16. To enable the Annual Well-Being Report 2022/23 to be considered and approved by Council on 22 July 2023 and published thereafter.

Financial Implications

17. The Annual Well-being Report is a self-assessment of the performance of the Council and a commentary on its governance framework. A summary of the financial pressures that are facing the Council are set out in paragraph 15. The Annual Well-being Report contains targets and objectives with actions that need to be consistent with the budget framework and Medium-Term Financial Plan. Proposals should be subject to detailed reports each accompanied by a robust business case where relevant and should include sufficient financial detail in order to set out the full and robust financial implications as well as be fully informed of associated risks and uncertainty.

HR Implications

18. The trade unions have been consulted on this report. As identified within the report there are a number of workforce pressures that the Council is experiencing and the Workforce Strategy 2023-27 sets out some actions to address these issues which are detailed in the body of the report.

Legal Implications

19. The Well-being of Future Generations (Wales) Act 2015 ('the WBFG Act') places a 'well-being duty' on public bodies aimed at achieving seven 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. As required under the WBFG Act, the Council has set and published well-being objectives designed to maximise its contribution to achieving the national well-being goals, which are set out in the annual Corporate Plan. When exercising its functions, the Council is required to take all reasonable steps to meet its well-being objectives.
20. Section 13 of WBFG Act requires Councils to prepare and publish an Annual Well-Being Report on the progress made on meeting its well-being objectives during the preceding financial year.
21. The Local Government and Elections (Wales) Act 2021 ('the 2021 Act'), Part 6, Chapter 1, establishes a new performance and governance regime for local government, which includes a duty for Councils to review the extent to which they are fulfilling the 'performance requirements', that is, the extent to which:
 - i. the Council is exercising its functions effectively;
 - ii. it is using its resources economically, efficiently and effectively; and
 - iii. the Council's governance is effective for securing points 1 and 2 above.
22. The Council must consult a wide range of stakeholders and local people about the extent to which it is meeting the 'performance requirements'. Scrutiny Committees play a key role in offering constructive challenge in relation to performance. The Council is required to produce and publish an annual Self-Assessment Report setting out its conclusions on the extent to which the Council has met the 'performance requirements' during the preceding financial year and any actions it will take, or has already taken, to increase the extent to which it meets the 'performance requirements' (under section 91 of the 2021 Act).
23. The Governance and Audit Committee must review the draft Self-Assessment Report and may make recommendations for changes to the conclusions or actions the Council intends to take. If the Council does not make a change recommended by the Governance and Audit Committee, it must include the Governance and Audit Committee recommendation in the Self-Assessment Report with an explanation of the reasons why the Council did not make the change.
24. As noted in the body of the report, the Annual Well-Being Report is to discharge the Council's statutory duties in respect of:
 - (i) the Annual Well-Being Report required (under section 13 of the Well-Being of Future Generations (Wales) Act 2015) on progress made

during the preceding financial year on meeting its Well-Being Objectives, which are set out in the Corporate Plan 2022-25; and

- (ii) the Self-Assessment Report required (under section 91 of the Local Government and Elections (Wales) Act 2021) setting out its conclusions on the extent to which the Council has met the 'performance requirements' set by the Act during the preceding financial year.
25. In each case (for the Annual Well-Being Report and the Self-Assessment Report), the report must be published and the Council must comply with the detailed statutory requirements set out in the relevant Act, and have regard to the statutory guidance:
- Statutory Guidance on the Well-Being of Future Generations (Wales) Act 2015: [spsf-2-individual-role-public-bodies.pdf \(gov.wales\)](#), in particular, the section on 'Annual reporting' in paragraphs 24 to 29 inclusive; and
 - Statutory guidance on Performance and Governance of Principal Councils, Part 6, Chapter 1, of the Local Government and Elections (Wales) Act 2021: [Performance and governance of principal councils: Statutory guidance on Part 6, Chapter 1, of the Local Government and Elections \(Wales\) Act 2021, in particular, the section on 'Self-assessment report', in paragraphs 2.28 to 2.32 inclusive.](#)
26. Both sets of statutory guidance make clear that the Council may take an integrated approach to reporting and specifically indicate that the Annual Well-Being Report may be integrated with the Self-Assessment Report, as long as the statutory requirements in respect of each report are fully met.
27. The decision maker must be satisfied that the draft Annual Well-Being Report 2022/23 meets the requirements referred to above.

Equality Requirements

28. In considering this matter, the decision maker must have regard to the Council's duties under the Equality Act 2010. 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.
29. 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](#)) and must be able to demonstrate how it has discharged its duty.

30. The decision maker should also have regard to the Council's obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.
31. Under the Article 4 of the Constitution, the Self-Assessment Report is included in the Policy Framework of the Council, and as such, must be approved by full Council.

Property Implications

32. There are no property implications in respect of this Annual Well-being Report 2022/23 report. Where there are property transactions or valuations required to deliver any proposals, they should be done so in accordance with the Council's relevant Asset Management process and in consultation with appropriate service areas.

RECOMMENDATIONS

Cabinet is recommended to:

1. Note the contents of the report and its appendices, including the observations and any recommendations made by (i) the Performance Panel (**Appendix 3a**); (ii) the Governance and Audit Committee (**Appendix 4a**) and (iii) the Policy Review and Performance Scrutiny Committee (**Appendix 5a**);
2. Delegate authority to the Corporate Director (People & Communities), in consultation with the Leader of the Council and Cabinet Member for Finance, Modernisation & Performance, to make any consequential changes to the draft Annual Well-being Report 2022/23 arising from recommendation 1 above; and
3. Recommend the Annual Well-being Report 2022/23, including any agreed amendments under recommendation 2 above, to Council for approval.

SENIOR RESPONSIBLE OFFICER	Sarah McGill Corporate Director (People & Communities)
	7 July 2023

The following appendices are attached:

Appendix 1: Annual Well-being Report 2022/23 (Draft)

Appendix 2: [Corporate Performance Dashboard](#)

Appendix 3a: Performance Panel Letter, Recommendations and Observations

Appendix 3b: Response to Performance Panel Recommendations

Appendix 4a: Governance & Audit Committee Letter (*to follow*)

Appendix 4b: Response to the Governance & Audit Committee Letter (*to follow*)

Appendix 5a: Policy Review and Performance Scrutiny Committee Letter – Annual Well-being Report 2022/23 (*to follow*)

Appendix 5b: Response to the Policy Review and Performance Scrutiny Committee Letter – Annual Well-being Report 2022/23 (*to follow*)

The following background papers have been taken into account:

- [Cabinet Report, 24 February 2022: Performance and Planning Framework & Data Strategy](#)
- [Performance and governance of principal councils: Statutory guidance on Part 6, Chapter 1, of the Local Government and Elections \(Wales\) Act 2021](#)

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Annual Well-being Report 2022/23

DRAFT

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

Leader's Introduction

In June last year we set out our ambition to make Cardiff a stronger, fairer and greener capital city.

A stronger city, where everyone has access to a good education, a good job, a good home and great public services.

A fairer city, where the opportunities of living in Cardiff can be enjoyed by everyone, whatever their background, where those suffering the effects of poverty are supported and every citizen feels safe and valued.

And a greener city which, through our One Planet Cardiff programme, leads on the response to the climate emergency, promotes biodiversity and offers convenient, accessible, safe and sustainable transport options.

The Annual Well-being Report provides an assessment of the Council's performance for the financial year 2021/22, the progress we have made in realising our ambitions for the city and the challenges and risks we are facing. The report has been produced following a rigorous self-assessment process involving extensive consideration of the Council's performance. It has also involved a detailed review of the systems and processes we have in place to control the Council and monitor delivery.

Overall, we are making good progress and I am proud of what this Council has delivered over the past year.

We delivered a good education for children in Cardiff- clearly recognised by Estyn in their latest Report- and invested significant amounts in building new schools and improving the school estate.

We delivered on the largest Housing Development Programme in Wales, and plan to build even more new Council Houses in the years ahead.

We are making progress in shifting the balance of care and through some innovative work we are helping to re-shape the care market.

Major strides have been taken to address the climate emergency through the One Planet Cardiff strategy and we continue to progress a pipeline of major regeneration work.

Excellent work has been done to ensure the Council supports staff and reflects the communities we serve. We are now the highest-ranking local authority in the Stonewall LGBTQ+ employer index and have accepted all the recommendations made by the Race Equality Taskforce.

But the report also sets out the challenges and risks we are facing, and the areas that require improvement.

The increasing scale and complexity of demand is being felt across Council services, but notable in children' services, adult services, housing and education. And looks likely to be long-lasting. The pressures on our services have not returned to pre-covid levels, and there is no expectation that they will any time soon.

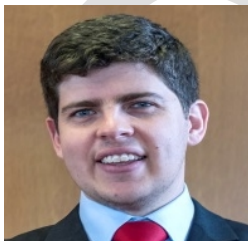
At the same time, the Council has had to respond to several un-anticipated yet substantial risks and issues over the course of the past year, including the costs of living and energy crises and leading a city-wide response to welcome and support refugees from the war in Ukraine. We will need to be ready to anticipate and respond, at speed and in partnership, to new risks and issues as they emerge over the coming year.

Over recent years we have highlighted workforce pressures in key services such as social work, social care or HGV drivers. Whilst these challenges remain, workforce pressures are now being felt across almost every directorate and service.

And, despite a better-than-expected settlement, the medium-term financial position remains very challenging, driven by increase demand on our services, inflation and increased cost delivering services and delivering the capital programme, and recovering our income position in some services post-Covid.

In summary, the mark of a good performance system is one that allows us to recognise where progress is being made and identify areas where intervention is needed to address areas of challenge. This is exactly what the report does.

As ever, my thanks go to all council and partner staff, to fellow elected members and to community organisations and city partners for their contributions over the course of the last year. I look forward to working with you all over the year ahead.



Cllr Huw Thomas
Leader of Cardiff Council

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About This Report

What is the Annual Well-being Report?

The purpose of the Annual Well-being Report is to provide a self-assessment of Council performance in delivering its Well-being Objectives for 2022/23.

These Well-being Objectives, including the steps the Council will take to achieve them, and how performance will be measured, are set out in the Council's Corporate Plan 2022-25:

- Cardiff is a great place to grow up
- Cardiff is a great place to grow older
- Supporting people out of poverty
- Safe, confident and empowered communities
- A capital city that works for Wales
- Cardiff grows in a resilient way
- Modernising and integrating our public services

This Annual Well-being Report is the product of a comprehensive self-assessment process (set out below), and draws on service performance, governance and risk, resources, and other sources of performance information provided for each Well-being Objective. Each chapter of this report provides a strategic assessment by Well-being Objective, along with a summary of successes, challenges, and priorities for the future.

In creating and publishing this report, the Council fulfils its statutory duties in relation to both the Well-being of Future Generations (Wales) Act 2015 and the Local Government and Elections (Wales) Act 2021.

Statutory Requirements

The Annual Well-being Report fulfils the Council's following statutory requirements:

- **The Well-being of Future Generations (Wales) Act 2015** requires the Council to set and publish Well-being Objectives, take all reasonable steps to meet those objectives and publish a statement about Well-being Objectives. These duties are fulfilled through the Council's Corporate Planning process. The Well-being of Future Generations Act also requires the Council to publish an annual report of progress, which is done through the Annual Well-being Report. A core element of the Act is the **Sustainable Development Principle** and the **Five Ways of Working**. These are: long-term, prevention, integration, collaboration, and involvement. This report assesses the extent to which the Sustainable Development Principle and the Five Ways of Working have been applied in the delivery of the Council's Well-being Objectives.
- **The Local Government and Elections (Wales) Act 2021** established a new legislative framework for local government elections, democracy, governance, and performance. The Act requires each council in Wales to keep under review, through self-assessment, the extent to which it is meeting its "performance requirements" and publish a report

setting out the conclusions of their self-assessments once each financial year. Specifically, the Council must ***review its ability to use its resources economically, efficiently, and effectively.***

This Annual Well-being Report, produced through the self-assessment process outlined below, sets out the Council’s conclusions as to the extent to which it has met the performance requirements (that is, exercising its functions effectively, using its resources economically, efficiently and effectively, and that its governance is effective for securing the above) during the financial year.

Meeting Our Statutory Requirements

A summary of the legislative requirements relating to planning and delivery is set out below.

Act	Planning and Performance Requirement	Compliance Arrangement
Well-being of Future Generations Act	Set and publish Well-being Objectives	Completed through the publication of the Corporate Plan
	Take all reasonable steps to meet those objectives	Completed through the publication of the Corporate Plan
	Publish a statement about Well-being Objectives	Completed through the publication of the Corporate Plan
	Publish an annual report of progress	Completed through the publication of the Annual Well-being Report 2022/23
	Publish its response to any recommendation made by the Future Generations Commissioner for Wales	None received, as yet.
Local Government & Elections Act	Keep performance under review: the extent to which it is exercising its functions effectively; using its resources economically, efficiently and effectively, and; its governance is effective for securing the above.	Completed through the publication of the Annual Well-being Report 2022/23
	Consult on performance: with local people, staff, trade unions and partners	Completed, with reference to key findings included in the Annual Well-being Report 2022/23
	Report on performance: produce a self-assessment report every year, containing assessment of performance (service, finance, governance) and improvement actions identified	Completed through the publication of the Annual Well-being Report 2022/23

	Arrange a panel performance assessment and respond to a panel performance assessment report	To be completed during the 2022-27 local government cycle
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The Council considers that, through the publication of its Well-being Statement, **it has met the relevant statutory duties listed above.**

How is the Annual Well-being Report developed?

The assessment of performance contained within the Annual Well-being Report is developed through a thorough process of self-assessment involving the political and managerial leadership of the Council, drawing from a wide range of sources of performance information.

Sources of Performance Information

Sources of performance information which contribute towards the performance assessment contained within the Annual Well-being Report include:

- **Performance against the Council’s Key Performance Indicators** – The Council’s [Corporate Plan](#) contains a suite of performance indicators which measure progress made in delivering the Well-being Objectives. Where applicable, targets are set against these performance indicators to demonstrate the desired level of achievement. Performance indicators are assigned a RAG status: **Green** where the indicator is on or above target, **Amber** where the result is within 10% of the target, and **Red** where the result is more than 10% from the target.
- **Progress against the steps in each Well-being Objective** – Each Well-being Objective within the Corporate Plan also contains a set of ‘steps’ or actions. Monitoring the progress of these steps provides an understanding of what has been achieved and where further work is required. The Year-End Performance against both the Corporate Plan indicators and steps can be found on the Council’s [Corporate Performance Dashboard](#).
- **Consultation and Engagement** – The Council has a number of established consultation and engagement mechanisms such as the annual Ask Cardiff Citizen Survey, the Budget Consultation, the Child Friendly City Survey as well as other surveys and consultation exercises which take place over the course of a year that provide residents, businesses, and other city stakeholders an opportunity to share their views on a wide range of the Council services. The Council, in collaboration with partners on the Cardiff Public Services Board (PSB), produced a [Consultation Overview Report](#), which was published in February 2023.

In addition, the Council’s [Annual Compliments and Complaints Report](#) provides valuable insight into where Cardiff’s citizens feel the Council needs to improve. The Corporate Plan contains a number of ‘qualitative’ Key Performance Indicators that relate to citizen satisfaction with services, and the findings of the consultation and engagement work

forms an important part of the Council's self-assessment process, policy development and budget setting process.

- **Finance Monitoring** – The Council's [Outturn Report 2021/22](#) serves to inform of the Council's financial position in respect of the year ending 31 March 2023 and its findings contribute to the assessment contained within the Annual Well-being Report.
- **Good Governance** – The Council's Governance Framework comprises the systems, processes, culture and values by which the Council is directed, controlled, and the means through which it accounts to, engages with, and leads the community. The Council's [Annual Governance Statement](#) sets out an assessment of the Council's framework of governance, risk management and internal control.
- **Risk** – Delivering objectives requires frequent management of risks at both operational and strategic levels, particularly in the dynamic external environment in which the Council is operating. The Council's Year End [Risk Report](#), and its Corporate and Directorate Risk Registers, provides an overview of the current risks and the actions in place to mitigate them.
- **Scrutiny Committees and Governance & Audit Committee** – The Council responds to the issues raised and recommendations made by the Committees, which help inform policy development and performance improvement.
- **Inspection Reports** – The Council is subject to a number of inspections from regulatory bodies including Audit Wales, Estyn (Education) and the Care Inspectorate Wales (CIW). Their findings help the Council to assess areas of strong performance, as well as identifying areas that require improvement.

Self-Assessment Process

The Annual Well-being Report is developed through engagement with directors and a self-evaluation, assurance, and challenge process. The process features enhanced roles for both Scrutiny Committees and the Governance & Audit Committee. This process includes:

- A directorate self-evaluation of service performance, resourcing, and governance challenges and priorities, answering the following questions:
 - What is going well?
 - What are the key risks and challenges facing your services?
 - What are the next steps?
- Performance and budget challenge and assurance sessions convened by the Chief Executive and the Section 151 Officer with each Director considering the findings of their directorate self-assessment;
- A progress and performance session with Cabinet and the Council's Senior Management Team where the Chief Executive provides a strategic assessment of organisational performance.

- Consideration of the draft Annual Well-being Report by:
 - The Performance Panel, convened by the Chair of the Policy Review and Performance Scrutiny Committee, and involving the Chairs of each of the Council's Scrutiny Committees (The letter from the Chair of the Performance Panel, the Panel's recommendations and Cabinet's response are included as Appendices 3a, 3b and 3c of this report.)
 - Governance & Audit Committee (The letter from the Chair of Governance & Audit Committee and the response are attached as Appendices 4a and 4b).
 - Policy Review and Performance Scrutiny Committee (The letter from the Chair of the Policy Review and Performance Scrutiny Committee and the response are attached at Appendices 5a and 5b).
 - Cabinet, having received and responded to the recommendations of each Committee.
 - Council.

Performance improvement and evaluation isn't something that only takes place at the end of the financial year. A mid-year self-evaluation report is considered by Cabinet drawing on performance information at month 6 and performance is monitored quarterly through updates to the steps and measures in the Corporate Plan, and the areas of risk, budget, audits, consultation, and performance are all considered holistically throughout the year to drive improvement.

Overall Assessment

This Annual Well-being Report contains the Council's assessment of performance against the seven Well-being Objectives set out in the Council's Corporate Plan 2022-25.

Overall, the Council considers that it has made good progress across all Well-being Objectives, evidenced by an overall pattern of good performance across the Council services and Corporate Plan commitments, the effective, efficient and economical use of resources and the use of its governance infrastructure to secure improvement. However, the report also identifies performance challenges and risks in each Well-being Objective which will require improvement action over the year ahead, including a small number of cross-cutting strategic challenges which are impacting all services, which are outlined below.

The analysis contained within Annual Well-being Report (and the mid-year performance assessment) form a central component of the setting of Council's priorities and actions for improvement for the year ahead, which are set out in the [Council's Corporate Plan 2023-26](#).

Areas of Progress

Area of progress identified in this report include:

- Education outcomes are positive with attainment above the Welsh average and school inspection results generally positive.
- The Council's strategy of 'shifting the balance of care' is having a demonstrable impact in Children's Services.
- Within Adult Social Services, the care market has been stabilised and pathways out of hospital have been improved through more effective joint working with Cardiff & Vale University Health Board.
- Rough sleeper numbers have been maintained at low levels, with multi-agency wrap around support leading to improved outcomes, and continued progress in the Council's housebuilding programme.
- Continued progress in the city development and major projects despite more challenging market conditions.
- Developing an extensive pipeline of One Planet Cardiff projects - including the District Heat System and securing £100m to deliver the first phase of Cardiff Crossrail.
- Responding effectively to emerging risks and issues including the cost-of-living crisis and the Ukraine refugee crisis.
- Working towards being a Council that reflects and responds to the city's diversity. including accepting all the recommendations of the Race Equality Task Force and receiving recognition as the highest placed Local Authority in the UK Stonewall Index.
- Continued successful operation through hybrid working, with the new way of working informing the development of new core office strategy and workforce strategy, unlocking efficiencies and offering greater flexibility for staff.
- Greater ability for citizens to access Council services via online platforms and improvements to its citizen engagement practice, informing the upcoming Participation Strategy.

Strategic Challenges

The Annual Well-being Report 2022/23 highlights a range of performance challenges, which need to remain the subject of corporate focus over the year ahead:

- **Managing sustained increase in the complexity and scale of demand across Council services:** The fundamental changes in the scale and complexity of service demand post-Covid look likely to be long lasting and are being felt across multiple services. This can be attributed to the lasting impacts of the pandemic, as well as the cost-of-living crisis, which has placed pressure on households across the city – particularly vulnerable individuals and families – with increasing numbers of individuals relying on council services.

Demand challenges are particularly evident in services for children and young people, with children's services facing a significant rise in both the number and complexity of cases. In addition to this, workforce supply challenges and a shortage of accommodation places have resulted in serious service and budgetary pressures. In the Education system intermittent attendance and persistent non-attendance represents a significant concern in many parts of the city which will require concerted focus from the Council and school leaders over the year ahead.

Similarly, the adult social care sector continues to face ongoing pressures through rising demand and increasingly complex service requirements. Though the supply of care in Cardiff has improved significantly, unlike in many other local authority areas, the fragility of the care market remains a concern due to an ongoing shortage of care workers. Given the ongoing pressures on the health and social care system, this will continue to be a strategic priority for the Council and its partners in 2023/24.

The number of people who are becoming homeless and the demand for emergency and temporary accommodation has increased substantially, with high waiting lists across all homeless gateways. Around 8,000 people are on now the Council House waiting list and the rental rate in the private rented sector is at unprecedented levels. The shortage of housing of all tenures is creating pressure across many Council Services, and the need to rapidly extend access to housing, through building and securing additional affordable housing, represents a corporate priority.

- **Responding to new risks and issues:** In addition to the sustained rise in demand on services the Council has, alongside its partners, responded to several un-anticipated yet substantial risks and issues during the year. These include the response to the cost-of-living crisis which has disproportionately impacted some of the city's most vulnerable people and communities, as well as the wider economy. The emergence of the energy crisis brought severe cost pressures that seriously impacted the cost of running Council venues and have had implications for the Council's capital programme. The Ukraine refugee crisis also necessitated the rapid mobilisation of a cross service-area response. In each case, the Council convened an effective response, often involving cross service-area working and collaboration with public service partners, the private sector and the

third sectors. Looking ahead, the Council must continue to anticipate and respond, at speed and in partnership, to new risks and issues as they emerge.

- **Workforce pressures now impacting on all council services:** Over recent years the Council has identified challenges in relation to recruitment and retention of staff in children's social services and adult social care. Whilst these challenges remain, the Council is now facing workforce challenges which are having an impact across all directorates. The primary concern relates to the recruitment and retention of appropriately skilled individuals with the Council facing competition from other sectors in attracting professionals, making it difficult to fill key positions. As is the case nationally, workforce challenges are having an impact on the Council's capacity to deliver services, as well as key projects. In response, the Council's new Workforce Strategy (2023-27) sets out an enhanced approach to proactive workforce planning, which includes the further development of a supportive work environment, fostering employee engagement and continuing to develop new, tailored approaches to recruitment and retention in areas where the Council has skills and capacity gaps.
- **Ensuring continued financial resilience:** Despite a more positive than anticipated financial settlement for 2023/24, the Council faces significant immediate and medium-term budgetary challenges. The Budget Update Report presented to Cabinet in July 2023 set out an indicative Revenue budget gap of £36.7 million for 2024/25 and a £119.2 million budget gap across the period of the Medium-Term Financial Plan. These pressures are due to a combination of increased complexity and scale of demand on services (particularly in Children's Services, Adult Social Care, Additional Learning Needs and Homelessness), inflationary pressures driven by employee related costs, the costs of goods and commodities purchased by the Council (such as energy, food and fuel) and the cost of construction, materials and commissioned services. Continued post-pandemic pressures in income recovery in some services also remains an issue. To ensure the Council's ongoing financial resilience, a proactive approach to identifying and implementing savings will continue. This includes a review of all directorate budgets and the identification of baseline efficiencies across all services. Given the wider economic environment characterised by high inflation, rising interest rates and labour and supply chain challenges, a sharp focus will also need to be placed on the Council's capital position and the development of its medium- and longer-term programme.

Well-being Objective 1:

Cardiff is a great place to grow up

Our priorities in 2022/23 were:

- Supporting a child-friendly recovery
- Continuing to deliver the Cardiff 2030 vision for education and learning
- Protecting the wellbeing of vulnerable children, young people, and families

Strategic Assessment

The Council has made good progress against this well-being objective, particularly in relation to the quality of education, overall attainment and in improving the quality of care for children and young people. However, there are a number long-standing and newly emerging challenges which will impact on young people responding to which will require concerted effort from the Council, the city's education system and public service partners.

There has been sustained improvement in the quality and effectiveness of Cardiff's education services. School inspection outcomes are mainly positive and GCSE outcomes for 2022 were higher than 2019 – the last time comparator results were available – with results in Cardiff above the Welsh average. The governance and quality assurance arrangements for monitoring the progress of schools has been improved and the School Organisation Programme (SOP) is responding to the inspection recommendation to ensure strategic oversight of the development of Welsh-medium education. The Council's programme of investment in schools continues to be delivered to ensure learners in Cardiff benefit from high quality learning environment and schools have been effectively supported by the rapid roll-out of a comprehensive digital transformation agenda.

Areas of challenge remain, however. Although inspection outcomes are mainly positive, there are 4 schools in a category of follow-up with 1 school in the statutory category of significant improvement. More must be done to support re-engagement in education following the Covid-19 pandemic, with intermittent attendance and persistent non-attendance below target and representing a significant concern in many parts of the city which will require concerted focus from the Council and school leaders over the year ahead.

Within schools, budget pressures persist despite the prioritisation of funding for delegated school budgets, and despite record levels of investment in the school estate, significant levels of capital funding are still required to maintain safe learning environments. The projected decline in pupil population numbers is a real area of concern given that surplus places translate into significant budgetary pressures. The increasing cost of school transport persists as an ongoing concern whilst the growth in Additional Learning Needs also bring with it both demand and cost pressures. Taken together these pressures will present a significant challenge to the financial resilience of the city's education system and so will be an area of corporate focus for 2023/24.

Within Children's Services, excellent progress has been made in delivering the Children's Services Accommodation strategy, with a number of properties purchased, a significant number of staff employed, and regulatory accreditation secured. These represent important developments in ensuring the sufficiency of placements and supporting the Welsh Government's policy directive of removing profit from the care sector. The challenge in this area, however, remains significant.

Children's Services continue to face high demand and increases in case complexity. This demand pressure is reflected throughout the child's journey, including services to address children's mental health and emotional well-being. At the same time, insufficient placements in a provider dominated accommodation and support market will continue to account for major costs pressures and, in exceptional circumstances, an increasing need to use unregistered placements. The service is also facing challenges with the recruitment of social workers. Whilst an extensive body of work has been undertaken to dampen cost pressures in year, it has accounted for a major budgetary over-spend. Delivering the Children's Services Strategy, preventing demand through shifting the balance of care, will therefore remain a corporate priority going forward.

Other areas of notable improvements include the Youth Justice Service and, though further work is required, the progress made was acknowledged in the August 2022 follow on inspection report by His Majesty's Inspectorate of Probation (HMIP).

A Child Friendly City

Cardiff's ambition to be recognised as a city where all children and young people have an equal chance to thrive and reach their potential is one step closer to realisation as the submission to gain UNICEF Child Friendly City status was completed in September 2022. If successful, Cardiff will be the first city in the UK to gain UNICEF accredited status. The final stage of the UNICEF assessment began in April 2023, and the outcome will be decided by Summer 2023.

Work has continued throughout the year to promote children's rights through workforce development. As part of the Rights Respecting Schools Approach, 70% of schools have now been accredited, up from 63% at the end of 2021/22. While this is a positive improvement, this is just short of the target for 2022/23 of 75% of schools. Of those accredited, 44 schools have achieved Bronze status, 31 have achieved Silver, and 14 have achieved Gold.

The Children's Rights Online Module has been launched for Council staff, with a target completion rate of 85% - in line with other mandatory modules. However, at the end of 2022/23, compliance for the Children's Rights Online Module was only 63%. To address this, the completion of Children's Rights Training has been linked to each staff member's personal review, supported by enhanced data for managers to target compliance within their services.

The Council's Child Friendly Cities Survey was issued in Spring 2022, with 7,660 responses (up from 6,500 on the previous survey). The survey has provided valuable insights into the experiences of children in Cardiff, with a cross-analysis by characteristic, including by age, gender, minority ethnic group, those living in the 'Southern Arc', young carers, and those with a disability. The survey demonstrated that 90% of respondents felt that they are able to 'do their best to learn and progress at school' with 86% of respondents stating that they were aware of their rights.

Delivering the Cardiff 2030 vision for education and learning

Despite the disruption of the pandemic, the Council has demonstrated good progress in the delivery of its 2030 vision for Education.

In May 2023, Estyn recognised the strong corporate and political leadership of education in Cardiff, highlighting assurances that the quality and effectiveness of education services has improved, and noting the strengthened governance around monitoring schools causing concerns. In their assessment, Estyn highlighted several areas of strength, including the reduction in fixed-term exclusions to below pre-pandemic levels, an overall sustained improvement in the quality and effectiveness of services, and the success of the digital transformation agenda. In the [2022 Estyn Report](#), Estyn acknowledged the Council's high level of support provided for asylum seekers and refugees, including the large groups of children arriving from Afghanistan who were hosted and supported in Cardiff prior to their relocation in other parts of Wales.

The new Curriculum for Wales was introduced in 2022 and has now been rolled-out to all primary schools, with secondary schools to begin rollout from September 2023 on a phased transition, up to Year 11 in 2026. Regarding attainment, schools in Cardiff saw good outcomes for pupils across the city. In 2022, pupils sat GCSE exams for the first time since 2019. The 2022 results were higher than 2019, and the results for Cardiff were well above the Welsh average, with 31.9% of pupils achieving an A* or A grade.

In line with the trend over the last four years, the percentage of children securing one of their top school choices has met its target for both primary school and secondary school admissions, at 99.6% and 93.8% respectively.

There is a comprehensive and ambitious digital transformation strategy which is highly regarded by school leaders and is moving forward at pace, as recognised in their assurance work by Estyn. Throughout the year, 35 schools had a complete device refresh, achieving a pupil-to-device ratio across all schools at year-end of 1:0.7 (or 7 devices for every 10 pupils). Processes have also been established to ensure all pupils have broadband access at home, with a central stock of routers ready to be deployed when needed.

The 'Passport to the City' model, which aims to provide extra-curricular opportunities for children and young people across Cardiff, has continued to progress, with 32 schools and youth groups signed up to the programme at Quarter 4, up from 10 schools at Quarter 2, with 6,300 total registrations to date.

Attendance at both primary and secondary schools has decreased year-on-year since 2019. At the end of the 2021/22 academic year, overall attendance for primary schools was 89%, and for secondary schools it was 86%, compared to 95% and 94% respectively prior to the Covid-19 pandemic. Emerging trends in persistent absence (where attendance falls below a 50% threshold) have also been identified following the pandemic, with schools now closely monitoring these patterns, and persistent absence being introduced as a corporate KPI from 2021/22. Persistent absence affected around 1-4% of pupils in the 2021/22 academic year, with the trend more prominent in secondary schools than primary schools.

An increasing trend seen in permanent exclusions has been evident over the last two years since normal operating of schools resumed following the Covid-19 pandemic. This is largely attributed to the residual effect of the pandemic and the impact of successive lockdown periods which in turn resulted in social, emotional, and community issues with children and families which has impacted their behaviour at school. Concerningly, the most common cause of exclusion has been assault directed against other pupils. There has, however, been a 15% decrease in permanent exclusions in the current academic year to date when compared to last year, along with a 40% decrease for the Spring term 2023 when compared with the Spring term 2022. The rate of fixed-term exclusions is also beginning to slow as the academic year progresses, suggesting that, overall, exclusions are on track to return to pre-pandemic levels. Fixed-term exclusions were a particular concern in secondary schools in the 2021/22 academic year, where the fixed-term exclusion rate was almost double its pre-pandemic figure. As with permanent exclusion, the most common cause for fixed-term exclusion was assault and violent behaviour, directed towards both pupils and staff. Work continues as part of the 'Whole School Approach to Emotional and Mental Well-Being'

(WSAEMW) to support learners through support and counselling, which will contribute toward improving both exclusion and attendance rates.

Aligning to the new Additional Learning Needs (ALN) Code, the Education Directorate is working in partnership with the Cardiff & Vale University Health Board (UHB) to ensure that the required provision will be in place, while work to transition from the previous system of 'statements' to the new Individual Development Plans (IDPs) is ongoing. The aim is to have this transition completed by the end of the current academic year, in line with the timescales set by the Welsh Government. There are, however, a number of challenges associated with meeting the growing demand for children with ALN – specifically, being able to forecast and plan for demand in the right areas of the city. In 2022/23, the Council set a target of delivering 290 ALN places, although was only able to deliver 250. Knock-on effects of insufficient capacity include increased costs of out-of-county provision, and increased school transport costs. Moving forward, the immediate priority is ensuring that the right support is provided in the right places, in the first instance extending provision for the Pupil Referral Unit (PRU) and other specialist resource bases around the city.

Recruitment, retention and staff absence remain areas of challenges for schools, particularly the recruitment of catering staff, Welsh speaking teachers and roles within specialist education. Schools have been supported throughout the year by the Education directorate to backfill both teaching and non-teaching vacant posts. Welsh Government grant funding has also enabled the Council to recruit temporary Education Welfare Officers and School Attendance Officers who will start work in summer 2023, increasing the capacity to deliver the Council's 'Back on Track' school attendance campaign.

Though there were some delays to the delivery of the Band B schools programme through the pandemic, work is still underway, with several projects well developed and/or on-site and others planned for the coming year. The new School Organisation Planning and Investment Strategy is due to go to consultation in summer 2023. As part of the above consultation, the Council will be seeking views on a range of key areas including Community-Focused Schools. The delivery of the first Local Development Plan (LDP) schools has also begun, with two primary schools due to start operating in their new buildings from September 2023. Long-term planning and forecasting up to 2026 is also being undertaken in response to the pressure that acute inflation will have on the education capital programme. Due to the potential impact, this issue is recorded and monitored via the Council's Corporate Risk Register. An emerging challenge, highlighted by the 2021 National Census, is the significant drop in birth rates in Cardiff. This will have implications for both planning and school funding.

A significant amount of work has been undertaken throughout the year to maintain and improve the school estate, including a £25 million programme of condition, suitability, and sufficiency works. Further improvements are planned for the coming year, including the Early Years Unit at Moorlands Primary, development options for primary schools in Cathays, and the creation of additional secondary capacity at Eastern High, Radyr Comprehensive, St. Teilo's, St. Illtyd's, Corpus Christi, and Mary Immaculate. Moving into 2023-24, the value of the asset renewal spend on schools will continue be monitored corporately as a key performance indicator, with a target for the coming year of £22 million, up from this year's

target of £20 million. The key challenge in this area is managing the balance between capital investment in new buildings and repairs to existing buildings, with some sites suffering from ageing infrastructure where funding needs to be spent on essential and emergency repairs.

Schools are also in the process of adapting to meet the capacity requirements of Universal Free School Meals for primary school children. Aligned to the target timescales set by the Welsh Government, Universal Free School meals will roll out to Year 2 pupils from June 2023, and Year 3 and 4 pupils from September 2023 onwards. A substantial programme of capital-funded works is being undertaken to support this change, including making adaptations in schools to accommodate a greater capacity for school-provided food. As mentioned above, the recruitment of catering staff to support this roll out remains a challenge.

Despite the improvement in the financial position for Education, there continues to be significant pressure in some areas, including pay award costs, Home to School Transport, Catering and Out of County Placements. In Home to School Transport, rising costs in fuel and driver supply, combined with the increased number of pupils with Additional Learning Needs requiring transport are the key contributors to the pressures. There are also significant pressures in respect of out of area placements and school catering services, the latter being impacted by price increases for food and transport costs, combined with reduced income from paid school meals.

Protecting the well-being of vulnerable children, young people, and families

Children's Services is moving into 2023-24 with a suite of revised and complimentary strategies, all aligned to the Striving for Excellence in Children's Services Strategy 2023-26. The supporting strategies and frameworks cover areas including workforce, accommodation, commissioning, performance, corporate parenting, trauma, disabilities and additional learning needs, and youth justice. The three key areas of focus underpinning these strategies are place, ensuring there is support within the community, people, developing the permanent workforce, and practice, establishing policies and procedures to promote learning and continuous improvement.

Areas of success for Children's Services include the ongoing development and implementation of a number of strategies, including the Accommodation Strategy, the Corporate Parenting Strategy, and the Recruitment & Retention Strategy. Over the year, developments within the service have been characterised by strong cross-service, multi-disciplinary working, and long-term strategic planning.

The 'Right Place' model for children being looked after and on the edge-of-care was a focus over the course of the year. To deliver the model, a number of sites have been identified across Cardiff, including a main hub site, a site for emergency provision, and a site for skills development to support young people to live independently. Though there have been some delays in implementation, work continues to determine the best resourcing options and role types needed to support the model. Extensive review work has also been undertaken by the Reviewing Hub, which has reviewed over 850 children. Over 200 children were safely stepped down to a lower level of intervention, while the Reunification Team works to assess

and reunify looked after children with their families where it was safe to do so. To support this approach the Quality Assurance Team worked to promote and improve practice standards across Children's Services.

An integrated approach to emotional and mental health support for children and young people has been developed across Council services and in partnership with the Cardiff & Vale UHB. Progress during the year includes the rollout of specialist emotional distress training to partnership staff, and the development of a specification for an accommodation solution to provide suitable placements for children and young people with emotional and mental health support needs. Recruitment has also taken place to appoint specialist psychologists to support children and families through Early Help services. Work has also continued, led by Early Help, to reduce the impact of adverse childhood experiences by developing Thinking Together Conversations training and video guidance for practitioners, and working with third sector partners to ensure that there are clear referral pathways into early intervention and preventative services.

The most significant challenge faced during the year has been the lack of sufficiency of placements for children looked after, resulting in an overspend at year end of £6.6 million. The lack of local supply has resulted in more costly, further afield and unregistered placements. At Quarter 4, the percentage of children looked after in regulated placements in Cardiff was 56%, just below the target of 60%, and the number in regulated placements within a 20-mile radius of Cardiff was 76%, just below the target of 80%. Unregistered placements lack strengthened oversight arrangements and are unlawful under the Regulation and Inspection of Social Care Act 2016. However, Children's Services has been working closely with the Care Inspectorate Wales to support the process to register these homes. The pressures on placement provision have been driven by changes in the market and exacerbated by an increase in complexity of the Children's Services caseload which has resulted in more high-cost placements. Another contributing factor to the placements challenge is the Welsh Government's agenda to eliminate profit from the care sector. This has caused some providers to withdraw from the market, shrinking supply, and driving costs up. Cardiff is also home to most Welsh Independent Fostering Agencies (IFAs), making it more difficult to attract local authority foster carers – although improvements have been achieved in this area. While still below target, at Quarter 4 the number of children looked after by local authority foster carers was at a high of 129, (against a target of 150) with the number of children looked after by external foster carers reduced to 308. Although it is important to note that both types of provision will likely always be needed, this demonstrates a shift away from the historical reliance on external foster carers. However, the reduction in external foster carers could signal an increased reliance on costly residential placements if this trend continues. Though the challenge of placement sufficiency remains in 2023/24, the Accommodation Strategy and the Right Place Model represent a major component of the approach within Children's Services to adapt to the pressures on placements moving forward.

Children's Services have faced ongoing challenges in relation to the recruitment and retention of social workers. This is a national issue affecting local authorities across the country. At Quarter 4, the percentage of permanent social work posts filled by agency staff in Children's Services was 27%, missing the target of 18% and is an increase of 3% from the

position at the end of the previous financial year (24%). In response, a Recruitment & Retention Strategy and Workforce Action Plan have been agreed. The strategy includes plans to attract more social workers to Cardiff through outreach and engagement, a clear induction process for new starters, and promoting the offer of training, mentoring and support from Practice Leads. The Council aims to bring in social work students on placements, and support individuals to complete their social work degrees, while also reaching agreements with recruiting agencies to offer incentives for agency staff to join the workforce on a permanent basis.

When HMIP undertook an inspection of Cardiff's Youth Justice Service (YJS) in 2020¹, it found the service to be 'Inadequate', granting the lowest possible inspection score to the service (0 of 36). Over the following two years an extensive programme of reform and improvement has been led by the service, with the support of the Cardiff Youth Justice Board.. The result of the improvement work is clearly demonstrable in the service area's performance indicators, including the falling re-offending rate (currently standing at 13% against a target of 40%) and the reduction in the number of first-time entrants (11 against a target of 18). Equally, the HMIP inspection report of August 2022² commended the improvements made and the distance the service had travelled since the 2020 inspection. While further areas of improvement were identified through the report's recommendations, some specific areas of work, including planning, implementation, and delivery of out-of-court disposals, and resettlement policy and provision were given 'Good' ratings.

¹ HMIP YJS Report 2020: [An inspection of youth offending services in Cardiff \(justiceinspectorates.gov.uk\)](https://www.justiceinspectorates.gov.uk/hmip-reports-and-publications/hmip-yjs-report-2020/)

² HMIP YJS Report 2022: [An inspection of youth offending services in Cardiff \(justiceinspectorates.gov.uk\)](https://www.justiceinspectorates.gov.uk/hmip-reports-and-publications/hmip-yjs-report-2022/)

Well-being Objective 2:

Cardiff is a great place to grow older

Our priorities in 2022/23 were:

- Supporting older people to stay active and connected in an age-friendly city
- Supporting older people to live independently at home through strengths-based preventative services
- Working in partnership to deliver high-quality sustainable care and support
- Supporting informal carers and valuing their role
- Ensuring our services meet the needs of the most vulnerable
- Proactively modernising our services

Strategic Assessment

The Council has made good progress against this Well-Being Objective in the context of a national picture where the social care sector faces severe and ongoing pressures through rising demand, increasingly complex service requirements and a shortage of skilled staff.

The supply of care in Cardiff has improved significantly, unlike in many other local authority areas, however the fragility of the care market remains a concern due to an ongoing shortage of care workers. Though good progress has also been made in increasing resilience within the service, through innovative initiatives such as the Cardiff Cares Academy, recruitment and retention of social workers and occupational therapists remains a significant issue, as do the high levels of staff sickness which has resulted in a backlog of assessments. There is also a need to refocus the care market towards the delivery of services for those with higher levels of care and to address the increasing complexity of service user needs. Taken together, these issues are continuing to place severe pressure on an already stretched social care system.

In response the Council has continued to work in close partnership with Cardiff & Vale University Health Board and the care sector to support older people live independently at home for as long as possible and to ensure that people are discharged from hospital as soon as it is safe to do so. Given the pressures on the health and social care system, this will continue to be a strategic priority for the Council and its partners over throughout 2023/24 and beyond.

Supporting older people to stay active and connected in an age-friendly city

Loneliness and social isolation have a significant impact on the health and wellbeing of older people which is why enabling older people to connect digitally and stay active in the community represented a priority for the Council. In June 2022, Cardiff was accepted into the World Health Organisation's Global Network for Age Friendly Cities and Communities. In consultation with older members of the community, an action plan – with an overall ambition of Cardiff becoming an Age Friendly City – has been developed, including a series of commitments to older people on issues such as housing, transport and participation in valued activities.

The Dementia Friendly Volunteer Programme, which was launched on World Alzheimer's Day, recruits and trains Dementia Friendly Ambassadors to support local shops, businesses, and organisations to work towards becoming Dementia Friendly. Despite a slow start to the year, progress was seen in Quarter 4, with 64 businesses signing up to the Dementia Friendly Pledge, against a target of 40. Additionally, to raise awareness and promote the support available, 2,616 Dementia Friendly City events were held throughout the year, against a target of 600. The percentage of staff completing the Dementia Friendly training module remains low, with only 54% of staff completing the training, against a target of 85%. Moving forward, completing the training will become a mandatory requirement and linked to staff performance reviews.

Other areas of progress include the expansion of the city's Care Hub (Day Centre) activity programme, as well as the widening of age-specific activity provision within Community Hubs. The Rhiwbina Hub has been officially launched as a fit-for-purpose community facility, as well as a Wellbeing Hub at Maelfa. During the year, intergenerational projects have also continued to be delivered across Care Homes with young people – who engage with the Council through Into Work Services – providing older people with one-to-one digital training.

Supporting older people to live independently at home through strengths-based preventative services

Enabling older people to live independently at home improves their sense of wellbeing as well as reducing pressures on the public purse. The Council's preventative services are vital to ensuring that people can remain living at home for longer and, in 2022/23, 96% of the Council's Independent Living Service (ILS) clients reported that they felt able to live independently in their homes following support from ILS. Additionally, Ask Sara, an online self-help tool for citizens, carers and providers, was successfully launched in May 2022 to help identify the solutions needed to support independence.

The Community Occupational Therapy (COT) team offers practical support to enable people to live independently in their own homes for as long as possible through "right sized" support packages. The service is now working on the development of a Trusted Assessor model, a collaboration between Occupational Therapy (OT) and Social Work, to enable the completion of care plans by Occupational Therapists. Following difficulties in the recruitment of Occupational Therapists, a shift to recruiting non-qualified staff has proved

successful with the service now bringing forward proposals for developing its own qualified staff, providing a career path for carers and Occupational Therapist assistants.

The Community Resource Team (CRT), a partnership between Cardiff Council and Cardiff & Vale UHB, was inspected by Care Inspectorate Wales (CIW) during Quarter 1 of 2022/23, with assurance provided that there is good management oversight of the service, as well as compliance with regulatory requirements. Due to recruitment challenges and sickness absence, the number of people accessing support from the community resource team (1493 people against a target of 2000) and the total hours of support provided by the community resource team (35147 hours against a target of 5,000) fell short of the Corporate Plan target. This is also partly attributable to new pathways of care being introduced and the number of ward referrals being received via the Integrated Discharge Hub.

Good work is also evident in relation to the provision of Disabled Facilities Grant (DFG). The means test for eligible adaptations has been removed, leading to a substantial decrease in the average time applicants have to wait for approval. The average waiting time in March 2023 was 12 weeks, compared to 19 weeks in March 2020.

The development and upskilling of the First Point of Contact (FPOC) team is continuing; however, progress has been impacted by high demand, particularly over the winter period. The percentage of new cases dealt with directly at FPOC with no onward referral to Adult Services is also lower than in previous years and below target for the year (63% against a target of 75%). However, the way in which the FPOC Community Contact team and the FPOC Social Work team manage the assessment process has changed, and as a result direct comparisons with previous years' figures is not possible. The measure and target will be amended for 2023/24.

Working in partnership to deliver high-quality sustainable care and support

In August 2022, Care Inspectorate Wales (CIW) carried out an inspection of the Council's domiciliary care services. The report highlighted that people appear happy with the support they receive, and their physical, mental, and social needs are recognised and supported. The inspection found that services showed commitment to achieving positive outcomes for their service users. The Inspector also described interactions between people and staff as warm and positive, and recognised that staff are familiar with the needs and likes of the individuals they support.

Work is ongoing to develop integrated local Multi-Disciplinary Teams (MDTs) that prevent hospital admission and facilitate hospital discharge. The Independent Living Service (ILS) now forms part of MDTs covering South West, North, South East and East Cardiff. A visiting officer attends all MDTs within these clusters and supports the non-medical needs of patients. In addition, an intermediate care work stream under the @home programme has been established to expand and deliver additional cluster MDTs. Despite good progress at the start of the year, proposals to develop an MDT locality hub in the North West of Cardiff have been put on hold due to the planned location, St. Isan, sustaining substantial flood damage during Quarter 3. The escalating demand caused by winter pressures and the need

to focus on hospital discharge has further impacted delivery, meaning that the pilot will need be progressed during the 2023/24 financial year.

The new Integrated Discharge Hub (IDH), with a hospital-based MDT, is now up and running in the University Hospital of Wales (UHW), with a focus on enabling the safe and timely discharge of citizens back to settings in the community. A new 'Discharge 2 Reassess' (D2RA) pathway was implemented in November 2022 which has supported 51 patients to leave hospital with domiciliary care, with 38 having their package of care right-sized. The average time from triage to D2RA is 72 hours which has reduced the length of stay by a minimum of 13 days. Two partnership reviews have been undertaken on the IDH triage process, and moving forward, further improvements to enhance outcomes for patients have been identified.

Welsh Government has recognised the complexity of the hospital discharge process and reporting on delayed transfers of care have been suspended nationally while new indicators are developed. Therefore, limited overall information is available for 2022/23. Good progress has been made locally in the detailed monitoring of hospital discharge; there are no substantial delays caused by people waiting for care. On average between 40 and 50 discharges with care are facilitated each week. A set of IDH performance indicators detailing pathway, time in triage, time to discharge and outcome pathways are being developed with IT and Care First leads to measure the success of pathways out of hospitals.

Cardiff has participated in national discussions on the potential development of Micro-Enterprises for Personal Assistant roles, which would help increase care capacity in the city. Following a comprehensive options analysis, the Council partnered with Community Catalysts CIC to develop a network of Micro-Enterprises in Cardiff. The project will increase the amount of choice and level of care personalisation for service users and offer improved working conditions for those providing care and support.

During the first half of the year, a pilot of the "Trusted Partner" model – which enables commissioned providers to adapt care to meet individual needs – became operational across the care sector. More sophisticated contractual arrangements are being put into place which allow a more graduated approach to care management at the judgement of providers, although more work is needed to ensure optimal cost effectiveness and flexibility.

The workforce challenge within the sector in Wales has been compounded by the need for all domiciliary care staff and care home staff to formally register with Social Care Wales. Concerns remain that this may impact recruitment and retention in a sector already facing acute workforce challenges. To mitigate this risk, the Council is actively promoting social care as a positive career choice, working with providers to grow the workforce and implementing the Real Living Wage (RLW) for care workers in Cardiff. The Cardiff Cares Academy continues to grow and evolve, with additional measures established to support carer recruitment. Progress has been encouraging, resulting in good job outcomes for those who participate in the scheme.

Older persons housing

The Council is committed to delivering modern, fit for purpose older persons housing that supports independent living. The Addison House development, which will deliver 44 care-ready apartments in Rumney, is progressing well and is expected to open in November 2023. In March 2023, a contract was entered into for the development of 44 apartments for older people on Bute Street. In addition, a contractor has been chosen for the development of 35 older person apartments on the site of Canton Community Hall. It is anticipated that work will commence during Quarter 1 of 2023/24.

The construction market continues to present challenges with supply shortages and rising material prices resulting in cost inflation and delays. Progress on the development of 101 care-ready apartments at the Maelfa and St. Mellons, for example, has been impacted as a result of the appointed contractor falling into administration. Alternative options to ensure the sites are re-started are being considered.

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Well-being Objective 3:

Supporting people out of poverty

Our priorities in 2022/23 were:

- Supporting those most impacted by the economic crisis into work, education or training
- Continuing our Living Wage City ambition
- Embedding our new approach to tackling homelessness and ending rough sleeping

Strategic Assessment

The cost-of-living crisis is having an impact on many households with inflationary pressures making essential day-to-day items more expensive. During 2022/23, 5,989 customers were helped with Covid-related and Universal Credit financial support, almost exactly double the number expected at the start of the year. Coming so soon after the Covid-19 pandemic, this crisis has compounded the pressures that many people face and deepened existing inequalities.

In response, the Council has established an enhanced programme of advice and support for citizens, supported by a communications and engagement campaign. Despite seeing a very significant increase in demand the Council's Advice Services and Into Work services are continuing to be delivered effectively, supporting citizens to access funding, advice and routes into employment and training. Concerns remain however regarding the volume of demand and the scale of challenges individuals and households face, and the lasting impact this could have through deepening already significant inequalities in the city.

The number of rough sleepers remains far lower than the pre-pandemic position with the multi-agency preventative approach to supporting people off the streets and into a sustainable home continuing to have an impact.

The number of people who are becoming homeless and the demand for emergency and temporary accommodation has increased substantially, with high waiting lists across all homeless gateways. The demand challenges have necessitated the use of hotels for families to provide interim accommodation for those at risk of homelessness; over 100 families are currently being housed in hotels. Around 8,000 people are on now the Council House waiting list and the rental rate in the private rented sector is at unprecedented levels. The shortage of housing of all tenures is causing intense pressure across many Council Services, and the need to rapidly extend access to housing is a corporate priority (see Well-being Objective 4).

Responding to the cost-of-living crisis

The Council committed to supporting households affected by the cost-of-living crisis. This included an enhanced programme of advice and support, and, despite effective delivery, all support services experienced unprecedented levels of demand. Around £21m of additional weekly benefit were identified for clients of the Money Advice team during the year, far exceeding the target of £14.5m. Similarly, over 1,440 tenancies were saved through the rent arrears pathway, a support scheme open to all tenants regardless of their tenure or income type. The Hubs and libraries provided warm welcome spaces from October, supporting almost 12,000 people during the winter months. Youth Services also offered a warm space with hot food and drink to young people at seven centres and pop-up tents during the colder months. The Cost-of-Living Discretionary Support Scheme, which ended on 31st March 2023, supported 15,388 receive payments totalling over £2.1m.

To ensure it remained well positioned to respond to the Cost-of-Living crisis, a Taskforce was established to identify the priorities for those affected and a wide-reaching publicity campaign was undertaken to promote the support on offer with designated cost-of-living information stations placed in every Hub across the city.

Moving forward, the Council is seeking to work with Welsh Government to ensure that any new financial support schemes are designed through a consultative process. As demand continues to increase, Advice Services will be constantly reviewed to ensure that there are adequate resources to support all residents who need help and bids for external funding will continue to be made as and when it becomes available. Council tenants who accessed the Cost-of-Living Discretionary Support Scheme will be offered further support, if needed, ahead of winter 2023 to ensure they are not at risk of falling back into debt. The rent arrears pathway will continue to be promoted, using the most appropriate financial support to prevent homelessness.

Supporting those most impacted by the economic crisis into work, education or training

The Council continues to do all it can to support residents into work, education or training. 4,227 Council posts have been filled through placements from Cardiff Works, the Council's in-house recruitment agency. The Council also provides numerous opportunities for apprentices and trainees in a range of services – 173 placements took place during 2022/23 and 65 new placements were created. The number of new apprentice and trainee placements created is lower than expected due to significant in-year financial challenges across the Council, which resulted in a need to restrict the creation and advertisement of posts.

The number of people who received into work advice through the Employment Gateway is 77,102, exceeding the target of 51,000. Additionally, at least 1,115 clients have been supported into employment having received tailored support through the Gateway. 347 employers have been assisted by the Into Work team which has again exceeded the target set of 275 for the financial year.

The Job Club has expanded their provision by providing additional sessions in RISE (the Council's specialist support service for victims of violence against women, domestic abuse and sexual violence), Job Centres, Grange Pavilion and the Ukrainian Welcome Centre. Tailored into work programmes have been also delivered for specific groups such as young people not in education, employment or training, and care-experienced young people.

In response to recommendations made by the Race Equality Taskforce, the Into Work Advice Service delivered a significant programme of outreach and engagement events, specifically targeting Cardiff's ethnic minority communities. This has included events such as an Emergency Services Event in Grangetown and a Butetown Careers Fair last July, which attracted over 200 attendees. Community champions have also been appointed to disseminate information, promote events and opportunities to ethnic minority jobseekers. The service also developed new training resources to respond to the specific employability support needs of some ethnic minority jobseekers who the service supports, such as recent arrivals to the UK who need to prepare for entry to the UK labour market. The access and visibility of Cardiff Works for ethnic minority groups has also been improved through actions such as community-based engagement, including attending schools with a high percentage of children from an ethnic minority background to engage families and the wider school community. Around 41% of those using Into Work services are from an ethnic minority background, while around 46% of Cardiff Works clients are from an ethnic minority background.

Cardiff Works Ready also began operating in 2022/23. The team provide training and mentoring to people in our communities who are looking for work in the Council. This helps the Council to be more representative of the communities we serve. In the first year of the programme over 130 people were supported by mentors, with over 50% achieving a positive outcome through completing role specific training, successfully passing the Cardiff Works assessment and securing a Cardiff Works placement.

The Into Work Service was successful in a bid to the Department for Work and Pensions to deliver a three-year local supported employment programme supporting individuals with learning difficulties and autism.

The Onsite Construction Academy provide training and work experience for individuals wanting to join the construction industry, and once training is completed, connect job seekers with employers to offer employment and apprenticeship opportunities across south-east Wales. In 2022/23, 124 unemployed people have become site-ready with the help of the Academy, with 31 site-ready individuals sustaining employment or apprenticeships for over 12 weeks.

During 2022/23, 5,989 customers were supported and assisted with their claims for Universal Credit. This is well above the target of 3,000 set but understandable given the economic pressures. The impact of Welfare Reform continues to be regarded as a risk to the Council. The migration of ongoing Housing Benefit claims to Universal Credit has been delayed again. There are currently no plans for the migration to start until 2024.

Continuing our Living Wage City ambition

Continued progress has been made in Cardiff's Living Wage work, with the city's status as a Living Wage City renewed for the next three years. Forty more Cardiff organisations have become accredited Living Wage employers in the past year, including the city's 100th private sector organisation, and by the end of March 2023, there were 199 accredited Real Living Wage employers in total. Just over 66,000 people are employed by accredited Living Wage employers in the city and almost 11,000 of them received a pay rise as a result of the accreditation. Cardiff has the lowest percentage of jobs which pay below the Living Wage in Wales (11.6% of all jobs; 24,000) and is amongst the lowest of the Core Cities. Recognising this progress, the Council's Real Living Wage initiative won the 2022 Local Government Chronicle award for Best Public/Private Partnership. Cardiff University has calculated that an additional £50m has gone into the Cardiff economy since 2012 as a result of employees being uplifted to the real Living Wage.

One of the key procurement objectives identified in the new Socially Responsible Procurement Strategy 2022-27 approved by Cabinet in October is "Improving Fair Work and Safeguarding practices adopted by suppliers", which includes payment of the Real Living Wage. The Cardiff Living Wage City Steering Group has set new targets for 300 accredited Living Wage employers in Cardiff, employing 95,000 staff of whom 13,900 have seen their pay uplifted to the Real Living Wage. These targets are to be achieved by November 2025.

Embedding our new approach to tackling homelessness

The Council's primary focus remains in providing timely support at an early stage so that people are prevented from becoming homeless in the first instance. Homelessness was successfully prevented for 79% of households where the Council had a duty to help. Prevention services have been moved into Community Hubs across the city so that residents can receive straightforward access to help, whilst also linking up with the wider support available in our hubs from teams such as Money Advice and the Into Work Advice Service. Prevention services will be expanded again in 2024 to increase accessibility whether people want to interact with the Council online, over the phone, in community settings or through a home visit.

Despite good levels of homeless prevention, there are increasing numbers of households becoming homeless and requiring temporary and permanent rehousing. Over 60 single people are seeking emergency accommodation every night. There are high waiting lists across all homeless gateways; 73 people are waiting to enter the Young Persons Gateway.

The significant demand challenges have necessitated the use of hotels for families to provide interim accommodation for those at risk of homelessness; over 100 families are currently being housed in hotels. Plans are already in place to reduce the use of hotels and increase temporary accommodation capacity such as increasing the number of home purchases made by the Council.

During autumn and winter 2022, around 190 new demountable modular homes were installed on the former Gasworks site in Grangetown with the Council's partner developer,

Wates, to rapidly provide short-term warm, safe and secure accommodation for homeless families. There are plans in place to further expand the Gasworks site by an additional 154 units during 2023. Once the long-term development scheme for the site has been through the design and planning process, the homes can be relocated to other sites elsewhere meaning that the Council can make use of what would otherwise be an empty site.

The Single Assessment Centre supports single people with complex needs, including rough sleepers. Multi-agency services are provided on site including health inclusion services, together with good-quality self-contained accommodation. The Centre provides the homeless individual with a period of stability, and the right professional support to fully understand their ongoing support needs. In 2022/23, 779 presentations were made to the Assessment Centre with 246 individuals completing a Wellbeing Assessment.

A review on the effectiveness of the Single Assessment Centre on the cycle of homelessness was undertaken during 2022/23. On the whole, the service has been a success and gains have been made in breaking the cycle of homelessness for many clients. There have, however, been challenges associated with the demand for services and issues with a lack of move-on accommodation. There is potential for further expansion of the service which may require a search for a larger building in the future.

Due to the increasing challenges in finding move-on accommodation for single homeless people, two 'managed blocks' schemes have been developed totalling 111 flats. These are fully self-contained flats that allow people to move on from homeless accommodation with on-site support staff. More blocks are planned in the future to meet the demand. Whilst there has been some progress in introducing women-only provision in existing schemes and an expansion of the core and cluster model of housing for people with learning disabilities, more is needed. Therefore, work has commenced to scope and develop bespoke housing and support solutions, including identifying suitable sites for a woman-only schemes and the development of a capital build strategy based on current and future demand for specialist housing. Work is also planned to engage with members of the LGBTQ+ community to better understand how we can develop a more responsive and inclusive housing response.

Spending long periods in temporary accommodation is unsettling for families and can affect children's education, the Council is therefore committed to help deliver the Welsh Government's vision of rapid re-housing. Work is ongoing with partners to reduce the time spent in temporary accommodation, supporting individuals and families into permanent accommodation as quickly as possible. A high proportion of social housing properties are allocated to homeless clients; since April 2022, 74% of allocations for 'general needs' properties (excluding management lets / lets to immediate priority) have been made to homeless clients which has helped alleviate some of the pressure on temporary accommodation. However, to truly deliver the rapid re-housing vision, the city will need to significantly increase the supply of affordable housing, while the Council has ambitious new build plans, far more affordable homes need to be delivered than are currently planned if this goal is to be achieved.

Ending rough sleeping

Rough sleeping remains at historically low levels within Cardiff, far below the levels seen before the pandemic. The average numbers ranged between 11 and 16 for the first three quarters of the financial year before a spike in Quarter 4 increased the average to 26. Council teams continue to engage with every rough sleeper and are there to provide help and support whenever the person is ready to accept it.

As a result of the relatively low numbers of rough sleepers in Cardiff, the number of rough sleepers supported into accommodation was below target in 2022/23, with a year-end figure of 92 against a target of 160. Due to the complex need of many of those seeking accommodation, supporting rough sleepers can often prove demanding, with the numbers supported into accommodation representing excellent multi agency working. To support clients with higher needs into permanent housing as quickly as possible, the Housing First scheme has been expanded. This scheme offers direct placement into Council, Housing Association and private rented sector tenancies with intensive wraparound support. It gives people who have experienced homelessness and have complex needs a stable home from which to rebuild their lives. There are currently three Housing First schemes in Cardiff, two operated by the Council, one for rough sleepers and one for prison leavers. A further scheme is operated by the Salvation Army. Housing First is very successful, with 94% of clients who have utilised the service having broken the cycle of homelessness.

The work to transform Adams Court in Adamsdown into a new supported accommodation unit was completed in January 2023. Delivered in partnership with United Welsh Housing Association the accommodation is now able to offer 103 self-contained one-bed flats for single homeless people with complex needs. In addition to the flats, work has been undertaken to provide medical facilities, spaces for diversionary activities, multi-purpose rooms and a counselling room.

A review on the effectiveness of the Single Assessment Centre on the cycle of homelessness has been undertaken. On the whole, the service has been a success and gains have been made in breaking the cycle of homelessness for many clients. It is now an established service with health inclusion services being widely accessed. There have, however, been challenges associated with the demand for services and issues with a lack of move-on and further work is needed here. There is potential for further expansion of the services on site which may require a search for a larger building in future years.

Well-being Objective 4:

Safe, confident and empowered communities

Our priorities for 2022/23 were:

- Building new Council homes and investing in community facilities
- Ensuring children and adults are protected from risk of harm and abuse
- Creating safe and inclusive communities
- Promoting the Welsh language
- Working together to support a healthier and more active population

Strategic Assessment

Cardiff is a safe city with a strong sense of belonging and pride within communities. There are, however, substantial differences in people's experiences of Cardiff depending on where they live. Respondents to Ask Cardiff 2022 living in the least deprived areas of the city were notably more satisfied with their local community as a place to live than those in the most deprived areas – with the former twice as likely to describe themselves as 'very satisfied' than the latter (22.7% compared with 11.9% respectively).

The Council is therefore continuing to invest in all our communities, with a focus on those living in the city's most deprived areas. Initiatives completed over the course of the year include the first Health & Well-being Hub opened in Llanedeyrn in July 2022, the refurbishment and creation of a new Community Well-being Hub in Rhiwbina, the £5million transformation of Tudor Street is complete and a new 3G sport pitch in Splott. The Council continues to invest in new affordable homes, with 843 now delivered over the past five years and a further 362 new homes currently being built on site. The Council's updated development programme commits to building 4,000 new homes by 2030.

The pressure on the housing market, especially the cost and lack of availability of homes in the private rented sector, is causing significant demand and cost pressures in housing and homelessness services (see Well-being Objective 3) and across numerous council services, including social services, advice services and refugee and asylum seeker support. Waiting lists to enter temporary accommodation have doubled over the past year and hotels are now being used as temporary accommodation for some families. A programme of immediate actions has been put in place, including additional support packages to support those at risk of becoming homeless and for those struggling to pay their rent or mortgage. The Council is using all available levers to make more homes available and affordable, through bringing empty homes back into use, managing the Leasing Scheme Wales and building new properties. Collectively, these initiatives are having an impact, but such is the scale of the demand they will not enable the Council to meet the demand. Given the scale of the challenge and the cross-service and cross-city impacts of the issue, this is likely to remain a strategic priority for the Council for the remainder of 2023 and beyond.

Over the course of the spring and summer 2022, the Council led a city-wide response to the Ukraine refugee crisis, ensuring that refugees were welcomed, given a place to stay and that the city's wider public services were available and ready to support them. The number of arrivals, and the often-complex nature of their needs, meant that demand pressures were felt across the public service system. It is anticipated that this will be the case for a number of years to come and so this area will continue to be a priority for the Council and its partners in 2023/24.

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Delivering affordable homes

The Council continues to do everything in its power to maximise the amount of affordable, energy-efficient and low-carbon housing in the city. Cardiff Living, the Council's house-building programme, is recognised as an innovative development programme identified as good practice by the Welsh Government. The partnership approach has reduced delivery risk and improved the speed taken to get projects on site. The programme has also unified the standard of the council homes and homes built for sale by adopting a 'tenure blind' approach. Over the past five years, 843 new Council homes have been built against a target of 1,000 by December 2022. This is slower than anticipated due to the difficulties facing the construction industry as a whole which have resulted in delays in tendering for contractors and the completion of schemes. When schemes are on site, contractors are also struggling with material price increases and a shortage of labour as well as delays with the supply of materials. Despite the challenges, this remains the largest Council home building scheme in Wales and one of the most ambitious in the UK.

The programme continues to be commended for its innovative and environmentally friendly approach, winning awards for the Aspen Grove net zero, carbon-ready development in Rumney at the RESI Residential Property Awards and for the Crofts Street development in Cathays, which won the Modern Methods of Construction Award at the Constructing Excellence in Wales Awards 2022. The housing development programme also delivers wider benefits to the city and to the Cardiff Capital Region. With an estimated Capital investment of over £950 million, the programme provides significant social value and local investment by supporting local supply chains and contractors, as well as developing training and employment opportunities over the longer-term.

In November 2022, a proposal to implement a second housing partnership was approved to enable new housing developments to be delivered at scale and at pace with the aim of building at least 4,000 new homes overall, including the delivery for rent or sale to keyworkers. Another option the Council is exploring aims to address the issue of overcrowding in Council housing stock. The Council has undertaken a pilot where innovative solutions have been carried out to create more rooms for families, such as extending existing properties where possible, converting the loft space or fixing a modular unit in the garden. If the pilot proves successful, this will be rolled out further. Work is also planned to provide more support to those who wish to downsize to release family housing and to help tenants to resolve their housing need through promoting and supporting mutual exchanges.

Bringing empty homes back into use is another way to increase the available housing stock. 91 properties were returned to use or new units created as a result of work carried out by Shared Regulatory Services (SRS) during 2022/23. The Welsh Government has approved the Council's Empty Homes Action Plan, which identifies empty properties in the city for targeted action. This will enable the Council to draw down funding to indemnify the service against the financial risk involved in taking appropriate legal action to help bring these properties back into use.

In addition, significant resources continue to be invested in the new Landlord Enquiry Tenant Support (LETS). The team manage the Leasing Scheme Wales, a Welsh Government

initiative which aims to increase access to, and the affordability of, renting privately in Wales. The scheme allows landlords to lease their properties to the Council for five years and to claim up to £5,000 for repair works to the property. The Council has secured 22 properties as a result of this scheme during 2022/23 with a further 10 properties undergoing works/ pending agreement for lease which will be occupied in the 2023/24 financial year.

There are currently around 8,000 households on the waiting list for a Council or Housing Association property in the city and on average over 400 new applications to join the list are received each month. During 2022/23, 1,528 properties were let in total. Rent levels in the private rented sector are at an unprecedented level with only a small proportion within the Local Housing Allowance (LHA) rate, the maximum amount that can be claimed in benefit. Tenants need to make up any shortfall from their other income and this is putting the option of renting privately out of reach for many. In a sample of the market taken during Quarter 2, 98% of properties were being let at least £100 per month above the LHA and the average shortfall across all property types is £318 per month. The inability to secure housing is therefore impacting outcomes for individuals and families, creating major delivery challenges and impacting on budgets across Council services. Taken together, this points to the critical and urgent need to fully leverage all policy options to deliver further affordable housing.

Investing in communities

During 2022/23 over 4.5 million people visited the Council's Hubs and libraries, either in person or virtually, and 97% of customers agreed that the Hub or library had met their requirements, surpassing the target set. Rhiwbina Community Wellbeing Hub welcomed customers back in January 2023. Funding from Welsh Government's Integrated Care Fund, Integration and Rebalancing Care Fund, and the Museums, Archives and Libraries Division enabled the building to be fully refurbished and transformed into a fit-for-purpose community facility that will support the co-location of library services with new advice, housing and social care services.

The first of its kind in the city, the new Health & Wellbeing Hub @ Maelfa opened in July. Delivered in partnership with Cardiff & Vale UHB and Llanedeyrn Health Centre, this new Hub approach enhances existing services already available by integrating a range of specialised health clinics providing a 'one-stop approach' to the health and wellbeing of our residents. Plans for a second Wellbeing Hub in Ely and Caerau are being progressed and options for new Hubs on strategic planning sites will be explored. Plans for a Youth Hub in the city centre are also progressing with a preferred option due to be agreed in the autumn of 2023.

As part of the investment in the South Riverside Business Corridor, Tudor Street has been regenerated to appeal as a shopping destination for both local residents and the wider community. The £5 million scheme has delivered improvements to the public realm, business environment, transport infrastructure and the shopfronts of 30 business premises. Work has now moved onto Cowbridge Road East in Riverside. The Neighbourhood Regeneration Team held a series of engagement sessions with residents and traders during

March 2022 where over 130 people provided feedback, and thoughts and ideas for improvements. Neighbourhood Renewal Schemes for a 3G pitch at Splott Park and for improvements to Old St Mellons village centre were completed in March 2023. Two estate regeneration schemes at Pennsylvania and Lincoln Court in Llanedeyrn have also been completed. The percentage of residents satisfied with completed regeneration projects has decreased to 79% – this was primarily due to one neighbourhood renewal scheme receiving a low satisfaction rating. Work has been undertaken to try to understand the reasons for this and use the lessons learnt on subsequent schemes.

Following the devastating fire at Grenfell Tower, the Council reviewed fire safety in all its high-rise blocks and decided to replace the cladding on blocks which had it. Although the cladding was not the same as that used at Grenfell and had met all safety requirements when it was installed, it no longer met today's more stringent fire safety standards. Re-cladding work at Lydstep flats, which began in March 2021, is progressing well and is expected to be completed in the autumn of 2023. Project consultants for the re-cladding work at Nelson House and Loudoun House in Butetown are due to be appointed in May 2023; procurement for a scheme contractor can then commence.

Ensuring children and adults are protected from risk of harm and abuse

Recruitment of staff remains an ongoing issue in Adult Services. Work has begun on a refresh of the Social Worker Cardiff website to improve Adult Services' presence and a Social Worker recruitment film has been produced to support recruitment activity. An increased market supplement for qualified staff has been agreed and this has been increased for 2023/24. Job adverts have been reviewed and work undertaken to refresh and improve them. Positive feedback has been received from attendees at job fairs regarding Adult Services' presence and the recruitment materials have been made available to prospective candidates. Work has also been undertaken to develop the workforce strategy for 2023/24.

Following the publication of best practice by the Welsh Government, a new Corporate Safeguarding Policy 2022-25 was published in December 2022, which sets out the arrangements in place across all Council services to safeguard and protect children and adults. To ensure high levels of staff awareness of safeguarding risks and response a focus has been placed on raised training levels, with 84% of Council staff now having completed safeguarding awareness training, up from 65% at Quarter 4 2021/22, with 97% of elected members also having completed training.

The pressures on mental health services have continued during the year, in line with the ongoing pressures on health and social care services generally. Work to develop a non-emergency response service is progressing with the University Health Board; this service will provide support to people with lower-level mental health issues and reduce demand on the system. Work is also underway to understand issues relating to the availability of mental health hospital beds and the Council will continue to work with colleagues in Health to address this.

Health inequalities are present across Cardiff, particularly when comparing northern areas of the city to more deprived areas, such as Cardiff's 'Southern Arc'. In 2020/21 the Cardiff Director of Public Health's report on health inequities identified a small number of priorities for action as the city emerged from the pandemic, including: childhood obesity; vaccine uptake among children, and health screenings (particular for bowel cancer). In response the Amplifying Prevention Delivery Group has been established under the auspices of the Cardiff Public Services Board. This group oversees the planning and delivery of additional targeted interventions across the priorities identified above. These have included:

- **Childhood Immunisation:** Development of new materials and communication campaign on childhood immunisation in a range of community languages; Test Trace Protect contact tracers utilised to contact families missing vaccinations, with demonstrable impact on uptake.
- **Bowel Cancer:** The bowel cancer screening project working with Cancer Research UK, Public Health Wales, the Welsh Interpretation and Translation Service (WITS), and the Council's Film Unit has been completed. Bowel cancer screening information videos have been translated into Urdu, Arabic, Somali and Bengali. The videos have been made available on GP screens within the South of the city and within Community Hubs on new digital screens which are being installed. Community Health Connect YouTube channels have also been set up to host the videos. Promotional materials outlining the project include QR codes to support easy access for customers to the language of their choice. The videos have also been made available to Public Health Wales who will include them on their website, and to Cancer Research UK who are able to access and utilise the videos.
- **Childhood Obesity:** Mapping of high fat, sugar and salt advertising sites across Cardiff, with a focus on those in proximity to schools and hospitals, and revision of bus stop advertising contract in Cardiff aligned to healthier advertising principles.

Creating safe and inclusive communities

Cardiff is a safe place to live. Crime has fallen over the last 20 years and it has the second lowest crime rate of comparable cities in England and Wales. Although recorded crime continues to fall, perceptions of crime and safety amongst citizens remains a concern. In the Council's Ask Cardiff Survey in 2022, only 21% of citizens agreed that local public services are successfully dealing with anti-social behaviour and crime in their local area. Respondents reported feeling least safe when travelling or walking in the city centre after dark and those living in the most deprived areas of the city were more likely to feel unsafe compared to those living in the least deprived.

In response, the Council has worked with partners to expand a targeted multi-agency problem-solving approach to localised complex anti-social behaviour (ASB) hotspots. This approach involves working in collaboration with public sector partners, such as South Wales Police, third sector organisations, community groups, and local businesses to identify and address local issues. Successful project work with partners has taken place in locations such as Lydstep Flats and Park in Gabalfa where a year of problem-solving focus in the area resulted in a sustained reduction in youth anti-social behaviour. This is evidenced by a reduction from 101 youth-related ASB incidents to just 22 incidents measured over two six-

month periods in 2021 and 2022. Interventions are also underway in Clifton Street in Adamsdown which, to date, has led to a significant decrease in public order, harassment, anti-social behaviour and theft incidents. Measurements over two six-month periods in 2021 and 2022 show a decrease in both ASB reports (20 compared to 65) and crime incidents (55 from 158) in the targeted area. Following the successful Safer Streets Fund bid for £750,000 in July 2022, planned initiatives with partners to tackle crime and anti-social behaviour, and to improve women's safety have been taking place in the city centre and some residential areas of Cathays where eight CCTV cameras have been installed. Looking forward to 2023/24, the Community Safety Partnership has an evidence-led work programme which includes indicators of success that have been developed specifically to measure the effectiveness of local interventions.

Following the successful Safer Streets Fund bid for £750,000 in July 2022, planned initiatives with partners to tackle crime and anti-social behaviour, and to improve women's safety have been taking place in the city centre and some residential areas of Cathays where eight CCTV cameras have been installed.

Over the course of the spring and summer, the Council led a city-wide response to the Ukraine refugee crisis, ensuring that 1,000 refugees were welcomed, given a place to stay and that the city's wider public services were available and ready to support them. The number of arrivals, and the often-complex nature of their needs, meant that demand pressures were felt across the public service system. A dedicated in-house team was quickly established to support the Ukraine response, including a move-on team to deliver transition to long-term housing arrangements. 120 Ukrainians have been supported into training by the Into Work Advice Service, 14 have signed up with Cardiff Works and 26 are accessing volunteering opportunities. Housing support workers have been continuing to support Ukrainian families with a total of 32 families moved into private rented sector properties at the end of March 2023. The Council has also continued to support refugees arriving under the Afghan resettlement scheme and through other routes. Over the course of 2022/23 this area has been one of rapidly increasing demand which has required concerted partnership action, one whose impact will be felt across multiple services, and which is likely to remain a strategic priority for the Council over the years ahead.

The Council has continued to work with partners and communities to tackle the threat of extremism, with the Home Office recognising that Cardiff Council's Prevent Programme is exceeding the requirements of the Prevent Duty in most areas, with strengths identified in partnership working, training and community engagement.

A new regional Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV) Strategy for Cardiff and the Vale of Glamorgan was approved by Cabinet in May 2023, with significant progress being made in relation to levels of staff training and awareness. 84% of staff have now completed the Level 1 online module of the National Training Framework up from 51% at year-end 2021/22. The percentage of referrals regarding high-risk abuse victims where contact has been attempted by the specialist services within one calendar day of receiving the referral has increased from 78% to 84% over the past year but remains below the 90% target.

In December 2022, the Cabinet responded to the final report of the Race Equality Taskforce, accepting all recommendations and updating on progress made across the five priority areas identified: Employment & Representative Workforce; Education and Young People; Citizens Voice; Health; and Criminal Justice. The Council has established robust monitoring and oversight arrangements, which will update on progress before the end of 2023/24. As part of this approach the Race Equality Taskforce will be invited to reconvene to consider and report back on progress made by the Council and its partners. Areas of immediate progress include:

- Enhanced outreach and engagement with the city's ethnic minority communities, by the Council's Into Work team, to improve access to Cardiff Works (see Well-being Objective 3)
- The launch of a pilot leadership development programme for Council employee networks focussed on increasing the diversity of our future managers and senior managers (see Well-being Objective 7)
- Increasing the visibility of Black and Ethnic Minority role models through sponsoring the Annual Betty Campbell Monument Lecture.

Monitoring of the agreed actions will be undertaken in line with the Council's Planning and Performance Framework with the Taskforce invited to reconvene to assess progress in 2023/24.

Promoting the Welsh language

Work continues to achieve the vision of Cardiff being a truly bilingual capital city, where the Welsh language is embedded in the fabric of everyday life. The number of Welsh speakers in Cardiff has increased over the last ten years. The 2021 Census showed that the number of people who could speak, read and write Welsh has increased by almost a quarter – 23.0% or over 6,500 people – which is the largest numerical and percentage increase across all Welsh Local Authorities.

The Council remains committed to making the organisation an increasingly bilingual workplace and remains on track to achieve a 20% increase in the number of staff with Welsh language skills by 2026/27 – currently 20.6% of staff report having some skills in the language. The number of staff attending Welsh courses has seen the biggest single-year increase with over 500 staff receiving training during 2022/23, although this is slightly below the increase required to meet the five-year target of a 50% increase.

Education is a crucial driver in growing the number of Welsh speakers in the city. The Council's 10-year Welsh in Education Strategic Plan was presented to the Welsh Government for approval in December 2022. This Plan sets out a series of ambitious commitments to build on the progress achieved to date which will ensure that every child in the city can receive a Welsh language education; that the number receiving a Welsh language education will increase; and that, through the significant use of Welsh in English-medium education, all children will feel confident speaking Welsh. Construction work also started on Ysgol Gynradd Groes-wen Primary School in October 2022. This is the first dual-stream school in Cardiff; a school with one form of entry for Welsh-medium education and

one form of entry for dual-language education in English and Welsh. The new school will admit its first pupils in September 2023.

Other work with young people includes a new partnership called CFTi (CF 'you') to engage young people and develop Welsh language services with young people. The partnership is made up of the Council's Youth Service, Urdd Gobaith Cymru and Menter Caerdydd and is supporting new youth officers to work across each of the three Welsh-medium secondary schools in the city. In March 2023, a new Welsh youth club started for pupils in school years 7, 8 and 9, and the new Bilingual Cardiff Youth Forum for 11–18-year-olds also held their first meeting in the Old Library.

Working together to support a healthier and more active population

The new Physical Activity & Sport Strategy 2022-27, *Move More Cardiff*, was launched at an event in June at the SWALEC Stadium with over 100 key partners and stakeholders. Developed in partnership with Cardiff Metropolitan University, Cardiff & Vale UHB and Public Health Wales, with the work being led by Sport Cardiff, the strategy will aim to reduce sedentary behaviour and make being active the norm. Good progress was made in accessing available data sources to benchmark current physical activity levels in the city and the team worked closely with Cardiff Third Sector Council to develop the most effective way to engage with communities. It was agreed at the start of 2023 to continue developing the model in the two pilot areas (Llanrumney and Riverside) for a further 12 months to effectively measure the impact and grow the sustainable model with key partners. Grant funding of £1.2m was also awarded by Sport Wales during 2022/23 to deliver sports and physical activity programmes through schools, clubs and voluntary organisations in Cardiff, with specific targeted work planned for women and girls, Black, Asian and Minority Ethnic communities, and some of the most deprived areas of the city. The Council will also work with others to ensure that arrangements for the Regional Sports Partnership will have a positive impact on grassroots provision and development opportunities.

Easy access to green spaces is vital to improving people's wellbeing, both physical and mental. More respondents to the Ask Cardiff survey 2022 were satisfied with the parks and open spaces in their neighbourhood than any other neighbourhood amenity (74%) with 33.1% of respondents reporting that they were very satisfied. The number of hours volunteers spent working in the city's green spaces returned to pre-Covid levels for the first time during 2022/23. Volunteers carried out 19,385 hours of work in the city's parks and green spaces in the last 12 months – 274 hours more than were carried out in 2019/20 prior to the pandemic. The Council recognises the value of such engagement and as a consequence, policy revenue growth funding was allocated in this area in 2022/23 to meet the increasing demand and interest that emerged during and after the Covid-19 pandemic.

16 Council parks and green spaces in the city received the prestigious Green Flag this year, meeting the target set, including Hendre Lake Park in Trowbridge which received the award for the first time. In November, the Council's team at Bute Park won the Team of the Year award at the UK Green Flag 'Best of the Best' Awards managed by Keep Britain Tidy. Grow Cardiff's 'Grow Well' project also won the Best Health Initiative award for the positive impact that their therapeutic community gardening has made on the health and wellbeing

of local individuals. Parc Tredelerch in Rumney has been identified as the new submission for Green Flag status in 2023 alongside all parks which already have the status. Work by Welsh Water is also almost complete on the Llanishen Reservoir site; both the site and new visitor centre are due to open in summer 2023.

During 2022/23, the Coed Caerdydd tree planting programme saw over 30,000 trees planted, with activity taking place in all wards across the city. The contribution from the volunteer workforce has been significant, resulting in over 1,300 hours worked. In addition, 88 public, 35 community group and 29 school events have been held during the year. Recognising the Council's commitment to tree management and development, Cardiff has been designated as a 'Tree City of the World' by the Arbor Day Foundation. Cardiff now joins 19 other cities/areas within the UK and 119 other cities/areas worldwide to hold this status. The designation opens up further opportunities for collaboration and development with other cities/areas in the UK and worldwide.

To mobilise a National Park City (NPC) movement for Cardiff, a management committee was elected in spring 2022. The committee has made a formal application for NPC Cardiff to be registered as a charity and is awaiting the outcome of that application. The National Park City Foundation is incorporating the emerging Cardiff movement in a National Heritage Lottery-funded bid, along with NPC Glasgow for the purposes of securing resources to mobilise.

The number of visits to Council leisure centres during the year has continued to show an improvement. While not yet at pre-Covid levels, the number of visits per 1,000 population increased to 6,315 in 2022/23 from 5,008 in 2021/22. Despite significant budget pressures, the Council has remained committed to keeping all its leisure centres open and to retaining and enhancing the level of service. Following a review of the Leisure Services Contract with GLL, the social enterprise which has the contract to operate eight Council leisure centres, a number of variations to improve the financial performance of the contract were agreed by Cabinet in October 2022. This included an agreement in principle to upgrade the energy infrastructure at each leisure centre to provide lower cost renewable energy. The Leisure Services Follow-up Review published by Audit Wales in October 2022 noted that there was a "a clear leisure vision for the city supported by a five-year strategy" and that the Council has strengthened its governance and oversight arrangements of the GLL contract.

Well-being Objective 5:

A capital city that works for Wales

Our priorities for 2022/23 were:

- **Leading the economic recovery in Wales**
- **Leading a recovery programme for the City Centre and Bay**
- **Supporting innovation and business development, with an enhanced package of interventions to help the sectors worst affected by the pandemic**
- **Supporting the recovery of the cultural sector and major events programme**

Strategic Assessment

Building on the close partnership with the private sector, the Council continues to make good progress supporting the city's economy through the delivery of business support, a cultural and events programme, and a portfolio of regeneration activity. The economic conditions are challenging, impacting on business confidence and investment and on the delivery of the Council and partner's regeneration and development projects.

Cardiff's economy remains the driver of employment growth in Wales and is strong performer compared to other UK Core Cities. Unemployment in the city, whilst just above the Welsh average, is decreasing, with only two core cities, Edinburgh and Bristol, performing better than Cardiff (based on the latest figures from 2022). In addition, the Gross Value Added (GVA) per head of population is increasing, and whilst consistently the highest in Wales, is also higher than most core cities, with only Edinburgh, Manchester, Glasgow and Bristol ahead of Cardiff (based on the latest figures from 2021). To drive up productivity, a focus on delivering more, and better jobs continues, with the Council playing an active role in creating and safeguarding 1,375 jobs during the year, well above target.

Work continues in taking forward the Council's portfolio of major projects, including Central Square, Central Quay, Canal Quarter, the Indoor Arena, Atlantic Wharf, and the International Sports Village. The Council's capital programme has, however, been exposed to risk from significant cost inflation, particularly in the price of construction materials and labour, and increase in lead times caused by availability issues resulting in delays to some project delivery timelines.

The city centre economy has rebounded; footfall has recovered to just under pre-pandemic levels with figures at almost 43m for the year, and live and cultural events, as well as the music scene, have returned. The focus on rebuilding the city's event and cultural offer continues, ensuring that the impact of its creative and cultural assets is maximised, though income recovery at Council venues remains a challenge. The cost-of-living crisis is impacting local businesses, with energy costs, staff shortages and reduced consumer confidence representing major challenges. As ever, the Council will continue to work alongside the city's private sector organisations to develop a co-ordinated response.

Leading the economic recovery in Wales

Cardiff has worked alongside the Cardiff Capital Region (CCR) to develop a Regional Investment Plan for the Shared Prosperity Fund (SPF), the UK Government's new regional development funding programme. The regional allocation was confirmed in January 2023, with Cardiff being allocated £42 million over two and a half years from the Shared Prosperity Fund, which is funding a range of local business support, transport, skills and community safety initiatives. An initial amount of £3.34m has been claimed for 2022/23.

In addition, Cardiff Council secured £50m funding from the UK Government Levelling Up Fund for the Cardiff Crossrail Phase 1 Metro link between the city centre and Cardiff Bay. This project will be match funded by a £50m Welsh Government grant, meaning that a total of £100m has been secured for the implementation of Cardiff Crossrail Phase 1.

The Council has continued to work with neighbouring local authorities through the Cardiff Capital Region (CCR) on a range of economic development and investment initiatives and on strategic transport and planning. Cardiff has played an active role in the development of the CCR since its inception and the Council has been recipient of support from both the City Deal and SPF, including direct investment in life sciences, fintech and the creative industries. The city is also benefiting from established funding schemes such as the Housing Investment Fund, the CCR Graduate Scheme, and the Metro Plus scheme. In addition, the project is also supporting the redevelopment of Central Station as part of the Metro Central scheme. Over the year ahead the Council will continue to work closely with the CCR as it transitions to a Corporate Joint Committee model.

Leading a recovery programme for the City Centre and Bay

The regeneration of city centre as a location for business and investment has continued successfully. Cardiff's city centre footfall has recovered well this year, with figures approaching pre-pandemic levels (42.95m in 2022/23 compared to 44.86m in 2019).

Progress on the Central Quay development continues at pace. During the year, planning permission has been secured for Phase 1 Residential consisting of 715 homes. Detailed discussions have taken place with the Welsh Government, Rightacres and Transport for Wales (TfW) in order to reach an agreement to deliver the Multi Storey Car Park (MSCP) with terms being negotiated during Quarter 4. The delivery of the MSCP will be a key milestone that will unlock the remaining areas of the site for development.

The Council has also engaged constructively with developers to advocate high quality office units within redevelopment proposals, particularly the opportunities afforded by ground level space. The amount of office space committed to over the two-year rolling period of the target, at just under 250,000 ft², is slightly below the target of 300,000 ft². The impact of construction cost inflation is likely to impact in the short-term in terms of levels of development, however, the office market remains buoyant in Cardiff, with the latest Savills Cardiff Occupational Office Data citing, "total take-up in Quarter 1 was 78,000ft². Take-up

was spread across 26 completed transactions which was the largest number of completed Quarter 1 transactions since 2019 and 24% above the five-year average for the market.”

As part of the City Centre Recovery Action Plan, the Council continues to engage with businesses on issues such as return to work strategies and the cost-of-living crisis. Moving forward, the Council will share best practices amongst businesses in the city centre, as well as explore the establishment of new retail models – involving charities and community businesses – to further raise footfall levels. Furthermore, progress is being made in terms of ensuring that the city centre is cleaner, safer and better maintained, with the city centre management team effectively co-ordinating activity with public and private sector partners, supported by a £0.5 million allocation via the Shared Prosperity Fund.

Work has progressed on the Full Business Case for the Metro Central Programme, including signing of the legal Co-operation Agreement between Transport for Wales and Cardiff Capital Region in Quarter 3. The Full Business Case has a target date of May 2024 for completion. Work associated with station improvements are progressing including master planning of the south side of Cardiff Central train station.

The opening of the Dock Feeder canal on Churchill Way represented an important milestone in the creation of the new Canal Quarter, though design issues and product lead-in times have added time on to the construction, with the scheme now forecast to open to the public in late summer 2023.

The multi-purpose Indoor Arena has continued to progress with the Council aiming to enter a Development Funding Agreement (DFA) this year, following Cabinet approval. Due to the economic conditions the project has been impacted by a significant increase in construction costs, leading to the need for a comprehensive review and amended designs which have resulted in a delay in entering the Development Funding Agreement (DFA).

Good progress has been made on the next phase of the International Sports Village, including the acquisition of land and the Ice Arena from Greenbank in December 2022. A report will be presented to Cabinet in July 2023 to approve the final disposal strategy and infrastructure investment.

The Council continues to champion the protection and revitalisation of historic culture and buildings in the Bay, including future development opportunities for the Coal Exchange and the erection of a statue to celebrate the lives of Cardiff Bay Rugby Code Breakers.

As with all projects within the Council’s capital programme, cost inflation, particularly construction materials and labour, have represented a key risk that has needed to be proactively managed over the course of the year. In addition, volatility of the construction market in terms of the availability of labour and materials has also posed a major threat. Despite these challenges, the Council is working to ensure that sufficient capacity and resource is allocated to projects to ensure that delays are minimised.

Supporting innovation and business development, with an enhanced package of interventions to help the sectors worst affected by the pandemic

The Council continues to support the development of small business infrastructure, helping Tramshed Tech during the first half of the year to expand its co-working space in the city centre through the Transforming Towns scheme. This will provide additional space for knowledge-based businesses in Cardiff, helping to provide a platform for some of the most innovative new enterprises in the city to succeed. The Council is also working with a major company in digital media to repurpose secondary office space in Callaghan Square and will create up to 500 jobs. More recently, The Council has been working with FinTech Wales on a new incubator and start-up space in the city centre for FinTech businesses, with plans for further workshop space in the east of the city being developed.

Overall, performance has been encouraging on the number of new jobs created and safeguarded where the Council has played an active role, with 1,375 new and safeguarded jobs against an annual target of 1,000.

Work continues to support the growth of creative enterprises in the city, including support for the new Media.Cymru Strength in Places project, a £50m collaboration advancing research and development in Cardiff's creative and media industries.

The Council has been working with the owners of the Science Park Campus at Coryton to attract investment to the location and in support of their planning application. In addition, the Council is working alongside the Welsh Government, NHS Wales and the Cardiff Capital Region on the attraction of investment into biosimilars to the region.

The planning application for the Cardiff Parkway development has also been called in by Welsh Government, causing a delay to projected delivery timescales. The Council is supporting the proposal by identifying Council owned land that can potentially provide mitigation for the lost Site of Special Scientific Interest (SSSI). A Statement of Case, prepared by Council officers in consultation with legal advisers, was submitted to Planning Environment Decisions Wales (PEDW) in April 2023, with an inquiry date set for July 2023.

Progress on the Smart City Roadmap has been limited, with extensive cross-departmental scoping work required. The Council aims to adopt the new Smart City Roadmap by March 2024. The roadmap will act as a catalyst for collaboration, innovative thinking, better designed services and will allow the city to exploit advances in technology.

Supporting the recovery of the cultural sector and major events programme

The cultural sector was particularly impacted by the pandemic with venues having to close their doors and Cardiff's major events programme suspended. The city has worked hard to rebuild its event and cultural offer, maximising the impact of its creative and cultural assets. Throughout the year, the Council has supported the city's Music Board, and during Quarter 4 funding was successfully secured from the Shared Prosperity Fund to support the delivery of the Cardiff Music Strategy.

The continued impact of Covid-19 on the hospitality sector remains apparent which, alongside skills shortages, is impacting the availability of staff to support shows and projects. Customer numbers and business confidence in this sector have not returned to the levels seen pre-pandemic. Additionally, the cost-of-living crisis has reduced the amount of disposable income many have to spend on events and culture. The impact of this can be seen in a decrease in attendance at Council venues, with 539,998 attendees compared to 587,757 during 2021/22 (direct comparisons with previous years' figures is not possible due to the transfer of certain venues to third parties). At the end of the year, Culture, Venues and Events reported a final outturn deficit of £1.232m. This is made up largely of income shortfalls at Cardiff Castle, City Hall and County Hall Functions, Catering and St David's Hall. Larger functions that have a longer lead in time have not all re-materialised at City Hall. In addition, retained box office income at St David's Hall is lower than expected due to the late cancellation of some shows. At Cardiff Castle, paid admission visitor numbers were down by 36% from 277,000 to 178,000 compared to 2019/20. Increasing attendees and income generation across the service at Cardiff Castle, City Hall, and Cardiff International White Water Rafting Centre remains a key priority moving into the new financial year.

In Quarter 3, Cabinet agreed in principle to the transfer of St. David's Hall to a private operator. A further report will be presented to Cabinet in July 2023 to determine the future operation of the venue. The Council is also in the process of developing a bid to be a host city for the 2028 UEFA European Football Championship, which will be submitted to UEFA in 2023/24. This represents a significant opportunity to put Cardiff on the sporting global stage.

Following the launch of the Welsh Government's National Events Strategy over the summer, the Council will begin developing its own Events Strategy to be informed by the Welsh Government's approach. To ensure alignment with the national strategy and action plan, this action is being carried over to next year. Alongside this, a strategic outline business case for an annual international music festival in the city has been submitted to the Welsh Government and work with partners will be taken forward. It is hoped that the event will be held during 2023, with a view to becoming a firm fixture on the city's events calendar.

Well-being Objective 6

Cardiff Grows in a Resilient Way

Our priorities in 2022/23 were:

- Delivering One Planet Cardiff to decarbonise the city and lead a green recovery
- Transforming Cardiff's public transport and active travel systems
- Putting sustainability and well-being at the heart of the city's growth
- Enhancing Cardiff's flood defences
- Building resilience into our highway network
- Making Cardiff a world-leading recycling city
- Working as one team to keep our streets clean

Strategic Assessment

Significant progress has been made in delivering the One Planet Cardiff Strategy with demonstrable reduction in the Council's carbon footprint though reaching the goal of being a Carbon Neutral Council and city by 2030 remains challenging.

At a city level, Cardiff has the second highest CO₂ emissions per capita out of the UK's Core Cities, with emissions from transport and homes making up the majority of the city's carbon footprint. In response, the Council is taking forward a series of transport, renewable energy, housing retrofit and flood mitigation projects with partners which have made good progress over the course of the year. As with all capital projects, they are subject to a range of pressures, including delays due to the availability of materials and cost inflation pressures. Coastal defence projects have been particularly impacted, with costs increasing by over 75% against original estimates.

Nonetheless, at a Council level, a 13% reduction was seen in direct operational CO₂ emissions between 2019/20 and 2021/22, largely due to reduced electricity consumption. Additionally, improvements have been seen in air quality across the city, with data collected in 2021 from monitoring stations across Cardiff showing compliance with all 'limit values' for pollutants³, and monitoring of Castle Street showing continued compliance with legal air quality limits.

Whilst recycling performance is showing a positive, upward trajectory, the annual figure for 2022/23 of 61.57% (unverified) is still below the 64% target and much work remains if the Council is to meet the 70% target by the end of the 2024/25 financial year. A new Recycling Strategy 2022-25 was approved by Cabinet in September 2022, which outlines a programme

³ This is the latest available data. The results will have been impacted by the Covid-19 restrictions, which were in place in the first part of 2021.

of change which the Council will undertake to meet statutory recycling targets going forward.

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Delivering One Planet Cardiff

The Council published its strategic response to the climate emergency – the One Planet Cardiff Strategy and Action Plan – in October 2021. Since then, significant progress has been made by the Council and its partners in identifying the key high impact priorities for action, developing a robust programme for change, and starting to make tangible carbon reduction improvements.

In December 2022, the Council published the first annual Operational Carbon Analysis. Excluding ‘indirect’ emissions (associated with procurement), the analysis revealed a reduction in the Council’s direct operational emissions from 26,118 tonnes to 22,695 tonnes between 2019/20 and 2021/22⁴. This represents a 13% reduction, with the majority achieved through reduced electricity consumption. Nonetheless, whilst the Council has reduced its direct operational emissions, carbon emission associated with procurement remains the biggest and most challenging source of emissions. Progress has also been made in establishing more robust methodologies to model the impacts of carbon reduction activities. The methodology used for assessing carbon needs further development, however, and this is a recognised national issue.

Throughout the year, key decarbonisation projects have continued to be progressed. Work to deliver the Cardiff Heat Network, which will provide low-carbon heat for a range of building in Cardiff Bay, is now underway and work has started inside customer buildings. In year delays, largely due to supply chain issues, have resulted in an additional six months being added to the completion date. Nonetheless, these issues are manageable, with no immediate cost implications. Uncertainties are arising, however, regarding the detailed design of the Network, particularly interfaces with linked Council projects, such as the Indoor Arena. Scenario planning has been undertaken to assess potential impacts for the project’s approved Business Plan.

Additionally, the Council’s Housing Energy Efficiency Retrofit programme has been impacted by limited staff resource and difficulties recruiting. This has necessitated project prioritisation and targeted deployment of workforce capabilities given the limited staff resource currently available.

A delivery options analysis has been completed for other large-scale renewable energy projects on Council land and a detailed implementation programme has been developed for two potential schemes which has the potential to generate almost 25MW of clean, renewable power for the city.

Furthermore, due to a combination of budgetary and resource challenges, as well as supply chain issues across the sector affecting the procurement of Electric Vehicles (EVs), the

⁴ **Please note:** This is based on the original carbon reporting methodology utilised in the published One Planet Cardiff Strategy. Since publication, the Welsh Government carbon reporting framework has been amended, shifting the focus to ‘activity’ based reporting. The changed methodology means that direct comparison between the current reporting year and the Council’s published baseline is difficult. [Please see here](#) for an analysis based on the new methodology.

Council did not meet its annual target of 100 EVs in 2022/23; 60 vehicles were secured by year end.

Overall, climate change remains an area of significant public concern, with 81.4% of respondents to the 2022 Ask Cardiff survey expressing concern about the Climate Emergency. Many of the initial 'quick win' options to reduce Carbon have already been realised and it is recognised that a carbon gap needs to be closed if the Council is to achieve net zero by 2030. Key challenges moving forward include large-scale, estate-wide refit and insulation, the removal of fossil fuels from heating systems, and the need to increase renewable electricity supplies in line with growing electric heat demands. All interventions are likely to represent capital intensive projects at a time when the Council's medium-term budget outlook remains challenging.

Air quality

Improving air quality is a key priority for the city, with air quality targets committed to in the Council's 10-year transport and One Planet Cardiff strategies. In 2018, the Council received a legal direction from the Welsh Government to ensure that air pollution levels in Cardiff – specifically Nitrogen Dioxide – were below the EU limit value⁵. In response, the Council undertook a detailed analysis of air pollution levels across the city, which identified Castle Street, one of the most significant and focal streets in the city centre, as the sole non-compliant street.

Following detailed assessment, including a Clean Air Feasibility Study, a package of measures to improve air quality in the city centre – and on Castle Street specifically – were agreed and published in a Clean Air Plan for Cardiff. The measures identified included a range of transport improvement schemes that, if successfully implemented, would improve air quality and ensure compliance with legal limits in the shortest possible time.

The Covid-19 pandemic effectively fast-tracked implementation – with a series of interim transport measures implemented in the city centre, to ensure safe public access and ultimately support recovery, replicating proposed schemes in the Clean Air Plan. As expected – given the national lockdowns resulting in subsequent reductions in traffic volumes – data collected in 2020 showed compliance with legal limits across all monitored stations. Compliance has continued each year since, with significant improvements, particularly on Castle Street. An annual average of 33.8µg/m³ was recorded on the street in 2022, whilst data collected between January and March 2023 indicates continued compliance, with a projected annual average of 33µg/m³ for 2023.

In order for the Council to identify a permanent transport scheme to ensure that long-term compliance is maintained on Castle Street, further detailed transportation and air quality modelling - using post-Covid data - has been undertaken for the area and the surrounding network. The results have ultimately led to the decision that the road is kept open for

⁵ The legal limit of Nitrogen Dioxide is set as an annual average of 40µg/m³.

general traffic as part of an overall approach to improve air quality and enabling traffic to flow into and out of the city centre.

To ensure city-wide compliance continues, air quality monitors have been installed across the city, to better identify pollution trends, allowing further interventions to reduce pollution to be identified. Recognising that transport remains the predominant source of pollution across the city, and there are no safe levels of air pollution, developing an effective public transport system to offer a viable alternative to Car travel represents a major priority. To accelerate the transition to sustainable travel and deliver the mass public transport system commensurate with a front ranking European capital the Council has announced it will consider a range of road payment schemes. These may include road user payments; congestion zones; clean air zones; and workplace parking charges. Such schemes will be assessed on their ability to deliver long-term improvements to levels of air quality across the city. This work will be progressed in consultation with the public, to ensure that any form of potential payment is fair and equitable, with a commitment to minimising the charging impacts on residents, the most economically disadvantaged, and regular users of the city and region.

Transforming Cardiff's public transport and active travel systems

Road traffic emissions is one of the biggest contributing factors to climate change, as well as air pollution. In response, the Council's transport vision sets out a transformative programme of investment in public transport and active travel. Progress over the past year has included securing £50 million of Levelling Up Funding from the UK Government for the Phase 1 section of Cardiff Crossrail from Cardiff Central to Cardiff Bay, which has been match funded by the Welsh Government. Work associated with station improvements is developing, including the master planning of the south side of the Cardiff Central train station, and the outcome of the Welsh Government Road Review Panel has enabled the Eastern Corridor study work to progress. Additionally, the transport scheme at Central Square is now complete, as well as the WelTAG study 1 for the Northern Bus Corridor. A number of cycleways have also been delivered, including the Cross City Centre and Bay pop up cycle lanes and cycleway 1 to the University Hospital of Wales. Improvements are also complete for the cycleway at Tudor Street and approximately 120 schools now have bike fleets.

Several schemes have already been subject to delays, with timescales for delivery revised. This includes the Crossrail, City Centre East Phase 1, and Castle Street, as well as the delivery of new stations. Robust programme governance has therefore been established to ensure continued progress, including the ongoing preparation of study work, business cases and funding bids with key partners. The Council's two 'Healthy Streets' projects have been particularly impacted by capacity and capability issues. As a result, the schemes have been reprofiled and will be progressed in an adapted format.

The decision by the Welsh Government to end Bus Emergency Scheme (BES) funding in Wales in July 2023 has emerged as a significant risk which, unless mitigated, will result in a gap in bus service provision across the city where operators do not expect routes to be commercially viable. In response, the Council is working with partners to facilitate a

transition to a new bus network and undertaking a broader programme of work to help ensure the sustainability of municipal bus companies moving forward.

A delay in the publishing of the Intelligent Transport System (ITS) Strategy consultation, which closed in January 2023, has resulted in the timescale for preparation of the final Strategy to be under review. Improvements through ITS initiatives are continuing to be progressed; however, this is subject to funding.

The delivery of strategic transport projects is often dependent upon successful partnership working with the Welsh and UK Governments, as well as successfully securing external funding. The levels of structural transport funding currently provided on an annual basis is approximately only 10-15% of the levels required to deliver the step change in train, tram, bus and cycle network quality required to deliver the city-wide low carbon and healthy transport environment envisioned. Without substantial levels of infrastructure support – beyond that already made available – the Council will find it challenging to meet its modal shift targets.

To progress the programme of strategic transport projects and improvements at pace and scale, a step change is required that can only be achieved by developing a new source of long-term infrastructure funding. To achieve the substantial levels of funding required, as highlighted, the Council has resolved to consider a range of road payment schemes moving forward.

Putting sustainability and well-being at the heart of the city's growth

A key ambition of the city is the delivery of new, high-quality, well-designed and well-connected communities. Since the Local Development Plan (LDP) was adopted in 2016, over 6,000 new homes – including 1,500 new affordable homes - have been delivered and 8,000 new jobs created. Furthermore, the LDP has facilitated sustainable transport and active travel across the city and protected the Green Wedge from inappropriate development.

Over the past year, delivery of Local Development Plan (LDP) strategic sites has continued through the completion of planning applications and the implementation of new homes, facilities, and essential infrastructure, in line with good master-planning and placemaking principles. Coinciding with this, a full review of the LDP continues to be progressed, as the Council works to develop a replacement LDP, which will help shape development in Cardiff to 2036. Whilst significant work has been undertaken, preparation of the Preferred Strategy, and subsequently consultation on the Preferred Strategy has been delayed from January to June 2023. This is to allow the full consideration of the latest evidence relating to housing need based on the revised populations figures following the release of the 2021 Census and the updated Local Housing Market Assessment. Looking ahead, a revised timetable for the review of the LDP has been agreed and published, with an aim for adoption in November 2025. The revised timescale will enable the Council to fully consider how the Plan can effectively deliver corporate priorities and respond to both the Council's declared climate and nature emergencies.

There has been a drop in the percentage of householder planning applications determined within agreed time periods; the year end position was 77.69% against a target of 85%. A number of contributing factors account for the drop in performance, which include staff vacancies and unprecedented workload demands. New technology is being deployed which will assist Officers with the timely completion of applications.

The review of the Biodiversity and Resilience of Ecosystems Duty (BRED) Forward Plan, which the Council is required to produce under Section 6 of the Environment (Wales) Act 2016, has been delayed until 2023 due to difficulties in resourcing a suitably qualified ecologist. A Principal Ecologist is now in post and will be working with the Green Infrastructure Officer Group and the One Planet Cardiff Team to develop the BRED Forward Plan, which is anticipated to be updated by September 2023 and presented to Cabinet in November 2023. Protecting biodiversity and resilience of ecosystems remains a key priority for the Council and its partners, with the preferred strategy moving forward focusing on ensuring all developments achieve a net gain in biodiversity, and that they have a minimal impact on Cardiff's environmental assets. For example, the strategically important ridge to the north of the M4 will be protected and continue to form a highly important green backdrop to the city along with other areas of countryside around the city. Importantly, open spaces and river valleys within the urban area are protected. In total, well in excess of 5,500 hectares of countryside and strategic river valleys running through the urban area will be protected from development.

Flooding and coastal erosion

The intergovernmental panel on Climate Change (IPCC), within its sixth assessment report (2023), stated that the risk related to sea level rise is expected to significantly increase by the end of the century in the absence of any major protection or adaptation efforts. Cardiff Council's shoreline management plan dictates a 'hold the line' scenario is required, and the city's new coastal defences will provide an increased level of protection to over a thousand homes. The Council has also set out a comprehensive flood defence programme which has included initiatives such as Greener Grangetown and a range of other Sustainable Urban Drainage schemes. As well as mitigating and adapting to extreme weather incidents, this is helping to reduce power demands otherwise placed on the sewage system and bring enhanced biodiversity opportunities to Cardiff's urban areas.

In terms of coastal defence improvements in Cardiff East, whilst a decision was taken to not move forward with the east side of the scheme, a reduced scheme went out to tender in Quarter 3 of 2022/23, with a successful assessment process leading to a contractor being selected. Subject to Welsh Government approval of the Full Business Case, construction is expected to commence in 2023/24. Progression of this project has been subject to a range of pressures, which means that the commitment to complete the coastal defence improvements by 2024 is unlikely to be met. This is due to factors including delays associated with Covid-19, a cost increase of over 75% against original estimates and capacity challenges within the Flood Risk Management Team.

Pressures have also resulted in delays in developing the Sustainable Water, Flood and Drainage Strategy for Cardiff, as required by the Flood and Water Management Act (2010)

and the Flood Risk Regulations (2009) respectively. Limited staff resource in the Council's Flood Risk Management Team – compounded by recruitment issues due to a shortage of expertise in the current labour market – means that the timescale for completion of the strategy has been extended to March 2024. The first stage of consultation on the strategy has been undertaken and the results will be analysed in Quarter 1 of 2023/24.

Furthermore, work is ongoing to progress the Strategic Flood Consequences Assessment for the region. The Welsh Government originally asked all local authorities to complete their assessments by November 2022; however, it was agreed by the region's Local Planning Authorities that the assessment be delayed to ensure that it is informed by new Flood Risk guidance that is due to be issued shortly by the Welsh Government.

Making Cardiff a world-leading recycling city

The Council has implemented a major programme of reform to its waste and collection services to improve the efficiency and resilience of the service. This has included transitioning to a 4-day collection model, which has reduced the amount of time waste is on the streets and eliminating the disruption previously caused by bank holidays. In September 2022, the Council published a new Recycling Strategy 2022-25 setting out a programme of reform to achieve the statutory recycling targets. This has included the expansion of a new kerbside-sort recycling scheme, to improve the quality of the recycling collected from residents' homes.

Recycling performance fluctuates throughout the year as the tonnage of waste collected varies monthly. On an annual basis, however, recycling performance is showing a positive upward trajectory, indicating that the programme of reform is beginning to impact. Nonetheless, the annual figure for 2022/23 of 61.57% (unverified) remains below the target and further work is needed to meet the 70% target by the end of the 2024/25 financial year. Failure to meet statutory targets can result in fiscal penalties being issued by the Welsh Government; however, the improved recycling performance means the potential fiscal penalty has reduced from £2M to £750k. The Council remains in regular dialogue with the Welsh Government and the Waste and Resources Action Programme (WRAP) as it works towards achieving the 70% recycling target in 2024/25 and the new Recycling Strategy represents a significant step towards the Welsh Government blueprint for recycling in Wales. Furthermore, communication of the programme of reform remains a crucial aspect of this work - only around one in three (35.5%⁶) currently feel that the Council does enough to inform residents about how and what to recycle, and therefore work is needed to improve this.

Recycling and Neighbourhood Services reported a net overspend of £2.213 million at 2022/23 outturn; this was attributed to an increase in costs in relation to staffing and vehicles, with the position partly mitigated by the retention of a proportion of the surplus generated in the Trade Waste Service.

⁶ Source: Ask Cardiff 2022

Moving forward, a focus will be placed on delivering the programme of recycling and re-use improvements detailed within the Recycling Strategy. This includes expanding segregated recycling to households – excluding flats and HMOs – using reusable sacks and caddies to reduce the need for single use plastic bags, reviewing the expansion of kerbside collection services to cover items currently not collected at the kerbside, as well as reviewing approaches to reduce residual waste. Supporting this work will be a communication and information campaign, designed to support residents to understand the changes they will need to make, and the reasons for them.

Street cleanliness

Work is ongoing, in partnership, to improve street cleanliness in Cardiff, with increases in overall cleanliness recorded over the past year. Aligned to a programme of service reform and to improve street cleanliness in Cardiff, Love Where You Live 'Blitz' teams have been deployed across the city, specifically targeting problem areas – including Cathays, Plasnewydd, Splott and the Southern Arc - resulting in higher standards of cleanliness.

Year-end results show that 92.98% of highways land inspected by the Land Authority was of a high or acceptable standard of cleanliness in 2022/23. Nonetheless, two fifths (39.8%) of respondents to the Ask Cardiff survey reported that the cleanliness in their local area had declined over the last year, compared with just 3.4% who felt it had improved⁷. Additionally, the Council was below target in 2022/23, in terms of the number of wards in Cardiff where 90% of the highways land inspected was of a high or acceptable standard. At year end, 21 out of 29 wards passed the 90% threshold, although the target was for all wards to be above 90%. The number of Environmental Street Scene Legal Enforcement Actions was also below target at year end, with 10,118 actions against a target of 12,500.

⁷ Source: Ask Cardiff 2022

Well-being Objective 7

Modernising & Integrating our Public Services

Our priorities in 2022/23 were:

- **Developing a comprehensive programme of organisational recovery and renewal**
- **Building upon our digital agenda, incorporating technology into service delivery and exploiting data to drive performance.**
- **Delivering leaner and greener Council buildings**
- **Supporting a highly skilled and productive workforce with the well-being of staff at its core**
- **Using the power of the public purse to support the city's recovery**
- **Making sure that the Council better talks to and listens to the city that it serves**

Strategic Assessment

The Council considers that the services and arrangements in place to support the modernisation and integration of Council services are sound, with good progress made in relation to digital services and the use of technology, supporting staff wellbeing and maintaining the approach to Hybrid Working. However, the Council is facing a number of cross-cutting challenges, notably in relation to financial resilience and workforce, which will need to be the subject of corporate focus over the year ahead.

Despite a more positive than anticipated financial settlement for 2023/24, the Council faces significant immediate and medium-term budgetary challenge due to a combination increased complexity and scale of demand on services, energy pricing, pay pressures and the impact of the cost-of-living crisis and continued post-pandemic pressures in income recovery. To continue to ensure the Council's ongoing financial resilience, a proactive approach to identifying and implementing savings will continue. This includes the review and challenge of all directorate budgets and to require baseline efficiencies from all services. Given the wider economic environment including high inflation, rising interest rates and labour and supply chain challenges a sharp focus will need to be placed on the Council's capital position.

The Council faces several workforce challenges. Difficulty recruiting and retaining staff – ensuring sufficient capacity and appropriate skills – is particularly acute in Children's Services and in Adult Social Care, but it is also having an impact across all directorates and is impacting the delivery of all Well-being Objectives. Discrete initiatives are in place to respond at a service level and through the new the Council's new Workforce Strategy (2023-2027) approved in spring 2023. This will remain a strategic risk for the Council over the course of 2023/24.

Reviewing the planning and delivery framework

Following the Local Government Elections the Council agreed a new policy statement in July 2022 - Stronger, Fairer, Greener – which set out the Administration’s priorities for the next five years. These policy priorities were translated into deliverable organisational objectives as part of the Corporate Planning process for 2023-26. This ensured that the Administration’s priorities were embedded in the Council’s planning and delivery framework in an approach that was consistent with all the performance requirements set out by both the Well-being of Future Generations (Wales) Act and the Local Government and Elections (Wales) Act. Audit Wales observed this process and concluded that “the Council has used the Sustainable Development Principle to drive the setting of its Well-Being Objectives including good use of data and a strong collaborative approach”. Audit Wales also concluded during the year that the Council had [*“made good progress in putting in place arrangements to meet the requirements of the Local Government and Elections \(Wales\) Act”*](#)

The Council has also worked with public service partners on the development of the [Local Well-being Plan](#), the Cardiff Public Services Board’s strategy for the next five years, which identifies priorities that fundamentally require joint working between public services. This has included undertaking a review of partnership governance and delivery arrangements to ensure that the complex statutory partnership arrangements in place are aligned behind the delivery of the Well-being Plan, reporting to the Public Services Board.

Audit Wales observed the Council’s process for setting Well-being Objectives for 2023/24, assessing the extent to which Cardiff Council applied the Sustainable Development Principle when setting their Well-Being Objectives. Audit Wales concluded that [*“the Council has used the sustainable development principle to drive the setting of its well-being objectives including good use of data and a strong collaborative approach.”*](#) In relation to performance reporting the examination concluded that *‘the Council has robust arrangements for monitoring its Corporate Plan and wellbeing objectives throughout the year.’* Furthermore, a corporate level internal audit of Performance Management gave assurance on the corporate framework for performance management which was considered sound.

Each year the Council publishes its Annual Governance Statement which considers the systems and processes by which the Council is controlled and identifies any improvement action considered appropriate. The latest Governance Statement will include the judgement of the Governance and Audit Committee who had, in 2021/22, agreed that the Council has sound internal controls and governance arrangements in place, with the areas of concern built into the Committee’s work programme. An Action Plan responding to any significant governance issues identified within the Annual Governance Statement is overseen by the Council’s Senior Management Team (SMT) and is formally reviewed and updated on a bi-annual basis. Three actions were identified as areas of focus for governance improvement during 2022/23, which related to:

- Extending and deepening the areas of SMT investigation in respect to compliance, risk and outcomes

- Extending the assurance on the quality of performance reviews through evidence gathering at Directorate level
- Embedding assurance that the Council is acting in accordance with the Five ways of Working into the Council's assurance framework.

Corporate practice has been strengthened in relation to each of these areas of action to the extent that these actions can be closed as completed. Looking forward to 2023/24 Action Plan, it is anticipated that additional arrangements will be established to allow officers responsible for corporate systems and processes to engage directly with directorate management teams on specific areas of practice where governance arrangements may need to be improved or extended. This is particularly relevant in the context of a constantly evolving and increasingly complex delivery environment, as has been outlined throughout this Well-Being Report.

Financial resilience

[The Council's arrangements to manage its financial position are generally sound](#) but it is facing significant cost pressures, which will continue to test its financial resilience.

A budget gap of £23 million was identified for the 2023/24 financial year. Following a period of extensive public consultation which received over 6,000 responses, significant levels of savings – through back-office efficiencies, as well as changes to frontline services - have been identified and agreed in order to close the gap.

Despite a more positive than anticipated financial settlement for 2023/24, the Council faces significant immediate and medium-term budgetary challenges. The Budget Update Report presented to Cabinet in July 2023 provided updated the position, setting out an indicative budget gap of £36.7 million for 2024/25 and £119.2 million across the period of the Medium- Term Financial Plan.

The increased complexity and scale of demand on services particularly in Children's Services, Adult Social Care, Additional Learning Needs and Homelessness are leading to budgetary pressures. The pressures within Children's Services are the most significant and can be attributed to placement costs for the authority's children looked after cohort. Sustained demand pressures and price increases resulted in costs exceeding budget, reflecting the complexity of need and the limited spaces available in the residential market. More broadly inflationary pressures are placing upward pressure on pay awards, the costs of goods and commodities purchased by the Council (such as energy, food and fuel) as well as the cost of construction, materials and commissioned services. Continued post-pandemic pressures in income recovery in some services also remains an issue. To ensure the Council's ongoing financial resilience, a proactive approach to identifying and implementing savings will continue. This includes the review and challenge of all directorate budgets and to require baseline efficiencies from all services.

A sharp focus will need to be placed on the capital position, where there are also significant cost pressures due to supply chain cost increases, demand for investment to maintain condition, and capital receipt assumptions. The Capital Programme proposed for 2023/24 is based on known commitments, as well as new commitments outlined in the Stronger, Fairer, Greener policy programme. Implementation of capital schemes will need to be subject to enhanced governance to ensure delivery and robust business cases continues to be essential.

Building the Council's digital agenda

The Council continues to explore and apply the opportunities offered by technology to deliver services more efficiently, manage demand pressures and reduce cost. The ability for citizens to access Council services via online platforms has continued to expand.

Developments this year include the ability for citizens to report graffiti and check digital parking permits via the Council's website, Chatbot and CardiffGov App. Increasing numbers of citizens are making the shift to digital as a result, with over 74,000 people registered to the CardiffGov App, exceeding the target of 69,700.

Despite there being a year-on-year increase in the number of customer contacts to the Council using digital channels, performance was slightly below target in 2022/23. This is due to changes to services using digital channels, as well as a stabilising of demand following a peak in 2020 as a result of the pandemic.

Looking ahead, as the Council increasingly leverages technology and digital solutions to support service delivery, a focus will be placed on Robotic Process Automation (RPA) – utilising automation technologies to undertake back-office, repetitive tasks. The Council will also continue to expand the services available on online platforms to shift demand to lower cost channels. To support this, a focus will be placed on enabling residents to make the shift to digital and reviewing customer services to ensure that customer support arrangements operate effectively as the Council continues the transition to a hybrid working model.

While striving to make the most of the opportunities that new and emerging technologies provide, the Council remains cognisant of the associated risks regarding cyber security. The Council uses the National Cyber Security Centre's framework to continually assess our cyber security maturity level, and liaises with cyber security agencies, to implement both proactive measures to prevent attacks, and reactive measures to minimise the impact of potential incidents and manage the aftermath. In September 2022 the Council achieved Gold-Level assurance through the Cyber Security IASME Accreditation.

Delivering leaner and greener Council buildings

Cardiff Council's estate, both operational and leased, is considerable. The Council owns and manages over 750 properties, with a current value of £1.6 billion. Given the extent of the Council's estate, managing, operating and maintaining it is challenging, particularly as the overall quality of the estate means that a number of properties require repair. Recognising these challenges, and to bring increased efficiency to the way in which the estate is

managed, in July 2018, the Council commenced implementation of a Corporate Landlord Programme.

The Corporate Landlord model, which centralises all estate-related responsibility – including budgets, decision-making and activities – within a central team, continues to progress well. This model ensures property assets are maintained and managed in accordance with corporate strategic priorities and standards. Moving forward, further developments will be progressed under the Corporate Landlord function. This includes the provision of additional property management support to service areas in order to progress continued estate management and planned preventative maintenance programmes. Additionally, a Job Management System will be implemented for Building Services, to improve the management and maintenance of Council building assets.

Aligned to this work, over the past several years, work has been ongoing to reduce the size of the estate to manage the rise in operational costs, as well as to mitigate the growing maintenance backlog. This work has been furthered by the adoption of a Hybrid Working Model following the pandemic, which has changed the nature of future space requirements and layouts, with less office space required moving forward. New touchdown spaces have been created, including flexible workspaces, meeting rooms with hybrid facilities and online desk booking systems in County Hall. Alongside this, work has been undertaken to support improved efficiency and service delivery in the estate, with 100% of programmed Priority 1 asset works, those defined as requiring immediate attention (including statutory obligation remedial works) commissioned in 2022/23.

The Council recognises that the built environment comprises a significant proportion of its carbon footprint and a target has been set to achieve a net zero built environment by 2030. It is likely that carbon reduction targets will shortly become a legal obligation as the emerging new Building Regulations (2025) will impose a requirement on carbon, meaning that buildings will be required to demonstrate compliance. As a result, any work that the Council undertakes in relation to its core office estate moving forward will need to meet or exceed these requirements. Progress over the past year has included the establishment of an Environment Carbon Reduction Board to strengthen oversight of progress. A Built Environment Carbon Reduction Plan is under development which will detail next steps and resource requirements.

The delivery of capital receipts also remains a critical objective of the Council's Property Strategy and the 2022/23 Annual Property Plan, approved in September 2022, set a target of £5.5 million. The target was not achieved due to a delay in the completion of two large internal appropriation transactions, which have been carried over to the 2023/24 financial year.

In 2023/24, a Core Office Strategy will be considered which sets out the long-term estate requirements, responding to changing requirements of services, the need to reduce costs, provide accommodation that meets the needs of modern working practices and to reduce the Council's carbon footprint.

In Q4 Audit Wales undertook a combined review of Workforce and Assets, focussed on how the Council strategically plans to use its assets and workforce, how it monitors their use and how it reviews and evaluates the effectiveness of its arrangements. In relation to Asset Management their summary findings, published in their [Springing Forward report](#), were that *'the Council has made good progress in delivering its property strategy and has the necessary governance arrangements underpinned by improved performance data, but its approach lacks a focus on service user and longer term needs.'*

Supporting a highly-skilled and productive workforce with the well-being of staff at its core

The Council faces a number of workforce challenges, including ensuring sufficient capacity, appropriate skills and in recruiting and retaining staff, particularly given the level of competition for some professions. This challenge is particularly acute in Children's Services and in Adult Social Care, but it is also having an impact across all directorates and Well-being Objectives.

To more effectively support employees and address these challenges, the Council has published a new Workforce Strategy (2023-27). The strategy sets a strengthened approach to supporting high performance, enabling a flexible, skilled, engaged and diverse workforce, as well as meeting future workforce needs. This includes ensuring that the Council has processes in place to recruit and retain talented individuals in a competitive market, as well as supporting Directorates to create pathways into their harder to fill roles.

Another workforce challenge faced by the Council relates to managing sickness absence; end of year results shows that 12.0 working days/ shifts – per full-time equivalent (FTE) Local Authority employee – were lost to sickness absence in 2022/23. This is against a target of 9.5. Covid-19 has continued to contribute to increased sickness absence, with the result dropping to 10.57 if Covid sicknesses are removed. Sickness absence is not uniform across the Council, however, with rates particularly high in Street Scene and Adult Services. A targeted approach is being utilised to improve performance, particularly through the provision of support to managers on dealing with complex long-term absence cases.

To support staff wellbeing work is ongoing to ensure that all employees, wherever they are based, have access to support services and are able to take part in associated activities including sessions on improving wellbeing and mental health and stress awareness. In Quarter 3 of 2022/23, an assessment undertaken by Public Health commended the work of the Council in relation to supporting staff health and wellbeing.

The Council is committed to becoming an organisation that reflects and responds to the diversity of the communities it serves. In responding to the recommendations of the Race Equality Task Force to create a more representative workforce the Council has launched a pilot leadership development course for staff from groups under-represented in leadership roles. A senior manager mentorship programme is also under-development, with roll out scheduled for early 2023/24.

In February 2023, the Council achieved the highest-ranking for any local authority in Wales and the UK in the 2023 Stonewall Workplace Equality Index, including a commendation for the local authority's LGBT+ Employee Equality Network. Three accolades were awarded as a result: Stonewall Gold Award Employer; Top 100 Stonewall Employer; and Stonewall Highly Commended.

Using the power of the public purse to support the city's recovery

The Council spends over £600 million a year procuring a diverse range of goods, services and works from over 8,000 suppliers and contractors. As well as achieving good value for public money spent on these goods, services, and works, the Council is committed to ensuring it has robust procurement systems in place. The Council's Senior Management Team continue to receive regular updates on procurement spend and compliance, including issues such as off-contract spend. The Council has also strengthened its contract management performance reporting arrangements over the year. The UK Procurement Act is expected to receive Royal assent in late summer 2023 and this will introduce further requirements around transparency across the procurement cycle and reporting of procurement spend.

The size and scale of the Council's spend affords opportunities to leverage wider social and environmental gain, with a particular focus placed on decarbonisation, fair work, delivering community benefits and maximising opportunities for local businesses and communities through Council contracts. In October 2022, the Council published a new Socially Responsible Procurement Strategy (2022-2027), setting out key procurement priorities and the changes that will be made to improve the management of external spend.

A key priority relates to ensuring that the Council's procurement programme fully supports the aim of being carbon neutral by 2030 as over 80% of the Council's carbon footprint is in its supply chain. A review of the Carbon Reduction Plans of key suppliers has been completed and a pilot is currently being developed, aimed at challenging specifiers to reduce carbon across the duration of contracts. A significant limitation remains, however, in terms of the methodology used for assessing the carbon emissions associated with procurement. As a national issue, the Council is working with the Welsh Government to improve the analysis framework. It is also acknowledged that not all of the Council's suppliers – especially smaller, independent and local suppliers – will be able to move to low carbon solutions at pace and consideration is needed as to how the Council's purchasing activities can support the transitions needed moving forward.

Another key objective of the strategy is to make procurement spend more accessible to local small business and the third sector. Year end results show satisfactory performance, with the percentage of overall Council spend within Cardiff-based organisations 51.62% against a target of 52%, and the percentage of overall spend within Cardiff Capital Region-based organisations 65.61% against a target of 66%. A detailed spend analysis has been undertaken to identify opportunities to further increase local spend, with a detailed project plan to drive this forward. This analysis is being used by the Council and its partners to identify opportunities to increase local spend moving forward.

Good progress is also being made in relation to increasing community benefits and social value delivered by suppliers, particularly in expanding community benefits into contracts beyond construction. The Council is one of the leading Welsh Council's in terms of delivering community benefits through its contracts. The Council uses the Social Value Portal system to capture contractor's commitments and to monitor/manage their delivery over the period of the contract. As a result, the Quarter 4 position highlights that there are currently 33 'live' contracts which include social value commitments and will deliver over £7.6 million of social value. Nonetheless, whilst progress is being made, year-end results show that the percentage of new contracts (above £250,000) which include social value commitments is behind target (13.6% against a target of 20%). A Social Value Delivery Group has therefore been established to develop the Council's approach to maximising social value commitments and ensuring delivery. This includes adopting a consistent approach to securing and managing the delivery of community benefits and social value, which is understood by the Council and its contractors.

Making sure that the Council better talks to and listens to the city that it serves

The Council values the contribution of local people in prioritising, shaping, and evaluating the services that they and their families rely upon. A high response rate continues to be seen for the Council's regular, city-wide surveys: the 2022 Ask Cardiff Survey received almost 4,000 responses, whilst the 2023/24 Budget Consultation received almost 6,000 responses and the 2022 Child Friendly City Survey received 7,600 responses. In terms of the Budget Consultation, Cardiff received more responses than all other Welsh local authorities, as well as the highest response among the UK Core Cities. To support this work and strengthen citizen voice, the Council and its partners have produced – and will continue to produce annually – a [Consultation Overview Report](#), which summarises the key findings from consultation and engagement exercises undertaken over the course of the past year, as well as highlights specific issues raised by key demographic groups.

Nonetheless, whilst the Council receives a high response rate to its core surveys, just under one in four (22.6%⁸) agree that they are able to have their say on local issues or how the Council services are run in their community. The Council is currently in the process of developing a new citizen Participation Strategy, which will set out actions to drive improvement in each of the areas identified and further encourage local people to participate in the decision-making process. To inform the development of the Participation Strategy a comprehensive exercise undertaken to identify areas of improvement identified several areas, including the need to ensure that: good practice – in terms of consultation and engagement – is applied robustly across service areas; 'citizen voice' features more consistently across the Council's performance framework; and consultation feedback is consistently provided to survey respondents. As part of the exercise, a demographic profile of respondents to core Council surveys was also created. This work identified that a lower response rate is evident for the following groups: lower socio-economic wards, particularly

⁸ Source: [Ask Cardiff 2022](#)

the Southern Arc of Cardiff; older people (+75 years old); children and young people; ethnic minority communities; and people who identify as disabled.

A particular focus will therefore be placed on engaging and involving hard-to-reach groups. Stakeholder engagement has been completed – including direct engagement with individuals and organisations who can offer insight and guidance on how to strengthen consultation practices with under-represented groups – and draft actions developed. A draft of the Strategy will be published for public consultation in the summer of 2023.

As highlighted by the [2022 Ask Cardiff survey](#), citizen satisfaction with Council services was below target in 2022 (at 47.8% compared to a target of 70%). The 2022 result was a slight increase from the 2021 result (of 47.3%) but around 20% lower than the 2020 figure. This result is consistent with the fall in satisfaction with public services in Cardiff (which dropped from 72.7% in 2020 to 52.1% in 2022). Analysis of satisfaction with individual services shows satisfaction is highest for parks and open spaces (74%), street lighting (66.2%) and Libraries/ Hubs (64.4%), whilst dissatisfaction is highest for pavement maintenance (59.8%), road maintenance (54.2%) and frequency of vandalism and graffiti (53.3%).

In 2021/22, a total of 3,633 complaints were recorded, which was a 43.2% increase from the previous year, when 2,537 complaints were recorded. The highest number of complaints were received by waste collections (2,089). This increasing trend in overall complaints was seen in public services across Wales, with the Public Services Ombudsman for Wales publishing the following statement, *“It is likely that complaints to my office, and public services in general, were suppressed during the pandemic, and we are now starting to see the expected ‘rebound’ effect.”*

Data on complaints for 2022/23 points towards an improved position. A key indicator as to how satisfied complainants are with the standard of investigation, as well as the fairness of outcomes, is the number of complainants that escalate their complaint to the Public Services Ombudsman for Wales. There was a decline in complaints received in 2022/23, with only 142 received. This is a decrease from 182 in 2021/22. The Ombudsman has stated that, given the population size of Cardiff, 0.39 complaints are being received per 1,000 residents. In comparison to Wales’ two other large local authorities, Swansea receives 0.39 complaints per 1,000 residents, whilst Rhondda Cynon Taf receives 0.23 complaints per 1,000 residents.

Adult Services, Children Services, Education, Environment, Finance, Planning and Rent Smart Wales have all seen a decline in the number of complaints received by the Ombudsman (from 2021/22). The only increases have been to Benefits and Roads, however, this is only a slight increase – of 1-2% - which is minimal compared to other local authorities.

Furthermore, of the 142 complains received by the Ombudsman, 50% were closed after initial consideration; 21% were considered premature to consider and referred back to the Council; and 16% involved intervention – however, all achieved early resolution. There were no investigations in 2022/23. The Council also keeps a record of compliments received, which is helpful in terms of understanding good practice and sharing learning across the Council. In 2021/22, a total of 1,487 compliments were recorded, which was a 22.2% decrease from the previous year.

Date: 30 June 2023

Councillor Huw Thomas, Leader
Councillor Chris Weaver,
Cabinet Member, Finance, Modernisation & Performance,
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Cardiff
CF10 4UW



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Dear Huw & Chris,

Scrutiny Performance Panel 26 June 2023: End of Year 2022/23

Please find attached a record of the observations and comments made by all five Scrutiny Chairs at our recent informal meeting to consider the Annual Well-being Report 2022/23 and end-of year assessment.

Thank you for attending in person, this was a most useful discussion. We offer our feedback to inform your final draft report, and I look forward to pre-decision scrutiny of the final report at the July meeting of PRAP.

Yours sincerely,

**COUNCILLOR JOEL WILLIAMS
CHAIR, POLICY REVIEW AND PERFORMANCE SCRUTINY COMMITTEE**

cc Councillor Lee Bridgeman, Chair, CYP Scrutiny Committee
Councillor Owen Jones, Chair, Environment Scrutiny Committee
Councillor Rhys Taylor, Chair, CASSC Scrutiny Committee
Councillor Peter Wong, Chair, Economy & Culture Scrutiny Committee
Chris Lee, Corporate Director, Resources
Sarah McGill, Corporate Director, People & Communities
Gareth Newell, Head of Performance & Partnerships
Dylan Owen, Operational Manager Policy & Improvement
Mike Tate, Assistant Director Education & Lifelong Learning
Suzanne Scarlett, Partnerships & Performance Manager
Mr Gavin McArthur, Chair, Governance & Audit Committee.
Chris Pyke, OM Governance & Audit

Annual Well-being Report 2022/23

Scrutiny comments and observations for further consideration

REF/PAGE	Comment / Observation
GENERAL	<i>Cross Cutting Issues</i>
	<p>Structure of the document</p> <p>The Panel consider there is scope to improve the public understanding of Council performance by improving the Annual Well-being Report's accessibility to citizens.</p> <p>Whilst we acknowledge the full report is produced for the reassurance of Cabinet, politicians and the Senior Management Team, we recommend an easy read Executive Summary that contains the key strategic issues/challenges as listed in the Cabinet report.</p>
	<p>Workforce Recruitment & Retention</p> <p>Workforce recruitment and retention is clearly stated as a strategic risk in the report, which is supported by evidence across the 5 scrutiny committees over the year. The report also states that the Council needs to ensure it has processes in place to recruit and retain talented individuals in a competitive market and we note:</p> <ul style="list-style-type: none"> • Corporately the Workforce Strategy cites the opportunities presented by Hybrid Working to attract staff; • Recognition of the need to understand the skills gap; • Across Directorates there are different strategies to deal with recruitment and retention dependant on the issues faced; • Initiatives to 'grow our own,' provide staff with opportunities to become qualified social workers, and visits to universities across the UK to attract staff to Cardiff; • Public sector pay is an issue and there are also national pay differentials. <p>Given the above Chairs consider it is vital to measure staff turnover and understand why staff leave the organisation through exit interviews. We note these are not uniform across all Directorates and look forward to receiving more information.</p> <p>Services of particular concern are:</p> <ul style="list-style-type: none"> • Transport – how will the Council ensure sufficient capacity to deliver big scale projects to support its ambitious Crossrail transport scheme? • Social care – the report is missing a forward look at new ways of working and the numbers of social workers required. How will the Council seek to influence universities, to keep pace with the number of vacancies in social care?

	<p>Chairs are therefore seeking assurance that going forward there are clearly stated actions to deal with the recruitment and retention risks highlighted in the report.</p>
	<p>Race Equality Task Force</p> <p>The report references the Race Equality Task Force but gives no details of progress on implementing its recommendations to date. As the recommendations have been available since March 2022, Chairs are keen to ensure any progress made is reflected in the report.</p> <p>We therefore welcome the Leader’s acceptance that the good news stories of progress being made in addressing the recommendations of the Task Force should be reflected in this Annual Well-being Report.</p> <p>We also note the recommendations of the Race Equality Taskforce have been incorporated in this year’s Corporate Plan and look forward to the validation of mainstreamed progress, planned for review later this year.</p>
WBO1	<i>Cardiff is a great place to grow up</i>
	The Annual Well-being Report reflects the work undertaken by CYPSC during 2022/23
	<p>Unregistered Places for Children Looked After</p> <p>The Annual Well-being Report highlights a range of major challenges around lack of sufficiency of placements for Children Looked After and that “unregistered” places are being used, but there is not much detail in terms of “looking ahead” in addressing the resulting risk to the council; how demand will be met; how regulated places will be increased; and how targets will be met.</p> <p>Whilst it is acknowledged that the Corporate Plan sets out the Council’s commitment in relation to this in the current year, some narrative on linking the challenges set out in the Well-being report to how those will be addressed going forward would be welcomed, stating implicitly the roles that the Accommodation Strategy; Right Place Model; and initiatives such as the “My Things Matter” campaign are playing in this area.</p> <p>Issues around the role of (and potential risks posed by) CiW were also addressed, and responses were noted, particularly in relation to working with other local authorities and WLGA in working with CiW to change the narrative and approach in this area.</p>

	<p>School Attendance</p> <p>The Annual Wellbeing Report clearly sets out that school attendance has decreased year on year, and there is a commitment to monitor patterns, including persistent absence. Views on what the targets are; whether these would be met; the main reasons for absence; and what interventions and support are in place were sought.</p> <p>Responses relating to initiatives in place to increase attendance; issues relating to repeated and persistent absence; monitoring attendance; support around the school and individual pupils and their families; and increased clusters approach were welcomed and noted and will be explored further at the meeting of the Children & Young People Scrutiny Committee on the 4th July 2023. Further comments, views and observations will be submitted to Cabinet following the meeting.</p>
WBO2	<i>Cardiff is a great place to grow older</i>
	<p>Access to mental health services</p> <p>At a recent work programming planning meeting, the CASSC committee were briefed on significant challenges and pressures around access and availability of mental health support. Chairs queried why there was no reference to this in the Annual Well-being Report.</p> <p>Although it is noted the report covers the 2022/23 financial year, and that this issue emerged recently, Members remain concerned that this issue has been developing during 2022/23. We request additional consideration as to whether this issue emerged during 2022/23 and if so, we recommend an assessment of the issue is incorporated in the report, particularly around the forthcoming work planned to understand the scale of the problem; our work with health colleagues; and any known potential next steps.</p>
Appendix 1, page 17/18/19	<p>Hospital discharge</p> <p>Chairs note the report provides insight and assessment on work undertaken during the year to facilitate hospital patient discharge, however, feel the narrative gives no indication of the pressures /challenges faced during 2022/23. We also note the report confirms this issue will be a strategic issue for 2023/24 and are aware the service area is working on a suite of KPI's to ensure effective, clear monitoring of this issue going forward.</p> <p>Although the development of these KPI's is welcomed and will assist the council's assessment of this topic, in their current absence, we recommend the narrative is reviewed to provide greater insight into the situation in 2022/23. For example, numbers of people waiting for discharge, average time taken, and reference to the forthcoming actions to monitor performance.</p>

WBO3	<i>Supporting people out of poverty</i>
Appendix 1, page 24/25	<p>Homelessness</p> <p>Chairs confirmed the detail included in the Annual Well-being Report on the pressure and work to address homelessness is captured in line with the severity of the situation and aligns with CASSC’s knowledge.</p> <p>However, we feel greater detail is required in the report on the opportunities for development, particularly around provision for single homeless people.</p> <p>In April 2023 it was confirmed to CASSC there are gaps in specific accommodation offered in the city, such as women- only provision, for those with learning disabilities and the LGBTQ+ community, and work is underway on addressing these gaps.</p> <p>We consider that this acknowledgement of the gaps in provision, and the service areas’ work to address it was in evidence in 2022/23 and so recommend it is referenced in the report.</p>
	<p>Employment Services</p> <p>Chairs welcomed the Leader’s acceptance that the progress being made in addressing the recommendations of the Race Equality Task Force should be reflected in this Annual Well Being Report (as noted above), and in addition that specifically the progress on employment services should feature under WBO3.</p>
	<p>Health Inequalities</p> <p>Chairs requested that the report includes a reference to the Council’s actions to address inequalities in health across the City’s Southern Arc, particularly in relation to children. We note that Public Health Wales has a well-developed programme, but we would like to see a reference to Council activity in the report.</p>
WBO4	<i>Safe, confident and empowered communities</i>
	The report reflects the findings of the Economy & Culture Scrutiny Committee, particularly around parks, allotments and leisure centres.
Appendix 1, page 32	<p>Working together to support a healthier and more active population</p> <p>Chairs queried whether this section should refer to Regional Sports Partnerships and their potential impact on grassroots sport provision in Cardiff. We welcome the Leader’s offer to explore further with the service area.</p>
Appendix 1, page	<p>Community Safety</p> <p>Chairs noted that the KPI around citizen satisfaction with how local bodies</p>

30 / 32	<p>deal with ASB & Crime in their area has been disappointing for some time. Chairs consider the narrative in the Annual Well-being Report linked to this performance issue is of a high-level, strategic style. We feel it should be reviewed to ensure it is understood and provides assurance to the lay reader.</p> <p>Chairs would like the narrative to stress the work ongoing around ‘community led’ approaches to improving citizen satisfaction, and current/forthcoming work around this, such as the actions outlined in the P&P DDP around progressing community-led approaches.</p>
WBO5	<i>A capital city that works for Wales</i>
	The main issues are really well articulated, particularly around the impact of cost inflation on major projects.
	<p>City Deal/ Corporate Joint Committee (CJC)</p> <p>Chairs highlighted that there is scant reference to the work of the City Deal/ CJC and the impact it has on Cardiff. We consider that this report would be an opportunity to raise the profile of the City Deal/ CJC and its work, increasing its transparency. We note the Leader’s agreement that the report be modified to include reference to the work of the City Deal/ CJC that has a specific impact on Cardiff.</p>
WBO6	<i>Cardiff grows in a resilient way</i>
	<p>General</p> <p>Overall, the chapter is honest and well balanced, however, many of the paragraphs have caveats suggesting issues going forward.</p>
	<p>Biodiversity</p> <p>The report mentions that the Biodiversity & Resilience of Ecosystems Duty (BRED) report will be written, however, as the Council declared a Nature Emergency in 2021 and we understand that the One Planet Cardiff strategy is purely about ‘carbon reduction’ and does not include any work/projects in relation to nature and biodiversity, this appears to be missing from the report.</p> <p>Concern was noted as the Council only has one Ecologist and previously the Environmental Committee has recommended the employment of an additional post as the one role was taken up significantly by ‘planning’ work rather than proactive work to protect and increase the city’s biodiversity.</p>
	<p>Recycling</p> <p>Concern was noted about the ability of the Council to meet the Welsh Government (WG) recycling target of 70% by 2025 with the current, 2022/23 unverified result being 61.57%. The Leader reassured the meeting that the actions in the Recycling Strategy for Cardiff were being implemented which he believed would enable the Council to meet WG requirements.</p>

WBO7	<i>Modernising and integrating our public services</i>
	<p>Capital Programme</p> <p>Chairs expressed concern about the increasing cost of borrowing, enquiring what assessments had been undertaken to reign in the cost of the Capital Programme. Specifically, will this mean capital funded projects are under threat?</p> <p>We are reassured that the total programme is affordable and operational limits still have headroom, however, note there is a sharper focus on reporting pressures, there will continue to be a re-examination of priorities and increasing challenge of invest to save business cases.</p>
KPI 7.19	<p>Customer Satisfaction</p> <p>There has been a marginal improvement in customer satisfaction levels since the last Annual Report, but at 48% it fell short of the 70% target. We note the view that there has been a narrative shift on social media that signals a new baseline in customer expectation and the Council is not alone is experiencing lower levels of customer satisfaction with public sector organisations.</p> <p>We acknowledge that the Council's performance is measured on both frontline services and projects that can benefit Cardiff on a global stage, such as the Principality Stadium.</p> <p>Given that the majority of customers are happy with schools in Cardiff, we recommend a media campaign that enhances/re-enforces public understanding that the provision of schools is a Council responsibility.</p>
	<p>Priority 1 works</p> <p>The delivery of capital receipts is a critical objective of the Council's Property Strategy and the 2022/23 Annual Property Plan set a target of £5.5 million that was not achieved.</p> <p>Chairs noted you expect the next Annual Property Plan (2023/24) to address what the Council is doing to mitigate the shortfall and we will monitor as part of our 2023/24 work programme.</p>

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



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Fy Nghyf / My Ref: CM50010

Eich Cyf / Your Ref:

Dyddiad / Date: 5 July 2023

Cllr Joel Williams
Cardiff County Council
Atlantic Wharf
Butetown
Cardiff
CF10 4UW

Annwyl / Dear Joel

Scrutiny Performance Panel

Thank you for taking the time to review the draft Annual Well-Being Report 2022/23 and for convening the Performance Panel. The Performance Panel forms an important part of the Council's governance arrangements and provides insight on the Council's self-assessment of its performance.

Further to your letter dated 30 June 2023, please find attached a response to the recommendations and observations made by the Panel. Where a formal recommendation or a request for further action was made by the Panel, a response has been included in the table appended to this letter.

I am pleased to note that all recommendations have either been accepted or partially accepted with the involvement of the Panel once again supporting the development of a more robust assessment of performance.

Yn gywir,
Yours sincerely,

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

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GWEITHIO DROS GAERDYDD, GWEITHIO DROSOCH CHI

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

WORKING FOR CARDIFF, WORKING FOR YOU

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



**STRONGER
FAIRER
GREENER**



Annual Well-being Report 2022/23

Scrutiny comments and observations for further consideration

The recommendations, requests and observations of the Performance Panel have been welcomed. The responses have been grouped into four categories (below), depending on the nature of the Panel's comments, with a response or explanatory note included as necessary.

- Recommendation Accepted
- Recommendation Partially Accepted
- Recommendation Not Accepted
- Observation Noted

REF/PAGE	Comment / Observation	Proposed Response
GENERAL	<i>Cross Cutting Issues</i>	
	<p>Structure of the document</p> <p>The Panel consider there is scope to improve the public understanding of Council performance by improving the Annual Well-being Report's accessibility to citizens.</p> <p>Whilst we acknowledge the full report is produced for the reassurance of Cabinet, politicians and the Senior Management Team, we recommend an easy read Executive Summary that contains the key strategic issues/challenges as listed in the Cabinet report.</p>	<p>Recommendation accepted.</p> <p>An executive summary has been included in the introductory section, under the heading 'Overall Assessment'. This includes a broad summary of the key areas of progress and strategic challenges.</p> <p>As the Committee noted, this document must satisfy a number of legislative requirements and is presented to a range of different stakeholders. Therefore, although written in plain language, the report, by necessity, deals with complex issues – to do otherwise would not constitute a detailed and balanced strategic assessment.</p>
	Workforce Recruitment & Retention	Observation noted.

<p>Workforce recruitment and retention is clearly stated as a strategic risk in the report, which is supported by evidence across the 5 scrutiny committees over the year. The report also states that the Council needs to ensure it has processes in place to recruit and retain talented individuals in a competitive market and we note:</p> <ul style="list-style-type: none"> • Corporately the Workforce Strategy cites the opportunities presented by Hybrid Working to attract staff; • Recognition of the need to understand the skills gap; • Across Directorates there are different strategies to deal with recruitment and retention dependant on the issues faced; • Initiatives to ‘grow our own,’ provide staff with opportunities to become qualified social workers, and visits to universities across the UK to attract staff to Cardiff; • Public sector pay is an issue and there are also national pay differentials. <p>Given the above Chairs consider it is vital to measure staff turnover and understand why staff leave the organisation through exit interviews. We note these are not uniform across all Directorates and look forward to receiving more information.</p> <p>Services of particular concern are:</p> <ul style="list-style-type: none"> • Transport – how will the Council ensure sufficient capacity to deliver big scale projects to support its ambitious Crossrail transport scheme? • Social care – the report is missing a forward look at new ways of working and the numbers of social workers required. How will the Council seek to influence universities, to keep pace with the number of vacancies in social care? 	<p>The Executive Summary provided identifies workforce pressures as one of the strategic areas requiring corporate focus over the year ahead.</p> <p>The Council’s Corporate Plan also contains a commitment to support a highly-skilled and productive workforce with the wellbeing of staff at its core, with actions including implementing the workforce strategy 2023-27.</p> <p>The Corporate Plan also contains workforce development actions in areas of identified risk, including:</p> <ul style="list-style-type: none"> - Recruitment and retention of teachers and school staff - Implement the Children’s Services Workforce Action Plan to secure a primarily permanent workforce. - Supporting the social care workforce in the round and putting in place a comprehensive Workforce Development Plan and taking a grow your own approach to improving recruitment and retention of social workers and occupational therapists. <p>Further information can be made available to Scrutiny committees in relation to other areas of pressure, on exit interview and turnover data as part of any future consideration of these issues.</p>
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	Chairs are therefore seeking assurance that going forward there are clearly stated actions to deal with the recruitment and retention risks highlighted in the report.	
	<p>Race Equality Task Force</p> <p>The report references the Race Equality Task Force but gives no details of progress on implementing its recommendations to date. As the recommendations have been available since March 2022, Chairs are keen to ensure any progress made is reflected in the report.</p> <p>We therefore welcome the Leader’s acceptance that the good news stories of progress being made in addressing the recommendations of the Task Force should be reflected in this Annual Well-being Report.</p> <p>We also note the recommendations of the Race Equality Taskforce have been incorporated in this year’s Corporate Plan and look forward to the validation of mainstreamed progress, planned for review later this year.</p>	<p>Observation noted.</p> <p>Additional detail has been added to the report under both Well-being Objectives 3, 4 and 7, giving an update on progress to date against some of the recommendations from the Taskforce.</p>
WBO1	<i>Cardiff is a great place to grow up</i>	
	The Annual Well-being Report reflects the work undertaken by CYPSC during 2022/23	
	<p>Unregistered Places for Children Looked After</p> <p>The Annual Well-being Report highlights a range of major challenges around lack of sufficiency of placements for Children Looked After and that “unregistered” places are being used, but there is not much detail in terms of “looking ahead” in addressing the resulting risk to</p>	<p>Observation noted.</p> <p>The report includes references to the Accommodation Strategy and Right Place Model and further detail of their importance in future planning has been included, in the section “Protecting the Well-Being of Vulnerable Children”;</p>

	<p>the council; how demand will be met; how regulated places will be increased; and how targets will be met.</p> <p>Whilst it is acknowledged that the Corporate Plan sets out the Council’s commitment in relation to this in the current year, some narrative on linking the challenges set out in the Well-being report to how those will be addressed going forward would be welcomed, stating implicitly the roles that the Accommodation Strategy; Right Place Model; and initiatives such as the “My Things Matter” campaign are playing in this area.</p> <p>Issues around the role of (and potential risks posed by) CiW were also addressed, and responses were noted, particularly in relation to working with other local authorities and WLGA in working with CiW to change the narrative and approach in this area.</p>	<p><i>“Though the challenge of placement sufficiency remains in 2023/24, the Accommodation Strategy and the Right Place Model represent a major component of the approach within Children’s Services to adapt to the pressures on placements moving forward.”</i></p>
	<p>School Attendance</p> <p>The Annual Wellbeing Report clearly sets out that school attendance has decreased year on year, and there is a commitment to monitor patterns, including persistent absence. Views on what the targets are; whether these would be met; the main reasons for absence; and what interventions and support are in place were sought.</p> <p>Responses relating to initiatives in place to increase attendance; issues relating to repeated and persistent absence; monitoring attendance; support around the school and individual pupils and their families; and increased clusters approach were welcomed and noted and will be explored further at the meeting of the Children & Young People Scrutiny Committee on the 4th July 2023. Further comments, views and observations will be submitted to Cabinet following the meeting.</p>	<p>Observation noted.</p>

WBO2	<i>Cardiff is a great place to grow older</i>	
	<p>Access to mental health services At a recent work programming planning meeting, the CASSC committee were briefed on significant challenges and pressures around access and availability of mental health support. Chairs queried why there was no reference to this in the Annual Well-being Report.</p> <p>Although it is noted the report covers the 2022/23 financial year, and that this issue emerged recently, Members remain concerned that this issue has been developing during 2022/23. We request additional consideration as to whether this issue emerged during 2022/23 and if so, we recommend an assessment of the issue is incorporated in the report, particularly around the forthcoming work planned to understand the scale of the problem; our work with health colleagues; and any known potential next steps.</p>	<p>Recommendation accepted.</p> <p>An extended narrative relating to the emerging pressures on access to mental health services has been included under Well-being Objective 4 in the section “Ensuring children and adults are protected from risk of harm and abuse”:</p> <p><i>“The pressures on mental health services have continued during the year, in line with the ongoing pressures on health and social care services generally. Work to develop a non-emergency response service is progressing with the University Health Board; this service will provide support to people with lower-level mental health issues and reduce demand on the system. Work is also underway to understand issues relating to the availability of mental health hospital beds and the Council will continue to work with colleagues in Health to address this.”</i></p>
Appendix 1, page 17/18/19	<p>Hospital discharge Chairs note the report provides insight and assessment on work undertaken during the year to facilitate hospital patient discharge, however, feel the narrative gives no indication of the pressures /challenges faced during 2022/23. We also note the report confirms this issue will be a strategic issue for 2023/24 and are aware the service area is working on a suite of KPI’s to ensure effective, clear monitoring of this issue going forward.</p> <p>Although the development of these KPI’s is welcomed and will assist the council’s assessment of this topic, in their current absence, we</p>	<p>Recommendation accepted.</p> <p>The narrative has been expanded in the section “Working in partnership to deliver high-quality sustainable care and support” detailing the work undertaken to improve both hospital discharge with care and the collection and monitoring of performance data.</p>

	<p>recommend the narrative is reviewed to provide greater insight into the situation in 2022/23. For example, numbers of people waiting for discharge, average time taken, and reference to the forthcoming actions to monitor performance.</p>	<p>A detailed briefing on this topic will be brought to the Community & Adult Services Scrutiny Committee later in July and the Committee will be afforded an opportunity to monitor the introduction of the new national and local performance indicators.</p>
WBO3	<i>Supporting people out of poverty</i>	
Appendix 1, page 24/25	<p>Homelessness Chairs confirmed the detail included in the Annual Well-being Report on the pressure and work to address homelessness is captured in line with the severity of the situation and aligns with CASSC's knowledge.</p> <p>However, we feel greater detail is required in the report on the opportunities for development, particularly around provision for single homeless people.</p> <p>In April 2023 it was confirmed to CASSC there are gaps in specific accommodation offered in the city, such as women- only provision, for those with learning disabilities and the LGBTQ+ community, and work is underway on addressing these gaps.</p> <p>We consider that this acknowledgement of the gaps in provision, and the service areas' work to address it was in evidence in 2022/23 and so recommend it is referenced in the report.</p>	<p>Recommendation accepted.</p> <p>A narrative assessment has been added to the section "Embedding our new approach to tackling homelessness" regarding the provision of accommodation for single homeless people and the work already done to introduce women-only provision in existing schemes. This references further plans to develop a new bespoke women-only scheme, an expansion of housing for people with learning disabilities and work to understand the needs of the LGBTQ+ community with regards to housing.</p>
	<p>Employment Services</p> <p>Chairs welcomed the Leader's acceptance that the progress being made in addressing the recommendations of the Race Equality Task Force should be reflected in this Annual Well Being Report (as noted above), and in addition that specifically the progress on employment services should feature under WBO3.</p>	<p>Observation noted.</p> <p>For "Supporting those most impacted by the economic crisis into work, education or training", the performance narrative has been expanded to include the Council's response to the Taskforce's recommendations relating to the Into Work Advice Service and Cardiff Works.</p>

	<p>Health Inequalities</p> <p>Chairs requested that the report includes a reference to the Council’s actions to address inequalities in health across the City’s Southern Arc, particularly in relation to children. We note that Public Health Wales has a well-developed programme, but we would like to see a reference to Council activity in the report.</p>	<p>Observation noted.</p> <p>The Council has worked closely with Public Health Wales, and other partners, to promote public health through the Amplifying Prevention Programme. The focus of the work is to enhance preventative activities with communities and demographic groups where there is clear inequity within health outcomes. Working with Public Health colleagues, Cardiff & Vale UHB and the Vale of Glamorgan Council, areas of focus have included vaccination uptake for children, bowel screening and promoting healthy eating and active lifestyles. Much of the focus of the work has involved communities in the Southern Arc of Cardiff. Examples are included in Wellbeing Objective 4.</p>
WBO4	<i>Safe, confident and empowered communities</i>	
	The report reflects the findings of the Economy & Culture Scrutiny Committee, particularly around parks, allotments and leisure centres.	
Appendix 1, page 32	<p>Working together to support a healthier and more active population</p> <p>Chairs queried whether this section should refer to Regional Sports Partnerships and their potential impact on grassroots sport provision in Cardiff. We welcome the Leader’s offer to explore further with the service area.</p>	<p>Observation noted.</p> <p>The Regional Sports Partnership which, moving forward, will be responsible for provision in Cardiff has yet to be established. Recognising the need to monitor the impact of the new arrangements, the Well-being Report sets out a commitment to “ensure that arrangements for the Regional Sports Partnership... have a positive impact on grassroots provision and development opportunities.”.</p>
Appendix 1, page 30 / 32	<p>Community Safety</p> <p>Chairs noted that the KPI around citizen satisfaction with how local bodies deal with ASB & Crime in their area has been disappointing for some time.</p>	<p>Observation noted.</p> <p>The wording has been amended in the section “Creating safe and inclusive communities” to simplify the language and</p>

	<p>Chairs consider the narrative in the Annual Well-being Report linked to this performance issue is of a high-level, strategic style. We feel it should be reviewed to ensure it is understood and provides assurance to the lay reader.</p> <p>Chairs would like the narrative to stress the work ongoing around 'community led' approaches to improving citizen satisfaction, and current/forthcoming work around this, such as the actions outlined in the P&P DDP around progressing community-led approaches.</p>	<p>explain in more detail the nature of the delivery model. Examples are also included of community safety projects undertaken during the year, with case studies detailing the impact achieved and the positive outcomes delivered for specific parts of the city.</p>
WBO5	<i>A capital city that works for Wales</i>	
	The main issues are really well articulated, particularly around the impact of cost inflation on major projects.	
	<p>City Deal/ Corporate Joint Committee (CJC)</p> <p>Chairs highlighted that there is scant reference to the work of the City Deal/ CJC and the impact it has on Cardiff. We consider that this report would be an opportunity to raise the profile of the City Deal/ CJC and its work, increasing its transparency. We note the Leader's agreement that the report be modified to include reference to the work of the City Deal/ CJC that has a specific impact on Cardiff.</p>	<p>Observation noted.</p> <p>The Well-being Report now includes details on the governance arrangements for the Corporate Joint Committee and links to the Committee's progress report. A summary assessment is included in the section of the report under the "Leading the economic recovery in Wales" section.</p>
WBO6	<i>Cardiff grows in a resilient way</i>	
	<p>General</p> <p>Overall, the chapter is honest and well balanced, however, many of the paragraphs have caveats suggesting issues going forward.</p>	
	<p>Biodiversity</p> <p>The report mentions that the Biodiversity & Resilience of Ecosystems Duty (BRED) report will be written, however, as the Council declared</p>	<p>Observation noted.</p> <p>The report now includes an assessment outlining the progress and challenges relating to biodiversity, expanding on the</p>

	<p>a Nature Emergency in 2021 and we understand that the One Planet Cardiff strategy is purely about ‘carbon reduction’ and does not include any work/projects in relation to nature and biodiversity, this appears to be missing from the report.</p> <p>Concern was noted as the Council only has one Ecologist and previously the Environmental Committee has recommended the employment of an additional post as the one role was taken up significantly by ‘planning’ work rather than proactive work to protect and increase the city’s biodiversity.</p>	<p>performance narrative already included under the “Putting sustainability and well-being at the heart of the city’s growth” section.</p>
	<p>Recycling</p> <p>Concern was noted about the ability of the Council to meet the Welsh Government (WG) recycling target of 70% by 2025 with the current, 2022/23 unverified result being 61.57%. The Leader reassured the meeting that the actions in the Recycling Strategy for Cardiff were being implemented which he believed would enable the Council to meet WG requirements.</p>	<p>Observation noted.</p>
WBO7	<i>Modernising and integrating our public services</i>	
	<p>Capital Programme</p> <p>Chairs expressed concern about the increasing cost of borrowing, enquiring what assessments had been undertaken to reign in the cost of the Capital Programme. Specifically, will this mean capital funded projects are under threat?</p> <p>We are reassured that the total programme is affordable and operational limits still have headroom, however, note there is a sharper focus on reporting pressures, there will continue to be a re-examination of priorities and increasing challenge of invest to save business cases.</p>	<p>Observation noted.</p>

KPI 7.19	<p>Customer Satisfaction</p> <p>There has been a marginal improvement in customer satisfaction levels since the last Annual Report, but at 48% it fell short of the 70% target. We note the view that there has been a narrative shift on social media that signals a new baseline in customer expectation and the Council is not alone is experiencing lower levels of customer satisfaction with public sector organisations.</p> <p>We acknowledge that the Council’s performance is measured on both frontline services and projects that can benefit Cardiff on a global stage, such as the Principality Stadium.</p> <p>Given that the majority of customers are happy with schools in Cardiff, we recommend a media campaign that enhances/re-enforces public understanding that the provision of schools is a Council responsibility.</p>	<p>Recommendation partially accepted.</p> <p>Cardiff Council already undertakes extensive work promoting the great work of schools throughout the year.</p> <p>A question within the Ask Cardiff resident satisfaction survey relating specifically to satisfaction with schools in Cardiff will be explored.</p>
	<p>Priority 1 works</p> <p>The delivery of capital receipts is a critical objective of the Council’s Property Strategy and the 2022/23 Annual Property Plan set a target of £5.5 million that was not achieved.</p> <p>Chairs noted you expect the next Annual Property Plan (2023/24) to address what the Council is doing to mitigate the shortfall and we will monitor as part of our 2023/24 work programme.</p>	<p>Observation noted.</p> <p>The Annual Property Plan 2023/24 will be considered by Cabinet in July 2023.</p>

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REPLACEMENT OF THE RECYCLING FLEET FOR RESIDENTIAL COLLECTIONS

CLIMATE CHANGE (COUNCILLOR CARO WILD)

AGENDA ITEM: 3

Reasons for this Report

1. To recommend that Cabinet approves the phased purchasing of a new recycling collection fleet over a three-year period with a value estimated at £9.7M, award of initial contract and delegation to Director (and others) to approve future awards (as set out in the report).

Background

2. The previous fleet of recycling Refuse Collection Vehicles (RCVs) were procured in 2013/14 via a contract hire agreement. On conclusion of the agreement in 2018/19, these vehicles were purchased and maintained by Central Transport Services (CTS).
3. A replacement programme was initiated to modernise the fleet and the initial phase of fleet replacement was completed in 2021/22 with the replacement of Refuse Collection Vehicles to service residual and garden waste collections.
4. A decision was made not to proceed in 2021/22 with the procurement of food 18Tonne Refuse Collection Vehicles until a decision was made on how Cardiff would collect segregated recycling from the kerbside.
5. The Recycling Strategy and segregated recycling pilot has confirmed Cardiff will collect segregated kerbside recycling using the following vehicles:
 - Split back RCVs to collect both containers (tins and plastics) and mixed paper & card.
 - Top loader vehicle, with noise insulated interior, for collection of glass.
 - Top loader vehicle, with sealed plastic interior, for collection of food.
6. To deliver recycling and waste collection services for residents in Cardiff, a total of 78 vehicles are required; made up by 69 vehicles plus 9 service reserves. Appendix A shows the total fleet requirement for the delivery of recycling and waste collection services to residents of Cardiff.

7. Recycling and Neighbourhood Services have a total of 34 electric vehicles, including 12 electric Refuse Collection Vehicles. The service is looking to procure a further 20 electric flat-bed Transit vehicles for cleansing in 2023/24 with vehicles being in service in 2024/25.

Issues

8. Current market prices and confirmed the best value approach is to purchase vehicles in comparison to leasing to replace the existing vehicle fleet.
9. The service will lease the vehicles from CTS with repayment and service costs budgeted within the service area's revenue budgets for running the service.
10. Vehicles will be fully supported by CTS. The preferred vehicle manufacturers will enable CTS to undertake and recharge remedial work under the vehicle warranty. The manufacturers will provide training, free of charge, to support this initiative where required.
11. The service has leased kerbside collection vehicles to support the segregated recycling pilots and to inform the approach to deliver segregated recycling collection.
12. The service has currently leased 5 kerbside collection vehicles (4 x 12Tonne and 1 x 7.5Tonne) until Quarter 3 2025. The 7.5Tonne kerbside vehicle will be retained to support collection of recycling from rural areas where it is efficient and effective. The other kerbside vehicles will be off-hired at the earliest opportunity or repurposed to support collection of non-kerbside recycling working in areas such as flats and areas of limited car use to have access to recycling available at Recycling Centres.
13. Policy changes such as Deposit Return Schemes and End Producer Responsibility may influence how recycling and residual waste is presented. Where applicable, leased vehicles will be off hired as part of the procurement process albeit the service will ensure a number of lease vehicles are retained to support changes in waste and recycling presented by residents due to Welsh Government policy changes.
14. The Council is committed to transitioning towards a clean fleet and reduce the reliance on diesel vehicles. Cardiff operates the largest fleet of electric RCVs in Wales, and further development of charging infrastructure will allow us to expand our fleet even further in the future.
15. To ensure there is flexibility in the procurement, some vehicles will be purchased, and some will be leased. This will allow the Council to have the flexibility to move away from diesel engines when conditions allow.
16. Fully electric vehicles are not included in the vehicle replacement programme. Lamby Way electrical supply capacity to charge vehicles is limited and until further work to deliver additional electrical supply capacity is achieved expansion of the electric fleet will be limited.

17. The service is working with the Council's Energy Team to identify the opportunity to utilise energy from a potential renewable energy scheme adjacent to Lamby Way.
18. All vehicles will be fitted with the latest Euro VI diesel engines.
19. The vehicle delivery is approximately 12 months from the date of the purchase order and therefore the Capital investment is seen in 2024/25 and 2026/27 for the two stages of procurement.
20. The procurement would be carried out as a direct award to the vehicle manufacturer Dennis Eagle for medium and Heavy Good Vehicle conversion via the Halton Housing Framework. It is proposed to do an initial award for the value of £7,098,202.00 which cabinet are asked to approve and to delegate subsequent awards to the Director and others as set out in recommendation 3.
21. Halton Housing is a housing association in the North-West of England with a fleet procurement framework designed to reduce fleet procurement costs. The framework covers nine separate types of vehicles, ranging from small cars to 26 tonne refuse and recycling vehicles. The framework results in a fixed rebate paid by supplier (£50 per vehicle) to framework, rather than a percentage of the overall cost resulting in a saving to the authority.

Local Member Consultation

22. There are no local issues with respect to replacement of the recycling fleet.
23. The draft Recycling Strategy 2022-25 was published for public consultation with a resident survey on 14th February 2022 for 6 weeks. The feedback from the consultation supported the development for the final Recycling Strategy 2022-25 and the development of actions to deliver improvements.
24. The Environmental Scrutiny Committee reviewed the consultation response report to the Recycling Strategy 2022-25 on 22nd July 2022.

Reasons for Recommendations

25. To support the programme of service improvements in recycling performance as identified in the Council's Recycling Strategy 2022-25.
26. To support the Council meeting the statutory requirement to collect household recycling and waste.
27. To support the Council meeting the statutory requirements of the vehicle operator's licence.

Financial Implications

28. The Council has the option to purchase outright, lease or hire vehicles. In either scenario, a key financial requirement is to ensure a revenue budget is in place to pay the annual costs charged for the vehicles over their useful life. The option to buy or lease will depend on a number of factors including the type of vehicle, use

of the vehicle, approach to maintenance, period over which the vehicle is intended to be used and approach to age of replacement cycle. The outright purchase of these heavy vehicles follows previous procurements for refuse collection vehicles which have assumed that a purchase approach demonstrates best value. Such decisions need to continually be reviewed as part of the Council's approved fleet strategy and options appraisal.

29. The Council's Invest to save budget framework will need to include a capital programme budget for the vehicles to be acquired as set out in this report. This is estimated to be £7.1 million for vehicles to be procured in 2023/24 and £2.6 million in 2025/26. This will have a nil impact on the Council's corporate Capital Financing budget, as whether vehicles are leased or purchased, a revenue budget must be in place to meet the annual costs charged for the vehicles.
30. The costs of servicing additional borrowing for the costs for the vehicles to be purchased will be charged to the Council's Central Transport Services (CTS) revenue budget. This will comprise:
 - recovery of principal over a seven year period and
 - interest costs on any value of the fleet that remains unpaid for. This is based on the estimated Public Works Loan Board rate of interest on the date at which such vehicles are received for use, currently c.5.5%
31. Such costs are recoverable from CTS irrespective of whether CTS recover such costs from its approved charging mechanism. To ensure the financial sustainability of this policy approach to purchase of vehicles, any variations to this should be made in exceptional circumstances only, with the reasons, rationale and impact for this reported by the S151 as part of budget monitoring reports to Cabinet. CTS will recover such costs in accordance with its charging process, to include any maintenance costs for the vehicles. The charging basis is not disclosed in this report. Any such charges will need to be based on an agreed and transparent process to enable effective budgeting, monitoring and reporting for such costs and performance as part of an overall approved fleet strategy for the Council. Any costs of damage as a result of vehicle incidents in addition to normal day to day repair, will also need to be met by the Directorate and monitoring processes should be in place to track and rectify recurring issues causing avoidable damage.
32. Subject to the outcome of the procurement exercise, the cost of replacing the fleet vehicles can be met from existing budgets and any allowance for increased costs held as part of the Medium-Term Financial Plan.
33. The numbers and types of vehicles required to be in place is set out in the Appendix A and has been the subject of a collection strategy previously considered by Cabinet. The report highlights vehicles that may not be required as a result of decisions to change collection from the pilot. Options will need to be considered to find alternative uses to minimise any adverse revenue budget impact. However, this highlights the need for certainty of approach to collection methodology and frequency to ensure that the approach to acquisition remains sustainable and vehicles are effectively utilised for their intended purpose.

34. The procurement of these vehicles is based on the maintenance of vehicles by the Council's CTS function. The operating and maintaining departments of the Council deem this best value and confirm these can be managed within existing budgets and financial mechanisms to manage maintenance the timing of servicing and maintenance requirements over the useful life of such vehicles.
35. The report indicates potential national policy changes in collection. It is unclear what impact this may have on the Council's agreed approach to collection and vehicles being purchased here. However, it is essential that where the Council is trialling other schemes or implementing new approaches, this should be done following a robust business case and option appraisal, with the approach that any financial impact as a result of national policy changes, should be supported by Welsh Government funding.

Legal Implications

36. The report recommends that approval to direct award an initial contract off a framework and delegate future awards to those set out in recommendation 3. Any Call off contract must be carried out in accordance with the Call Off Process set out in the Framework Agreement. Legal Services have not reviewed the framework. Before placing reliance on a framework and awarding a contract, in summary, the client department should satisfy itself that the Council was identified in the contract notice (advertising the framework opportunity) as a party entitled to use the framework for the intended procurement/contract and the framework process allows for a direct award and such process is followed. The client department should also satisfy itself as to the T&Cs and as to whether they are suitable for their requirements and complete all necessary information in those T&Cs before awarding the contract/s.
37. Further legal advice should be sought as and when necessary with regard to future Officer Decision Reports (ODRs) and future awards. Such ODRs shall be approved and published in accordance with the Council's governance process prior to award of any future orders/contracts.

Equality Duty

38. 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.

Well-being of Future Generations (Wales) Act 2015

39. 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.

40. 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.
41. 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
42. 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

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

Property Implications

45. There are no property implications for this report.

HR Implications

46. There are no employee implications to be considered in this report.

RECOMMENDATIONS

Cabinet is recommended to:

1. Approve the procurement of new recycling collection fleet over a three-year period with a value estimated at £9.7M.
2. Approve the award of an initial contract (as set out in the report).
3. Delegate authority to the Director of Economic Development, subject to consultation with the Cabinet Member for Finance, Modernisation & Performance, Cabinet Member for Climate Change, s.151 Officer and Director of Governance & Legal Services and Monitoring Officer, to deal with the future award of contracts (and any ancillary agreements) as required in relation to this procurement.

SENIOR RESPONSIBLE OFFICER	Neil Hanratty Director of Economic Development
	7 July 2023

The following appendix is attached:

Appendix A: Total fleet requirement for the delivery of recycling and waste collection services to residents of Cardiff

The following background papers have been taken into account:

Cabinet Report: Replacement of the recycling and refuse collection fleet (18 March 2021)

<https://cardiff.moderngov.co.uk/documents/s46050/Cabinet%2018%20March%2021%20Recycling%20fleet.pdf?LLL=0>

Cardiff Recycling Strategy 2023-25

The Recycling, Preparation for Re-use and Composting Targets (Monitoring and Penalties) (Wales) Regulations 2011

<https://www.legislation.gov.uk/wsi/2011/1014/contents/made>

Cardiff Council Waste Compositional Analysis. Waste composition analysis of kerbside collected and communally collected household waste in Cardiff. WRAP/resourcefutures (September 2021)

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Appendix A - Total fleet requirement for the delivery of recycling and waste collection services to residents of Cardiff

Vehicle type	Current Vehicle Numbers (purchased & hire)	Future Frontline Requirement	Service Reserve Allowance	Total Req 2024	Current Purchased	On hire until Q2/3 2025	Procure 2023	Procure 2025	Total to procure	Notes	Approx Value	
12T Standard RCV	4	4	0	4	4	0	0	0	0	Fleet ok	£	-
18T Standard RCV	11	2	1	3	3	0	0	0	0	Fleet ok	£	-
26T Standard RCV	49	26	3	29	23	0	0	0	0	Retain 6-9 hires for seasonal demand / modelled on 2 weekly residue	£	-
7.5T Kerbsider	1	1	0	1	0	1	0	0	0	Review vehicle suitability for city wide service	£	-
12T Kerbsider	4	0	0	0	0	4	0	0	0	Off hire at end of term	£	-
Dennis Eagle/Terberg 18T Rear steer Toploader RCV (glass)	2	8	1	9	0	2	7	2	9	Utilise hire to confirm round balance	£ 223,500.00	£ 2,011,500.00
Dennis Eagle/Terberg 18T Toploader RCV (food)	1	1	0	1	0	1	0	1	1	Utilise hire to confirm round balance	£ 222,000.00	£ 222,000.00
Dennis Eagle/Terberg 26T Rear steer Toploader RCV (food)	1	9	1	10	0	1	9	1	10	Utilise hire to confirm round balance	£ 237,078.00	£ 2,370,780.00
Dennis Eagle 26T Rear Steer OL17TP RCV	0	17	2	19	0	7	12	7	19	7 hire due Nov 23 / Utilise hire to confirm round balance	£ 246,000.00	£ 4,674,000.00
Dennis Eagle 18T Rear Steer OL10TP RCV	0	1	1	2	0	0	2	0	2		£ 224,000.00	£ 448,000.00
Totals	73	69	9	78	30	0	30	11	41		£	9,726,280.00

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**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 13 JULY 2023

ST DAVID'S HALL

CULTURE, PARKS & EVENTS (COUNCILLOR JENNIFER BURKE)

AGENDA ITEM: 4

Appendices 1-3 of this report are not for publication as they contain exempt information of the description contained in paragraphs 14 and 16 of Part 4 of Schedule 12A of the Local Government Act 1972. In all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Reason for this Report

1. To present the outcome of the various processes undertaken by the Council in relation to the proposed transaction with Academy Music Group (AMG) for St David's Hall.
2. To seek approval to transfer the business of St David's Hall via a business sale agreement and enter into a full repairing and insuring 45-year lease with AMG for St David's Hall to protect the venue and to develop and maintain the music and cultural/community offer including the classical programme.

Background

3. In December 2022, Cabinet agreed in principle to enter into a business sale agreement and lease with AMG for St David's Hall and delegated authority to progress negotiations subject to: (i) the findings of a budgetary consultation; (ii) the undertaking and findings of a consultation with affected staff in relation to a potential transfer under the Transfer of Undertaking (Protection of Employment Regulations 2006 (TUPE), as amended by the Collective Redundancies and Transfer of Undertakings (Protection of Employment) (Amendment) Regulations 2014; and (iii) an assessment of best value. Following the above, the proposal was to return to Cabinet for a final decision on whether to proceed with the offer from AMG.
4. St David's Hall opened in September 1982 as the National Concert Hall and Convention Centre for Wales. The building is located in The Hayes in Cardiff city centre and can accommodate 2,000 people in the main auditorium, making it the city's second biggest venue outside of sporting stadia, and the largest venue dedicated to the arts. The venue was established to deliver a wide range of events and performances, including symphonic orchestral performances in a purposely designed setting, rock and pop, comedy, dance and conferences.

5. The building is currently owned, operated and funded by Cardiff Council and was developed by Seymour Harris Partnership with contractors John Laing & Son to provide a superlative performing arts and conference venue befitting the capital city of Wales. To that end, significant effort was undertaken to ensure that the building was appropriate for international classical music performances, working with renowned acousticians Sandy Brown to create the perfect conditions for audiences to enjoy a full symphony orchestra. As a result of this work St David's Hall has become world renowned for the acoustic quality of the hall, recognised as being amongst the top ten of the world's best sounding concert halls and one the UK's highest-ranking classical music venues.

Issues

6. Whilst St David's Hall remains a renowned classical music venue, it is slowly falling into a state of disrepair which threatens to undermine its reputation and on-going operation. The lack of national funding to support the venue has meant the burden of responsibility for maintaining the building and delivering the classical programme has fallen on the Council. The Arts Council of Wales withdrew the venue's *Revenue Funded Organization* status in 2014 which provided c£65k per annum over approved 5-year periods. Although the scale of this contribution was relatively modest, it did nonetheless represent a gesture of support for a facility of 'national' significance. The Arts Council for Wales does still provide ad-hoc funding towards the classical series of £99k per annum, through Arts Active; however, this funding is required to be applied for each year.
7. Despite the Council's sustained and significant financial contribution towards the venue (over an extended period of 40 years) the operational budget has not been sufficient to both protect the delivery of the classical/community programme and to release investment to maintain and modernize the building. The Council has only been able to afford to implement a basic maintenance programme to cover general wear and tear amounting to circa £2m of capital and circa £600k of revenue over the last 10 years. This has become increasingly insufficient as the building has grown older.
8. The scale of capital investment required to address both the short-term repairs, the longer-term maintenance backlog, and general modernisation to ensure a good quality provision consistent with industry standards, is not available from within existing Council resources and any borrowing to fund the works would have a significant additional revenue implication on the Council at a time when many services are facing significant financial pressures.
9. The allocated revenue subsidy from the Council for St David's Hall is £688,700 in the current year. However, the venue regularly achieves lower box office revenue than forecast and as such the actual level of Council financial support regularly exceeds £1m per annum. The unallocated budget spend is required to be absorbed within wider directorate budgets and each year this is becoming increasingly difficult to achieve due to the growing pressure on Council budgets.

10. For nearly a decade, since the onset of public sector austerity, the Council has been keen to identify ways to reduce the burden of St David's Hall on the public purse. In 2016, the Council undertook a full OJEU Competitive Dialogue public procurement process to identify an external operator for both St David's Hall and the New Theatre, which at the time were managed as one combined entity. Although the process generated interest from the market, it was clear that the interest was contingent on the Council retaining full responsibility for the maintenance of St David's Hall. There was strong interest in the New Theatre as a separate going concern and in 2019 the Council separated the operation of the two venues and proceeded with a strategy which secured an external operator for the New Theatre only, through a property lease.
11. The level of subsidy of the classical/community programme has had a consequential knock-on effect on the level of investment the Council has been able to make towards the maintenance and modernisation of the building. As the building has grown older, the maintenance backlog has grown more significant, with the Council only able to support general day to day repairs. In December 2021, following the update to Cabinet on the condition of the building, Cabinet requested the development of an Outline Business Case for St David's Hall that would consider the options for dealing with the implications of the condition survey and seek to remove or at least reduce the operational subsidy.

The AMG Offer

12. The lease and business sale agreement with AMG is set out in detail at **Confidential Appendix 1**. The key elements of the documents include:
 - Allowing AMG, as tenant, to operate the venue as an independent commercial enterprise.
 - A commitment to take on full responsibility for the building, taking the liability away from the Council and removing the need for the Council to provide any financial contribution towards the up-keep and operation of the building.
 - A commitment to retain and provide a long-term future to the National Concert Hall of Wales, including the on-going use of the name St David's Hall in English and Welsh, whilst optimising the overall event calendar.
 - A commitment to allocate a minimum of 60 days within the peak event calendar to accommodate key classical events and a minimum of 20 further days outside peak dates. The off-peak commitment extends to 30 days every other year to accommodate the BBC Cardiff Singer of the World event. These dates would be secured annually in the event calendar over the full term of the lease. The offer is not intended to limit the number of days, but rather to guarantee a set minimum to the classical/community programme.
 - A commitment to maintain the venue's key musical instruments including the Steinway pianos and the St David's Hall organ.

- AMG will also enter into a Memorandum of Understanding Agreement (MOU) with the key classical stakeholders to develop an optimum classical and community programme. The Draft MOU is included within **Confidential Appendix 1** and, whilst not legally binding, it reflects a clear intention of the parties to work together in a collaborative manner. Dialogue is progressing well with all stakeholders and it is intended that the MOU will be entered into at the same time as the lease.
- A commitment to employ existing Council employees currently working at St David's Hall on existing terms via the application of the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE).

Completing the Process

13. Following Cabinet's 'in-principle' approval of the proposed transaction with AMG provided in December 2022, a number of further investigations were required to be undertaken before a further report could be presented to Cabinet for a final decision to proceed. These are set out below:

Public Consultation

14. A consultation on the proposal was undertaken with the public through the 2023/24 budget consultation process. The response from residents indicated that they were not opposed to the proposal to enter into a long-term lease with AMG.

Staff Consultation

15. There are currently 37 FTE at St David's Hall for which TUPE will apply. This is made up of 48 posts and involves 47 individuals. There are also a number of casual workers (non-guaranteed hours) for which TUPE will also apply.
16. The Council is committed to ensuring that staff transferring to AMG will not be in detriment. Initial engagement has taken place with staff and this will be followed by formal consultation as part of the TUPE process if the proposed transfer is approved by Cabinet. Further details are provided in the HR Implications section below.

Nature of the Transaction

17. The Council has received King's Counsel advice that the proposal relates to a property transaction and therefore does not involve an activity governed by the procurement rules. Further advice on this is set out at **Confidential Appendix 1**.
18. A Voluntary Ex Ante Transparency Notice (VEAT) was published by the Council on 5 June 2023. The notice aims to provide transparency to the market on the arrangements to be entered into with AMG and set out the Council's justification as to why those arrangements do not fall within the scope of the procurement rules. In response to the VEAT Notice, one organisation sent a letter to the Council on 29 June 2023 requesting further information in

relation to the proposed transaction with AMG. The letter is attached as part of **Confidential Appendix 1**, alongside the Council's detailed response.

Best Value

19. In May 2023, the Council undertook a market exercise facilitated by independent advisors which invited interested parties to submit offers for the opportunity to acquire St David's Hall. The Council received no formal offers as a result of this market exercise. An overview of the process is set out at **Confidential Appendix 2**.
20. Following analysis of the wider market and advice from the Council's independent advisors, as set out at **Confidential Appendix 3**, it is concluded that the essential terms of the proposed transaction with AMG represent best value. Since the critical element of the consideration likely to be received by the Council is the carrying out of the essential works required for St David's Hall to continue to operate, the lease requires the works to be undertaken within an appropriate timescale.

Welsh Language

21. The Council has emphasised from the start of this process and in all negotiations, that the Council would wish for the new operator to offer the same opportunities for the use of the Welsh Language at the venue, to follow Welsh Language Standards applicable to the Council and other public bodies in Wales, and to agree a policy to support this work.
22. AMG has agreed to meet the same standards for the Welsh Language as would be expected of the Council.

Next Steps

23. The Council is required to undertake full TUPE engagement with all employees prior to entering the lease and business sales agreement with AMG.
24. The Council is required to complete the MOU with classical stakeholders.
25. At the appropriate time, the Council will enter into the lease and business sale agreement with AMG.
26. Conclude work-streams to determine Tax implications and structure for transaction.

Reason for Recommendations

27. To establish a sustainable long-term future for St David's Hall, the National Concert Hall of Wales and to protect the delivery of the classical music/community programme.

Financial Implications

28. The report seeks approval for the Council to enter into a business sale agreement and a full repairing and insuring 45-year property lease with AMG as tenant for the operation of St David's Hall as an independent commercial enterprise. **Confidential Appendix 1** sets out the draft detailed terms for the lease and an associated business sale agreement.
29. It should be noted that the proposal is still subject to completion and agreement of the lease Heads of Terms to include final detail of the transfer of building liabilities and the transfer of relevant staff under TUPE regulations.
30. **Confidential Appendix 1** also includes a draft Memorandum of Understanding (MOU) under which AMG would also commit to develop a classical and community programme. It is intended that the MOU once finalised will be entered into at the same time as the property lease.
31. Subject to this final detail, the proposal is aimed at the removal of the ongoing operating subsidy to the Council with a current annual revenue budget set at £688,700. It is proposed that the Arts Active Programme will continue to be provided by the Council and therefore the revenue saving achievable in line with the current draft heads of terms and business sale agreement is likely to be in the region of £500,000 per annum.
32. The earlier report to Cabinet in December 2022 highlighted that a detailed condition survey carried out in 2021 is noted to have identified several significant issues relating to the fabric of the building with the value of these works exceeding available capital budgets. The report additionally noted that temporary building management and health and safety strategies in place are only suitable for the short term and in advance of permanent remediation.
33. Additional borrowing to the extent of funding required to carry out essential works would have a very significant impact on the existing revenue budgets of the Directorate and would necessitate the identification of additional alternative revenue savings proposals.
34. The property lease as it is currently drafted would require no Council capital investment, no future buildings liability, and no committed annual revenue payments or subsidy to the new tenant. The draft offer also provides for the continuation of the classical programme requiring no on-going contribution from the Council.
35. It may be necessary for the Council to undertake refurbishment of some assets (particularly instruments) prior to any transfer. The extent of any such obligations on the Council should be clearly identified and agreed as part of the final contract. This would also need to be agreed and form part of future budget setting processes for both capital and revenue budgets. The Council will also need to be satisfied that, taking account of any such obligations and the value of any assets transferred under the business sale agreement, the proposal to effect such transfer for nominal consideration remains consistent with the overall best value rationale.

36. The recommendation provides for the transfer of all staff associated with St David's Hall under TUPE regulations. This and any Pension Fund implications in relation to any transfer of responsibilities will need to be fully set out as part of the completion of the proposed business sale agreement.
37. The timing of the transfer, staff consultation and exact detail of the legal agreements may also have an impact on the achievability of budget savings for 2023/24 and any ongoing liabilities for the Council and will need to be reviewed accordingly as part of the finalisation of the contractual terms.
38. Initial VAT advice received by the Council on the status of the lease suggests that any potential future Council contribution may be subject to VAT. Therefore, in such an arrangement and in order for the Council to recover this VAT, the Council will need to exercise an option to tax over the whole site prior to any completion of the lease, in order that any interests in land granted are taxable rather than exempt supplies. In principle, this would allow for VAT recovery on any costs directly associated with these interests. Similarly, the Council has included a clause that the operator cannot dis-apply the option to tax in relation to the Land and will not do, or cause to be done, or omit to do anything which could lead to the option to tax being revoked or dis-applied by operation of law or otherwise.
39. It is proposed prior to the finalisation of the contract that a workstream is established to consider and determine the optimum tax structure for the transaction in order to protect the Council's interests in this regard.
40. Legal advice with regard to the draft Heads of Terms are set out in **Confidential Appendix 1**.
41. Prior to agreeing the recommendations within this report and prior to the finalisation of any lease agreement, decision makers should ensure that they are satisfied with the findings in this regard.
42. Further consideration will be given to the legal, procurement and tax implications of the report proposals as the documentation is finalised and in order to ensure that the structure of any final contract sufficiently protects the Council's interests.

Legal Implications

43. Legal advice in relation to the proposed transaction is set out at **Confidential Appendix 1**. This advice is confidential and privileged.
44. Prior to agreeing the recommendation sought within this report, decision-makers should ensure that they are satisfied with the findings in relation to the legal advice.
45. Section 123 of the Local Government Act 1972 enables the Council to dispose of land "in any manner they wish", provided that best consideration is obtained, for any interest for a term exceeding 7 years (or an assignment which still has more than 7 years to run). Disposals of land for more than 7 years for less than best consideration require the consent of the Welsh

Parliament, unless the disposal falls within the NAFWC 41/2003 Local Government Act 1972: General Disposal Consent (Wales) Order 2003. This general consent permits a disposal for less than the best consideration that can reasonably be obtained where the following conditions are met:

a) the Council considers that the purpose for which the interest in the land is to be disposed is likely to contribute to the achievement of any one or more of the following objects in respect of the whole or any part of its area, or of all or any persons resident or present in its area:

- i. the promotion or improvement of economic well-being;
- ii. the promotion or improvement of social well-being;
- iii. the promotion or improvement of environmental well-being;

and

b) the difference between the unrestricted value of the interest to be disposed of and the consideration accepted does not exceed £2,000,000 (two million pounds).

46. The Council intends to grant a lease for a term in excess of 7 years and accordingly, an independent surveyor has assessed whether the offer the Council has been presented with for the leasehold transaction represents the best consideration reasonably obtainable.
47. The legal advice at **Confidential Appendix 1** includes two opinions from Counsel addressing issues of procurement law and the Council's obligations under s123 LGA, as well as any issues concerning subsidy control. Following receipt of Counsel's most recent opinion, the issues have been discussed further with him, leading to various recommendations within this report as to points to be addressed before the transaction is finalised.
48. In coming to its decision, the Cabinet needs to take account of the Council's fiduciary duties to local residents and taxpayers.
49. The Cabinet must also make its decision having due regard to the Council's public sector equality duties pursuant to the Equality Act 2010 (including specific Welsh public sector duties). This requires the Council, in the exercise of its functions, 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.
50. An Equalities Impact Assessment has been undertaken. The findings are outlined within the Single Impact Assessment (see **Appendix 4**).
51. 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.

52. 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.
53. The well-being duty also requires the Council to act in accordance with the '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; and
 - Involve people from all sections of the community in the decisions which affect them.
54. The Cabinet 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 here:
<http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>
55. 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.

Procurement Law

56. Detailed procurement advice in relation to the proposed transaction is set out in **Confidential Appendix 1**.

Employment Law

57. The Council currently employs 47 employees to deliver the Music and Arts programme at St David's Hall.
58. There is the potential for some or all of those employees to transfer from the Council to AMG under the Transfer of Undertakings (Protection of Employment Regulations 2006) (TUPE) and, in any event, the lease and business sale agreement provide for the Council and AMG to treat all employees currently employed by the Council at the venue as transferring under TUPE. The expectation under the business sale agreement AMG is therefore that, whilst AMG would be responsible for those employees after the transfer, the Council would to provide certain warranties and indemnities to

AMG including for: all employee costs arising pre transfer; claims from transferring staff arising from pre transfer acts and omissions of the Council when the Council was their employer; and the risk of staff who have not been identified as being in scope to transfer alleging they should also transfer. The Council would also have obligations under TUPE to inform, and potentially consult, with the affected staff representatives in relation to the transfer.

Property Implications

59. All property implications are contained within the body of the report.

HR Implications

60. The legal implications set out in this report explain the TUPE requirements and pension implications. In addition to the requirements under the (Transfer of Undertakings (Protection of Employment Regulations) (TUPE), the requirements of the Welsh Government's Code of Practice on Workforce Matters the Code) must be met.
61. The Code is designed to ensure that where public services are outsourced to a third party (including the private or third sector) and staff transfer: (a) TUPE will apply, and if TUPE does not strictly apply, the principles of TUPE will be followed unless there are exceptional reasons for not doing so; and (b) staff of the service provider (whether newly recruited or existing staff) undertaking work on that contract will be employed on terms and conditions which are no less favourable than those of transferred staff, with the exception of pension arrangements where reasonable pension provision must be made as indicated in the Code. The Code requires the contracting authority, in this case the Council, to monitor the implementation of the Code by service providers wherever it applies, and to provide an annual report to the Welsh Government.
62. Agency workers at St David's Hall that have been continuously engaged in the same role for a fixed number of hours per week for the last 4 years, and those that have been doing the same for a period of 2 years, will be offered contracts of employment in accordance with the Fair Worker Policy (either permanent contract or temporary). This will mean that they will be covered by the TUPE legislation. AMG would need to determine for themselves the future use of Agency workers.
63. Cleaning employees within the Resources Directorate that are allocated duties in St. David's Hall are likely to be in scope to transfer to the incoming employer. Consultation will need to take place with managers within the Resources Directorate to ascertain if TUPE will apply. If this group are wholly engaged in the provision of cleaning services to St. David's Hall and are considered to be "in scope", they will need to be engaged in the formal consultation process.
64. The Local Government Pension Scheme Regulations allows for the incoming employer to join the scheme by virtue of entering into a tripartite Admission Agreement with the outgoing employer and the Administering Authority, in this case, Cardiff and Vale of Glamorgan Pension Fund. The Council as the outgoing and scheme employer has the responsibility of ensuring that the whole process is undertaken in a timeframe that allows for continued scheme

membership of the transferred employees, ensuring that no employee is placed at risk of suffering a break in pensionable membership.

65. Many of the clauses contained within the Admission Agreement will be statutory provisions prescribed by the Local Government Pension Scheme Regulations; others will be additions requested by the Council as the scheme employer or the outgoing employer as the Transferee Admission Body and agreed by all parties. It is important that sufficient time is allocated prior to a TUPE transfer to allow for completion of the Admission Agreement.
66. Employees who transfer from the outgoing employer (the Council) to the incoming employer (AMG) are not regarded as dismissed under TUPE, therefore, a transfer does not trigger an entitlement to redundancy pay unless there is an actual dismissal.
67. The incoming employer will be required to take over any collective agreements made by or on behalf of the outgoing employer in respect of the transferring employees which are in force at the point of transfer. These will include terms and conditions of employment negotiated through collective bargaining as well as wider employment relations agreements; examples include, collective disputes procedure, negotiated redundancy procedures, flexible working arrangements etc. The incoming employer is not however bound by post-transfer collectively agreed terms which they have not negotiated.
68. The Council as the outgoing employer, may, should they choose, offer alternative vacancies to any employee who is (objecting or otherwise) and who is assigned to the group, but does not wish to transfer to the incoming employer. In such circumstances, the Council's normal recruitment and selection procedures would apply.
69. The trade unions, employees and agency workers have been briefed on the recommendations set out in this report. Should Cabinet agree to the recommendations, a formal consultation period will commence with employees who are in scope to transfer to AMG under the Transfer of Undertaking (Protection of Employment) Regulations (TUPE). Trade union colleagues will be invited to attend employee consultation meetings and will be fully briefed throughout the transfer process.

RECOMMENDATIONS

Cabinet is recommended to:

- 1) Delegate authority to the Director of Economic Development, in consultation with the Cabinet Member for Culture, Parks & Events, the Section 151 Officer and the Legal Officer, to conclude negotiations with AMG and other relevant stakeholders to:
 - a. complete the MOU with stakeholders based on the principles set out in the draft MOU attached at **Confidential Appendix 1**;

- b. complete the lease and associated documents as set out at **Confidential Appendix 1**; and
 - c. complete the business sales agreement with AMG for St David's Hall based on the principles set out in the draft business sales agreement as set out at **Confidential Appendix 1**.
- 2) Authorise the transfer of [all] employees to AMG under the Transfer of Undertaking (Protection of Employment Regulations 2006) (TUPE).

SENIOR RESPONSIBLE OFFICER	Neil Hanratty Director of Economic Development
	7 July 2023

The following appendices are attached:

- Confidential Appendix 1:** Legal Advice & Agreements
- Confidential Appendix 2:** Market Exercise Summary
- Confidential Appendix 3:** Surveyors Letter
- Appendix 4:** Single Impact Assessment

By virtue of paragraph(s) 14, 16 of Part(s) 4 and 5 of Schedule 12A of the Local Government Act 1972.

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Cardiff Council

Single Impact Assessment



1. Details of the Proposal

What is the proposal?	
Title:	For a new tenant to run St David's Hall. Academy Music Group would like to commit to a 45-year property lease to operate the venue.

Is this a new proposal or are you amending an existing policy, strategy, project, procedure or service?	
New	<input checked="" type="checkbox"/>
Existing	<input type="checkbox"/>

Directorate/Service Area:	
Economic Development	

Who is developing the proposal?	
Name:	Chris Barnett
Job Title:	Operational Manager for Major Projects

Responsible Lead Officer (Director or Assistant Director):	
Director of Economic Development, Neil Hanratty	

Cabinet Portfolio:	
Culture, Parks and Events	

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	Chris Barnett	OM Major Projects	11/06/2023
2	Updates following feedback from Equalities, Child Friendly & Welsh Language teams		26/06/23

2. Overview of the Proposal

What action is the Council considering and why?

Please provide an outline of the proposal.

The action the Council is taking is to secure a future for St David’s Hall/ Neuadd Dewi Sant, including protecting the classical and community music programme that St Davids Hall/Neuadd Dewi Sant has become renowned for. In addition to this, the ambition is to improve the contemporary music offer, ensuring that the people of Cardiff, Wales and beyond can access the most relevant contemporary music, bands and acts synonymous with an Academy offer in the Capital of Wales.

This action is being taken because the venue requires tens of millions of pounds of investment, improved front of house facilities and an improved music and community programme. After 10+ years of austerity, the Council is facing an additional £24million budget gap this year, therefore is committed to a positive course of action to secure the future of this nationally important venue.

In December 2022, a report to Cabinet stated that the Council was considering an unsolicited offer from AMG to take over operation of St David’s Hall without subsidy and to take away all the building’s risks and liabilities from the Council. The report stated that AMG has given a firm commitment to work to enhance the venue’s reputation as the National Concert Hall of Wales by continuing to maintain and develop the classical music programme to protect the classical series. This would be alongside the introduction of AMG’s Academy music venue. In the proposed deal both a classical and community programme would be protected, which includes supporting important events and activity relating to culture in Wales and Welsh culture itself. Please note this is a property lease transaction and not the sale of the Property. Also note, this property transaction has been developed in line with legal advice from Kings Counsel on what can legally be included as part of transaction on this kind.

The Outline Business Case sets out that AMG will operate the venue without subsidy whilst also investing in the building and protecting the classical programme. AMG can achieve this, where the Council has been unable to, by introducing their Academy product to St David’s Hall. This will transform the venue’s commercial programme and significantly improve commercial revenue.

The December 2022 report to Cabinet set out that, if the Council is minded to proceed with the proposed contract, then the Council intend to publish a VEAT notice (Voluntary Ex-Ante Transparency Notice) to advise the market of the offer that has been made, to enable other suppliers to challenge the decision.

A question on the future management of St David's Hall was included in the consultation on the 2023/24 Budget Proposals. The Budget 2023/24 report to Cabinet, in March 2023, highlighted that the budget consultation found that, in response to a question seeking views on a new partner to run St David's Hall, the responses received were 59% in support and 26% against.

Additional to this process to ensure best value is achieved, in April 2023, a marketing exercise took place, inviting offers from experienced and qualified theatre, arts and venue services organisations interested in leasing and operating St David's Hall.

The marketing exercise has concluded; no bids were received that would take on the building liability and the classical commitments.

The Council subsequently published a VEAT notice as planned.

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?

The investment needed in St Davids Hall is estimated at £38million pounds. The proposed new tenant would need to agree that they commit to manage and, where relevant repair the defects identified over the course of the proposed 45-year lease.

A new tenant would also remove the annual subsidy needed for St David's Hall from the Council. Currently there is a budgeted operating subsidy of £688,700 per annum, which is regularly exceeded, with subsidy levels of £1m+

3. Impact Assessments

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

Impact Assessment	Page	To be completed: Y/N
A. Equality Impact Assessment	5	Y
B. Child Rights Impact Assessment	12	Y
C. Welsh Language Impact Assessment	16	Y
D. Habitats Regulations Assessment		N
E. Strategic Environmental Assessment		N
F. Data Protection Impact Assessment		N
G. Health Impact Assessment		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

Impact on the Protected Characteristics

Age

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

	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.

The proposed new tenant, Academy Music Group (AMG) seeks to expand the diversity of acts/events by bringing an Academy product to the city centre which would have a positive impact to all age groups. An Academy product would bring to St. David's Hall new and different music genres, acts and performances that would not have taken place at the venue previously.

The existing overall programme at St David's Hall, needs to be developed to reach more of our diverse communities in Cardiff and Wales and younger audiences to better reflect the demographic of the city. The plan to optimise the programme to reflect this would better serve cultural equality in Cardiff and Wales.

AMG also offer a commitment to developing and enhancing the classical and community programme. This will be supported by a Classical Music Stakeholders board, that will work to develop the Classical and Community programme at St David's Hall. As well as developing the programme, the group will work to protect and sustain what concerts are culturally important to communities in Cardiff and Wales.

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

No action required.

Disability

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

	Yes	No	N/A
Hearing Impairment	✓		
Physical Impairment	✓		

Visual Impairment	✓		
Learning Disability		✓	
Long-Standing Illness or Health Condition	✓		
Mental Health		✓	
Substance Misuse		✓	
Other		✓	

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

The AMG proposal would result in significant investment to the building thus improving and modernising front of house & communal areas.

Investment to these areas of the building, would likely result in improvements to physical access, making it easier for those with physical impairments / long standing health conditions and potentially to those with visual and hearing impairments, with the installation of for example, improved lighting.

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

Accessibility improvements.

Gender Reassignment

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

	Yes	No	N/A
Transgender People (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex)	✓		

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

AMG investment the building would result in significant upgrade and modernisation of communal areas. This presents an opportunity for the provision of gender-neutral facilities which would have a positive impact.

AMG are also committed to providing a more contemporary programme, better reflecting audiences of today, booking more diverse artists and musicians that would have a wide appeal to LGBTQ+ audiences.

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

Accessibility improvements. Expanded provision and diversity of performances.

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.

No differential impact.

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

No action required.

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.

No differential impact.

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

No action required.

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.

AMG seeks to expand the diversity of acts/events by bringing an Academy product to Cardiff/Wales. This programme will include music genres not regularly part of the St. David's Hall offer. Expanding appeal to community groups that don't currently feel the venue is for them and therefore this would result in a positive impact in terms of access and diversity of programme.

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

Expanded provision and diversity of performances.

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	✓		

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

A positive impact may be made with an expansion in programme diversity. This could result in a greater attendance / participation from all groups.

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

Expanded provision and diversity of performances.

Sex

Will this proposal have a **differential impact [positive/negative]** on men and/or women?

	Yes	No	N/A
Men		✓	
Women		✓	

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

No differential impact.

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

No action required.

Sexual Orientation

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

	Yes	No	N/A
Bisexual	✓		
Gay Men	✓		
Gay Women/Lesbians	✓		
Heterosexual/Straight	✓		

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

AMG are also committed to providing a more contemporary programme, better reflecting audiences of today, booking more diverse artists and musicians that would have a wide appeal to LGBTQ+ audiences.

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

Expanded provision and diversity of performances.

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.

--

Ticket pricing structures may need to be looked at, accessing what is commercially viable. AMG are sensitive to what is affordable for diverse communities and have agreed to work with stakeholders to ascertain a reasonable ticket pricing offer.

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

Work with partner stakeholders on ticket pricing arrangements. The new tenant and Music Stakeholders group will work to secure affordable ticket pricing and support packages, to ensure fair inclusion for those from less affluent backgrounds.

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.

Please refer to the Welsh Language Impact Assessment.

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

Please refer to the Welsh Language Impact Assessment.

Consultation and Engagement

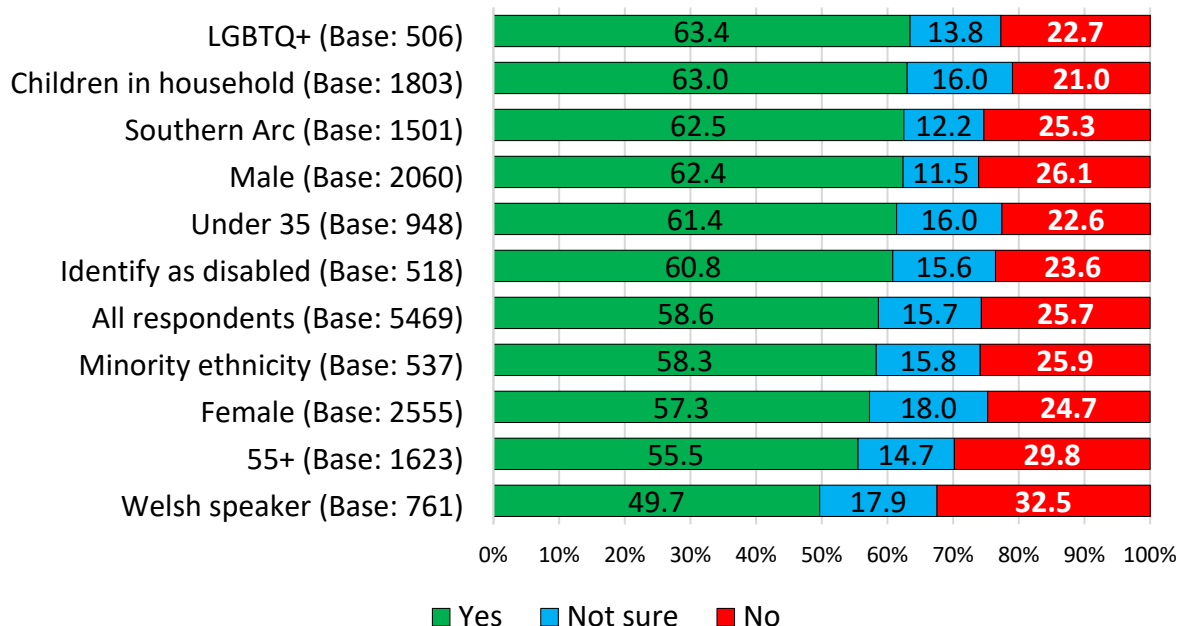
What arrangements have been made to consult/engage with the various equalities groups?

The 2023/24 Budget Proposals consultation in March posed a question to citizens to seek views on the proposal for St David’s Hall to be run under an alternative operating model whereby the Council would secure a long-term lease arrangement with a tenant, who would be required to maintain a classical and community programme and have an obligation to keep the premises open, safe and operational.

There were a total of 5,932 responses of which there respondents from a wide range of demographic groups. The results were overall supportive of the proposal with 58.6% of respondents (three in five respondents) supporting the proposal, this was double the proportion of those against (25.7%).

The below graph shows a summary of data gathered of responses from impacted groups:

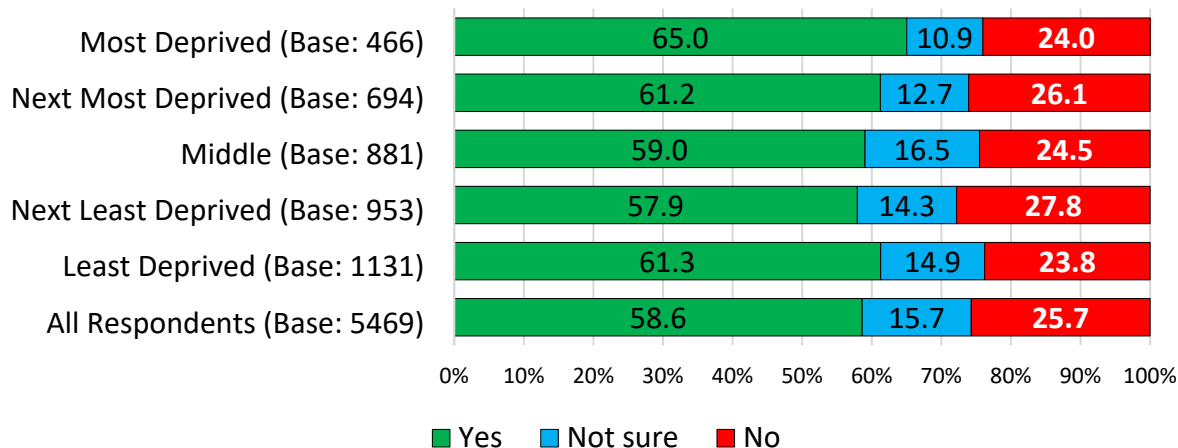
St. David's Hall: Do you support this proposal?



Notably, there was strong support for the proposals by those in a number of equalities groups; those identifying as LGBTQ+ (63.4%) and those with children in their household (63.0%) were most likely to support the proposal for St David’s Hall. Welsh speakers showed the highest level of opposition (32.5%), however close to 50% of respondents who identified as Welsh supported the proposal. A Welsh language Impact Assessment has been undertaken (please refer to Section C of this document).

There was no correlation with support for this proposal and level of deprivation:

St. David's Hall: Do you support this proposal?



The question regarding the future proposal for St. David’s Hall was also posed in a Youth Survey where questions were tailored for a younger audience and promoted via the Council’s schools and Child Friendly City engagement channels. Almost two-thirds (62.6%)

of those taking part in the Youth Survey supported the proposal for a long-term lease arrangement, a quarter (25.2%) were unsure, whilst almost one in eight (12.2%) opposed it. This demonstrates higher levels of support than the city-wide average. Some of the concerns highlighted by young people were around whether there would be a reduction in community events, price increases and a reduction in overall use of the venue.

Summary of Actions (Listed in the sections above)

	Actions
Age	No action required.
Disability	Accessibility improvements
Gender Reassignment	Accessibility improvements. Expanded provision and diversity of performances.
Marriage & Civil Partnership	No action required.
Pregnancy & Maternity	No action required.
Race	Expanded provision and diversity of performances
Religion/Belief	Expanded provision and diversity of performances
Sex	No action required
Sexual Orientation	No action required
Socio-economic Impact	Work with partner stakeholders on ticket pricing arrangements
Welsh Language	See Welsh Language Impact Assessment below
Generic/ Over-Arching (applicable to all the above groups)	

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.

On completion of this Assessment, please ensure that the 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 (CRIA)

Information or assistance in completing the CRIA, please email the Child Friendly Cardiff Team ChildFriendlyCardiff@cardiff.gov.uk



STAGE 1: PURPOSE/SCOPE

1. What is the policy/strategy/project/procedure/service?
Summarise its overall aims and any aims specific to children.

See Overview in part 2.

St. David's Hall offers a number of events and performances to children and young people, often offering the opportunity for young peoples' first public concert hall performance. We have evidence that many young people have gone on to enjoy significant success in the music industry after experiencing positive reactions at these concerts.

For 40 years, St David's Hall has offered performance opportunities for Youth Orchestras, School Orchestras, Young Choirs and community music organisations. We plan to protect and optimise this activity, through the Classical Stakeholders Advisory Boards MoU, which is tasked with developing youth music opportunities at St David's Hall.

As well as through our Cardiff Council and associated schools' music service provision, Cardiff Council will continue to employ staff members of Arts Active, who will transfer to our Council Education team, and develop work to align with the Cardiff Music Strategy and music education objectives.

The Arts Active Trust is an independent Trust set up to support the work of the Arts Active team. The Arts Active team are employed by Cardiff Council to deliver outreach programmes to promote the music and arts activities at St David's Hall and with other partners, to engage with the communities of Cardiff and beyond, to encourage interest in and the appreciation of music, performing arts and multi-disciplinary arts projects through participation, education and audience development.

Cardiff Council will be signing an MoU with the new tenant and a Classical Stakeholders Advisory Board, that will oversee youth programming development in line with the aspiration of optimising the overall classical and community programme at St David's Hall.

2. Please select the groups of children and young people who will be directly and/or indirectly impacted. Please review after completing the form.

<input checked="" type="checkbox"/> Protected Characteristics	<input checked="" type="checkbox"/> EOTAS
<input checked="" type="checkbox"/> Young Parents	<input checked="" type="checkbox"/> Gypsy Travellers
<input checked="" type="checkbox"/> Children of Single Parents	<input checked="" type="checkbox"/> Asylum Seekers
<input checked="" type="checkbox"/> Southern Arc Children	<input checked="" type="checkbox"/> BAME Community
<input checked="" type="checkbox"/> Children of Deaf Parents	<input checked="" type="checkbox"/> Care Experienced
<input checked="" type="checkbox"/> Young Carers	<input checked="" type="checkbox"/> Pre-School
<input checked="" type="checkbox"/> Primary School	<input checked="" type="checkbox"/> Secondary School
<input checked="" type="checkbox"/> Welsh First Language	<input checked="" type="checkbox"/> Non-Native Speakers of English
<input checked="" type="checkbox"/> Set Locality	<input checked="" type="checkbox"/> Citywide
<input checked="" type="checkbox"/> LGBTQ+	<input checked="" type="checkbox"/> ALN
<input checked="" type="checkbox"/> Youth Justice	Other - Click or tap here to enter other identified groups

STAGE 2: BUILD AND ASSESS

The General Principles of the UNCRC (United Nations Convention on the Rights of the Child) are at the heart of a child rights approach. [This link](#) will take you to a page on our website with a full list of Children’s Rights and supporting information. [Click here](#) to access a list of articles grouped into common themes.

3. What is the likely/ actual impact of the proposal on children’s rights? Is it positive, negative, or neutral?

<i>Describe the Impact</i>	<i>Impacted UNCRC Articles</i>	<i>Impact Scale</i>	<i>How to mitigate impact (if negative)</i> i - additional info
The commitment to work with schools through our Music Services teams, Youth Orchestras and youth music organisations, as well as Arts Active Trust, all who typically provides art-related educational activities, aligns with the UNCRC's goal of education, which includes the development of a child's personality, talents, and mental and physical abilities to their fullest potential.	Article 29 (Goals of Education)	Positive	Click or tap here to add a mitigation.
The proposal's commitment to preserve a robust youth classical programme, accommodate community events, and introduce the AMG Academy music product will enrich local cultural offerings. This helps to ensure that children have access to a wide range of	Article 31 (Leisure, Play, and Culture)	Positive	Click or tap here to add a mitigation.

cultural, artistic, and recreational activities, in line with Article 31. Particularly enhancing a more diverse music programme that will better appeal to today's young people and more relevant to possible music performance opportunities.			
The group will work with the Cardiff Music Board, who are tasked with creating opportunities for young people from disadvantaged and working-class backgrounds, to identify talent from these backgrounds and work with organisations to nurture diverse talent to develop, produce and perform.	Article 29 (Goals of Education)	Positive	Click or tap here to add a mitigation.
We recognise that potential increase in ticket prices due to the venue's transition to a commercial operation could make cultural events less accessible for some children, particularly those from less affluent backgrounds, conflicting with the intention of Article 31.	Article 31 (Leisure, Play, and Culture)	Negative	The new tenant and the Classical Music Stakeholders group, will work to secure affordable ticket pricing and support packages, to ensure fair inclusion for children from less affluent backgrounds.

STAGE 3: VOICE AND EVIDENCE

4. How do you plan to review the policy/ strategy/ project/ procedure/ service to ensure that it respects, protects and fulfils children's rights? [i - additional info](#)

Cardiff Council are retaining an active role on the Classical Stakeholders Advisory group with the new tenant. Council Officers will work closely with our Education and Music Services Team and Arts Active members of Staff to develop, monitor and review this work and young peoples' opportunities at St David's Hall going forward.

5. Have you sourced and included the views and experiences of children and young people? What do you know about children and young people's views and experiences that are relevant to the proposal? [i - additional info](#)

As part of the Council's budget consultation process for 2023/2024, Cardiff citizens, were asked whether they would support the proposal for an Alternative Operating Model for St. David's Hall by securing a long-term lease arrangement with a tenant.

Overall, 58.6% of respondents to the survey supported the proposal to secure a long-term lease arrangement to manage St David's Hall, more than double the proportion of those against the proposal (25.7%). Within every demographic and income group analysed, more respondents supported the proposal than opposed it. The Budget consultations results were

based on robust sample size of 5,932 responses, including the responses of the Youth Survey designed to encourage engagement with young people.

The Council plans on securing a similar or enhanced offer for young people, schools orchestras, youth orchestras and community groups and intent to offer an exciting, optimised and enhanced youth programme with the new tenant.

STAGE 4: BUDGET

It is important to consider the resource and budgetary elements which are directly attributed to children and young people to enable oversight.

- 6. What is the budget for this policy/ strategy/ project/ procedure/ service?
In your answer, include any allocations specifically for children and young people and whether any of the budget will be used to mitigate negative impacts identified above.**

Booking arrangements for youth groups and young people will remain in line with what currently happens, costs will vary in line with inflation, the stakeholders group will champion reasonable booking costs and ticket pricing. Consideration will be given in special cases where community bookings are unaffordable to certain groups.

STAGE 5: IDENTIFIED ACTIONS

- 7. What actions have been identified or changes made to the policy/ strategy/ project/ procedure/ service as a result of this assessment? [i](#) - additional info**

Click or tap here to enter text.

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.

There will be a continuing and positive impact on Welsh Language provision if AMG become the new tenant of St David's Hall/Neuadd Dewi Sant. The new tenant will be obliged in the Lease to comply with a Welsh Language Policy which will contain the Welsh Language Standards that are currently followed at St Davids Hall/Neuadd Dewi Sant.

A Memorandum of Understanding (MoU) between AMG, the Council and Classical Music Stakeholders will also be entered into, to support the Classical and Community programme, which will help protect important Welsh Culture activities that are currently established in the programme.

Stakeholders include:

- BBC National Orchestra and Chorus of Wales
- BBC Cardiff Singer of the World
- Welsh National Opera
- An Independent Classical Music Advisor
- Royal Welsh College of Music and Drama
- Cardiff Philharmonic Orchestra
- Cardiff Council
- Academy Music Group

Copies of the property lease and the MoU will be submitted with this assessment.

The proposed lease states:

- The Tenant must comply with the Welsh Language Policy for the Property as approved by the Council. The parties shall review the Language Policy on a regular basis (not more than once per calendar year) and discuss and agree any additional steps or actions either the Landlord or the Tenant could reasonably take to further develop the Language Policy.

The MOU states:

- will commit to using the Welsh language in line with legal and statutory requirements to support the classical music programme in Wales.

This is in addition to the community programme, that will deliver many aspects of supporting Welsh Culture and the Welsh Language, supported by Stakeholders and the work of Arts Active staff, that will assist with the community programming and ensure all parties maintain their commitment to Welsh Language standard legislation.

Note – that primary stakeholders are publicly committed to the use of the Welsh Language and are guided by their own Welsh Language policy.

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?

We are working to secure a future for St Davids Hall/Neuadd Dewi Sant. Securing the investment needed will help protect the future for the building and its continued use as a concert hall, this proposal is working to ensure the venue stays open, safe and stays operating.

The MoU as referred to above will be implemented by an expert stakeholders group, that will advise and have significant input into the direction of the classical and community programme at the hall. The organisations involved, all have a deep commitment to Welsh Culture and promoting the Welsh Language, as well as committed to complying with Welsh Language standards.

This stakeholder group will help develop a work programme to enhance the classical and community programme in the venue, that will ensure concerts and activity that promotes Welsh Culture, Welsh Music, Welsh celebratory concerts and Welsh schools and Youth music concerts can continue to be enjoyed and developed at the venue.

The tenant will continue to employ staff who are fluent in the Welsh Language, offering the same box office Welsh Language engagement offer that currently exists.

Welsh Language programme notes will continue to be offered as they are now, where relevant for classical and community concerts.

The need for bilingual signage is recognised by the proposed new tenant.

The new tenant is familiar with Welsh Legislation, including the Well Being and Future Generations act and the commitment to the Welsh Language in that legislation.

The new tenant is familiar with the Welsh Language Standards legislation and is happy to continue to follow that in St David's Hall.

The Council has recommended that the new tenant retains the name St David's Hall and Neuadd Dewi Sant as part of any rebranding exercise.

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

The new tenant will be obliged to operate in accordance with Welsh Language Standards, as the Council, currently does.

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?

Please note the points made in Standard 88 and Standard 89, which outlines stakeholders' commitment to the classical and community programme.

Since the beginning of this process, the Council has been emphatic of the importance of the Welsh Language to the classical and community programme of St David's Hall. Therefore, all work and conversations have been based on that any new arrangement would not have an adverse effect on a person's opportunity to use the Welsh Language.

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

Please refer to points made above regarding lease, MoU and Stakeholders programme of work. To clarify, these arrangements mitigate against a decreased effect on opportunities for people wanting to use the Welsh Language at that venue.

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?

The Council has emphasised from the start of this process and in all negotiations, that the Council would wish for any new operator to offer the same opportunities for the use of the Welsh Language at the venue, follow Welsh Language Standards and agreeing a policy to support this work.

The Council will require AMG to act like the Council would have to on this specific issue.

The Council remains on the Classical Music Stakeholders group, along with BBC National Orchestra of Wales, BBC Cardiff Singer of the World, Welsh National Opera, Cardiff Philharmonic the Royal Welsh College of Music and Drama and the Academy Music Group.

Reassurance was communicated to the Director of BBC Cymru Wales on the continuation of a St David's Hall bilingual offer by the Council, when the BBC enquired on what approach a new

tenant might take in respect of complying with Welsh Language Standards for the Classical and Community programme.

The conversations also involved ticketing, show notes and programmes produced by the stakeholders. Reassurances have been given by AMG on all accounts.

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

Yes, this was looked at and the current position, is the Welsh Language would be treated no less favourably.

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?

Yes, as above, to reiterate, the positive effects can be managed through the MoU.

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

Yes, this was looked at and the current position, is the Welsh Language would be treated no less favourably.

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?

Yes, as noted above, by working to maintain the existing approach at the venue.

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

Yes, as above.

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?

N/A

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

N/A

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?

N/A

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

N/A

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?

N/A

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

N/A

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?

N/A

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

N/A

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?

As noted, the transaction is a property lease deal to a 3rd party private company. The Council will impose a Welsh Language Policy which will require the tenant to comply with Welsh Language Standards.

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?

It is the intention to TUPE across existing FTE Staff at St David’s Hall to AMG, these will include Welsh speaking staff to support the delivery of the proposal in compliance with the requirements of the Welsh Language Standards.

Next Steps

Where it is considered that a Welsh Language Impact Assessment is required, you must append the completed 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 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 type="checkbox"/>

	Yes	No
Is the strategy, policy or activity likely to have significant environmental effects (positive or negative)?	<input type="checkbox"/>	<input 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 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 \(phwwhocc.co.uk\)](http://phwwhocc.co.uk)

Email: WHIASU.PublicHealthWales@wales.nhs.uk

**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 13 JULY 2023

**SCHOOL ORGANISATION PROPOSALS: PROVISION FOR
CHILDREN AND YOUNG PEOPLE WITH ADDITIONAL
LEARNING NEEDS (ALN)**

EDUCATION (COUNCILLOR SARAH MERRY)

AGENDA ITEM: 5

Appendices 5 and 6 are exempt from publication because they contain information of the kind described in paragraphs 14 (information relating to the financial or business affairs of any particular person) and 21 (public interest test) of parts 4 and 5 of Schedule 12A to the Local Government Act 1972 and in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Reason for this Report

1. For Cabinet to consider:
 - a. Recommendations to hold public consultation on a range of proposals to extend and realign additional learning needs provision.
 - b. To note the potential revenue and capital implications to the Council arising from all proposals.
 - c. Recommendation, ahead of the Sustainable Communities for Learning rolling programme, to proceed with the design and procurement of the Ty Glas and Oak House sites, and the temporary accommodation on the existing Fitzalan High School works through the School Organisation Programme.
 - d. To note the engagement regarding the potential temporary relocation of Lansdowne Primary School to the existing Fitzalan High School site, ahead of a further Cabinet Report outlining the need to address condition issues at the current Lansdowne Primary School site.
 - e. To delegate authority to the Director of Economic Development to acquire the freehold interests for land at adjacent to the existing Greenhill Special School site, in line with an independent valuation, to allow the delivery of the replacement Greenhill Special School, subject to Ministerial approval for Welsh Government capital funding.

Background

2. Cardiff has a range of in-county provision delivering specialist places in special schools, specialist resource bases and wellbeing classes that operate as part of mainstream schools, a Pupil Referral Unit, and Community Teaching provision. A map of existing special school and specialist resource base provision can be seen at Appendix 1.
3. Band B of the Sustainable Communities for Learning Investment Programme (Band B), formerly the 21st Century Schools Programme, includes key Additional Learning Needs projects including the Fairwater Community Campus, The Court Special School and Greenhill Special School. The Cabinet has also considered reports in response to the growing demand for specialist placements at its meetings on 15 July 2021 and 14 October 2021 and authorised officers to consult on a range of proposals to expand primary and secondary provision for primary and secondary age learners with Complex Learning Needs, Autism Spectrum Condition and Emotional Health and Wellbeing Needs.
4. These projects, combined with Band B projects, will enable a phased increase in Cardiff's designated specialist placements to:
 - 660 placements for primary-age learners with Complex Learning Needs and/ or Autism Spectrum Condition.
 - 781 placements for secondary-age and post-16 learners with Complex Learning Needs and/ or Autism Spectrum Condition.
 - 120 placements for primary-age learners with Emotional Health and Wellbeing Needs.
 - 194 placements for secondary-age and post-16 learners with Emotional Health and Wellbeing Needs.
5. The additional places were brought forward within the strategic principles outlined below:
 - schools and settings that deliver an innovative curriculum with effective whole school approaches to teaching and learning.
 - excellent specialist services to enhance the capacity of schools and other settings to include children and young people with a range of ALN.
 - effective early identification and research-based intervention to prevent the escalation of ALN wherever possible.
 - high levels of accessibility in every school building with sufficient flexible accommodation in every school appropriate to the age and stage of learning.
 - strong partnerships to ensure a holistic, collaborative response to a child or young person's ALN (including health, children and adult services, early years and FE providers).
 - effective multi-agency transition planning at every stage, from early years through to primary, secondary, post 16 and adult destinations, to support admission without delay.

6. As the approved proposals are implemented this will mitigate costs of placements in non-maintained or independent settings. Increased demand from the pandemic has necessitated use of a range of interim solutions including extending existing provision through use of temporary accommodation as well as procuring a greater number of places in local independent and non-maintained settings. The relevant independent provision is operating at, or near to, full capacity and the Council is now looking to stimulate the market to deliver new/expanded provision. However, many of these placements are costly and often involve longer home to school journeys for learners, with associated increased transport costs.
7. In the short term, the Council is currently working with private providers to deliver a greater number of places, along with developing additional places through delivery of an enhanced Community Teaching provision.
8. In the longer term the Council's aim is to ensure an effective, inclusive approach to supporting Additional Learning Needs sufficiency that includes the following principles:
 - an inclusive, child centred approach to identifying and meeting additional learning needs, in line with the ALN and Educational Tribunal Act
 - an improved spread of specialist places across the city, including where relevant smaller local settings.
 - an SRB in each cluster for Emotional Health and Wellbeing needs, and Complex Learning and Autism needs.
 - Further develop the training and support to schools provided by specialist and outreach services
 - reducing placement costs per pupil.
 - reducing transport costs per pupil.
 - supporting active travel.

Issues

City-wide context

9. As a consequence of a sustained fall in the birth rate from 2017/18 onwards, and changes to migration patterns, city-wide intakes to primary education in September 2021 to September 2025 are projected to reduce significantly. These are evidenced in data published by the Office of National Statistics and the most recent NHS GP registration data sets.
10. As birth rates in Cardiff, and nationally, have followed a long-term cycle of approximately 25 years intakes to primary schools are not anticipated to return to high levels until later than 2030. The equivalent cycle of pupil populations is evident within secondary education, with a seven-year delay.
11. The total number on roll at Cardiff's primary schools in 2021/22 had fallen marginally by c1% since 2017/18 but this will fall significantly in future years. The total number on roll at secondary schools in 2021/22 has increased by

14% in the same period and will increase further by 2023/24, remaining at a similarly high level until at least 2027/28.

12. The citywide position of ALN across the city shows that the number of pupils with severe and complex needs, requiring a place in a special school or specialist resource base has continued to grow due to a number of factors including pupil population growth in some age phases, improved survival rates for children born with significant disabilities, resulting in a higher incidence of severe and complex disabilities, increased incidence and identification of specific needs and higher incidence of children and young people with emotional health and wellbeing needs.
13. Whilst the factors above would broadly apply to the national context, in it is believed that the proportion in Cardiff is higher than average owing to factors such as, but not solely due to, proximity to the University Hospital of Wales.
14. As in all Local Authorities, the medium to long-term impact on learners of the Covid-19 lockdown is uncertain. Cardiff's schools have reported concerns in respect of behavioural, emotional and social development of learners that are at present supported in mainstream provision and it is noted that there has been a further increase in the number of children presenting with complex emotional health and wellbeing needs which have required appropriate support/ more specialist placements. Permanent exclusion and anxiety-based non-attendance have increased significantly since 2019/20. Although this may be a short-term impact of the pandemic, this may be part of a new longer- term trend.
15. The Council is investigating opportunities to improve facilities for prevention and early intervention in primary and secondary schools, including flexible spaces to allow for smaller classes and for setting up in-house nurture arrangements and internal exclusion.
16. Many Cardiff maintained schools demonstrate excellent practice in meeting needs in-house through a range of strategies including the Restorative Approach; ELSA; Thrive/ Trauma Informed practice; internal exclusion; nurture classes; smaller classes for more vulnerable pupils. A key factor in schools where this is strongest and most effective is having the space/ flexible accommodation and resources needed.

Primary phase - Emotional Health and Wellbeing Provision

17. The Council is committed to the principles of inclusion and recognises that the majority of children and young people with additional needs are best supported in their local mainstream schools. The Council therefore seeks to promote and enable prevention and early intervention strategies to reduce the risk of placement breakdown in a mainstream school and/ or the need for specialist placement.
18. At present, there are 48 temporary placements for primary-age learners with Emotional Health and Wellbeing Needs at five Wellbeing Classes hosted within mainstream schools city-wide, based at Fairwater Primary School, Lakeside Primary School, Springwood Primary School, Fitzalan High

School and Ysgol Gymraeg Pwll Coch. Learners attend Wellbeing Classes for a time-limited therapeutic intervention to support continued inclusion in their local mainstream school at the end of the period. Some learners whose needs cannot be met in their local mainstream school transfer to specialist provision such as The Court Special School.

19. The Wellbeing Class placements have historically been for a pre-determined period of 6 months or a year. An increasing number of children who require placement are presenting with needs that require a longer intervention, suggesting the council should adopt a more flexible approach going forward, including the option for the time period in placement to be determined by individual children's progress.
20. Special school places for primary-age learners with Emotional Health and Wellbeing Needs are also provided at The Court Special School.
21. Proposals considered by Cabinet in July 2021 noted the projected increasing demand for primary age places for children resident in Cardiff with Emotional Health and Wellbeing Needs, to 119-131 places by 2025/26.
22. To address the need for additional places, the Council approved proposals in 2022 to expand The Court Special School from 42 places to 72 places across two sites, with effect from September 2025. This will add capacity to the primary phase, addressing sufficiency needs, and will replace an existing deteriorating building with two new purpose-built schools of 36 places each in the east and the west of the city.
23. On implementation of The Court School proposals, the Council has in-county provision for 120 learners, and the Council is developing proposals to further expand these places in other communities. This will further improve the city-wide distribution of specialist places, supporting a greater number of Cardiff's learners to access education in their local community.
24. The Council is committed to further developing and increasing provision for primary age learners with Emotional Health and Wellbeing Needs, in temporary wellbeing provision supporting learners to continue in mainstream schools, and in specialist provision where permanent placements are appropriate.

Primary phase - Complex Learning Needs and/ or Autism Spectrum Condition Provision

25. Maintained places in specials schools for primary aged pupils with Complex Learning Needs and/ or Autism Spectrum Condition are provided at Meadowbank Special School, Riverbank Special School, The Hollies Special School and Ty Gwyn Special School. The Council also has eight Specialist Resources Bases supporting these needs located in mainstream primary schools city-wide, increasing to nine in 2023/2024.
26. Proposals considered by Cabinet in July 2021 noted the projected increasing demand for primary age places for children resident in Cardiff

with Complex Learning Needs and/ or Autism Spectrum Condition, to 547-602 places by 2025/26.

27. In order to address the need for additional places, the Council has approved proposals in 2022 to expand this provision by 182 places, with expansion being phased from September 2022 to September 2023. By September 2026, the implementation of these proposals combined with other approved changes will increase the number of places for these learners to 660 places.
28. This addition of capacity to the primary phase will address sufficiency needs by expanding existing special school provision at Meadowbank Special School, Riverbank Special School, The Hollies Special School and Ty Gwyn Special School and SRBs and establishing new provision at Moorland Primary School. The changes will also improve the city-wide distribution of specialist places, supporting a greater number of Cardiff's learners to access education in their local community.
29. Demand for places will be kept under review and proposals to respond to any changes brought forward as required.

Secondary phase - Emotional Health and Wellbeing Provision

30. School-based places for secondary aged pupils with Emotional Health and Wellbeing Needs are provided at Greenhill Special School and at a Specialist Resource Bases located at Cardiff West Community High School. A second Specialist Resource Base at Eastern High will admit learners in 2023/2024.
31. The Council also provides places for learners with Emotional Health and Wellbeing Needs at the Pupil Referral Unit and through the Community Teaching Programme. There is also Hospital teaching for in-patients support and as part of the Goleudy programme for young people who have suffered emotional distress.
32. There are however increasing and urgent needs requiring additional provision across the city in order for learners to be able to access services closer to home and to mitigate transport costs.
33. Proposals considered by Cabinet in October 2021 noted the projected increasing demand for secondary and post-16 places for learners resident in Cardiff with Emotional Health and Wellbeing Needs, to 380-419 places by 2025/26.
34. At a time when the secondary-age population is increasing, the Council has ensured that the need for places for secondary and post-16 learners with Emotional Health and Wellbeing Needs have been met by funding places in the independent sector. However, the ability of the independent sector to further respond to increasing demand is limited. The Council is therefore prioritising the development of proposals to expand the Council's maintained provision which would support a greater number of Cardiff's learners to access education in the city and in their local community and

would have a positive impact on the Council's distribution of financial resources to schools city-wide.

35. In order to address the need for additional places, the Council approved proposals in 2022 to establish Specialist Resource Bases of 20 places each at Cardiff West Community High School and at Eastern High, with effect from September 2022 and September 2023 respectively, increasing capacity to 194 places in school provision and the Pupil Referral Unit.
36. The Council has also consulted on proposals within the Band B investment programme to expand Greenhill Special School in 2021/22 which indicated support of stakeholders to develop and expand provision for secondary and post-16 learners with Emotional Health and Wellbeing Needs. In addition to this, the Council is further developing PRU provision to provide places for Key Stage 3 (age 11-14) learners alongside an enhanced tuition service to provide a broad offer for the needs presenting.

Secondary phase - Complex Learning Needs and/ or Autism Spectrum Condition Provision

37. Maintained places in special schools for secondary aged pupils with Complex Learning Needs and/or Autism Spectrum Condition are provided at Ty Gwyn Special School and Woodlands High School. The Council also has six Specialist Resources Bases supporting these needs located in mainstream primary schools city-wide, increasing to seven in 2023/2024.
38. Proposals considered by Cabinet in October 2021 noted the projected increasing demand for secondary age places for learners resident in Cardiff with Complex Learning Needs and/ or Autism Spectrum Condition, to 629-692 places by 2025/26.
39. In February 2022, 560 secondary and post-16 learners resident in Cardiff with Complex Learning Needs and/ or Autism Spectrum Condition were placed in specialist provision, including 276 in special schools and 284 in Specialist Resource Bases in mainstream schools.
40. In order to address the projected need for additional places, the Council is progressing proposals to expand Woodlands High School from 140 places to 240 places at the Fairwater Learning Campus. This will add capacity to the secondary phase, addressing sufficiency needs, and will replace an existing deteriorating building. The Council has also approved proposals in 2022 to expand provision for learners with Complex Learning Needs and/ or Autism Spectrum Condition by 179 places, at Cantonian High School, Llanishen High School, The Marion Centre, Ty Gwyn Special School, Whitchurch High School, Willows High School and Ysgol Gyfun Gymraeg Glantaf. This expansion is being implemented on a phased basis from September 2022. By September 2026, the implementation of these proposals combined with other approved changes will increase the number of for these learners to 781 places.
41. The number of current and planned places is sufficient to meet demand for secondary phase complex learning needs places until 2025/26. Demand

for places will be kept under review and proposals to respond to any changes brought forward as required.

Placements in independent schools, neighbouring Local Authorities or PRU provision

42. The Council funds a number of places at special schools maintained by other Local Authorities, or in independent schools, to ensure that there are sufficient places to meet the needs of learners. As of May 2023, there are 189 learners in independent and non-maintained schools.
43. There is currently a higher number of places being purchased in Out of County provision and in the independent sector than in previous years. This is expected to continue to be required and potentially grow marginally until the Band B projects are delivered and further proposals are brought forward.
44. As set out above, the Council is already progressing additional permanent provision at a number of its special schools and specialist resource bases. Some of these independent/ Out of County placements are therefore necessary whilst sufficient additional permanent provision is developed, including at Ty Gwyn, Greenhill and the Pupil Referral Unit. Other learners are placed in such provision to access multi agency highly specialist placements, or are children looked after placed Out of County, or are children looked after placed in residential accommodation.
45. As other Local Authorities are also managing a level of rising need for specialist placements, and have fewer places available to offer neighbouring authorities, the options for procuring places Out of County or with independent providers has become more challenging. To ensure a continued sufficiency of places is available to meet current demand and that statutory duties are met, the Council has proactively engaged with the independent sector to increase the number of places available through expansion of this provision. As the Council's approved proposals are delivered this will mitigate the growth in costs of placements in Out of County or independent provision, and additional proposals will seek to further offset and in future years reduce the costs for learners resident in Cardiff.

Pupil Referral Unit (PRU)

46. A Pupil Referral Unit (PRU) is a type of school established by a Local Authority which has a duty to provide suitable accommodation for children and young people who, by reason of illness, exclusion or otherwise, may not receive such education in a mainstream school.
47. The Cardiff PRU is presently located at Cefn Road, Mynachdy and accommodates 90 learners aged 14 – 16 with a range of Emotional Health and Wellbeing needs.
48. The PRU provides places for 48 learners with challenging behaviour at its Bryn y Deryn provision, and further places for 42 learners with anxiety/ school non-attendance, at its Carnegie Centre provision, on the shared Cefn Road site.

49. The purpose of the PRU is two-fold; to firstly ensure that statutory requirements to provide education due to the rise in exclusions from school and the complexity of learners' needs are met, and secondly to offer provision for young people with anxiety and associated challenges which mean they are currently finding it difficult to attend a mainstream school. The provision is intended as a temporary placement facilitating a fresh start or reintegration into mainstream provision, whilst also offering places to those at risk of exclusion and/or disengagement thereby reducing exclusions and improving attendance.
50. Bryn y Deryn provides places for Key Stage 4 learners (age 14 – 16) from across Cardiff with emotional health and wellbeing needs. The centre offers a balanced curriculum that is specifically differentiated to meet the needs of each pupil. Learners follow a curriculum including Maths, English, Media Studies, SWEET, Art and Digital Photography GCSE; along with a variety of BTEC and alternative qualifications.
51. Nearly all pupils attend Bryn y Deryn for three days per week and access an inclusion project and work-based training for the remaining two days.
52. The Carnegie Centre provides for Key Stage 4 learners (aged 14 – 16) from across Cardiff with a variety of needs that most mainstream schools cannot accommodate.
53. The centre works on the principle of small steps, making learners feel comfortable, and then working towards a position where they can reach their full potential.
54. The team of teaching and non-teaching staff offer a wide range of expertise and support with most learners attending for 20 hours a week. The majority of pupils are also registered at other mainstream schools.
55. The Centre offers a range of GCSE qualifications, BTEC SWEET and LIBF Lessons in Financial Education Level 1 / 2.
56. All learners have ongoing support from Careers Wales and staff to ensure successful transition post 16. To support this work strong links also exist with a number of local colleges and other training providers in the area.

Community Teaching Provision

57. The Council's Community Teaching Team currently operates from a leisure centre which is open to the public and from public spaces such as libraries. There are currently 70 young people accessing the service, each for five hours per week. These young people have learning needs related to health or exceptional circumstances and for whom mainstream, specialist or even group EOTAS provision is unsuitable.
58. These learners require bespoke learning programmes which include compulsory 1-1 education from Community Teachers, with mentoring, access to wider experiences and family engagement provided the Skills and Support team.

59. The Council is increasing the provision to 15 hours and also linking with other services, when young people are ready to engage with non-formal education or re-integrate into formal education. The expansion of the Community Teaching team, increase in hours, and the safeguarding requirements of the young people for whom it supports, requires a specific base for the provision.

Sufficiency of Places

60. The Council's continuous monitoring of individual needs of learners, and how each learner's needs evolve, allows for data trends to be identified which inform the planning of places and learner support. Since proposals to expand provision were considered by Cabinet in 2021/22, trends have been updated in respect of the number of children requiring specialist placements either within Cardiff's maintained special school and Specialist Resource Base provision, or within alternative provision including placements in independent schools, neighbouring Local Authorities or PRU provision.
61. When comparing the number of learners accessing specialist provision to the overall school population in the past five years, a year-on-year increase can be identified. In 2017/18, 1,405 learners were placed in the above categories of provision, representing 2.9% of the total pupil population in Cardiff's schools. This grew to 1,507 in 2019/20, a marginal increase to 3.0% of the total pupil population.
62. The report considered by the Council's Cabinet in October 2019 included trend projections which took account of assessed needs, placements, and trends up to 2019/20, ahead of the Covid-19 pandemic. Details of the methodologies for school projections, and factors that data analysis must take into account when forecasting the take up of specialist places, were appended to the Cabinet Report.
63. The increase in specialist placements in 2021/22 and 2022/23, to 3.2% and 3.4% of the pupil population respectively, demonstrates a new trend over a relatively short timescale which coincides with the post-lockdown period. Cardiff's schools have also reported concerns in respect of behavioural, emotional, and social development of learners that are at present supported in mainstream provision; however, the medium-term and long-term impact on learners is uncertain.
64. Continuation of this new trend projection, including the most recent data from 2021/22 and 2022/23, would marginally exceed the range of projections informing recent proposals by 43 pupils in this period ending 2025/26. The identified trend of growth from circa 2.9% in 2017/18 to circa 3.4% in 2022/23, if continued, would reach circa 3.8% (1,915 pupils) by 2027/28.
65. The recent trends consolidate the need for proposals to expand specialist provision, but such growth trends cannot be modelled to continue indefinitely. Although it is not anticipated that such a high proportion of specialist provision would be required, proposals to further expand specialist provision beyond the existing and planned capacity, in the short,

medium, and longer term, are required. Appendix 2 sets out the growth in the number of learners accessing specialist provision in recent years, and the aforementioned trend projection for future growth in the requirement for specialist placements.

66. The implementation of the new Additional Learning Needs (ALN) Act for Wales began in September 2021, with all children and young people with Special Education Needs (SEN) now due to move to the ALN system by August 2025. The Council is continuously monitoring the needs of pupils and their placements through Individual Development Plans.
67. Further work on the refinement of data from Individual Development Plans is ongoing and will consolidate and build on existing knowledge and support a better understanding of the long-term impacts of the pandemic. This will continue to inform the future planning of places, in the short to long term, and for placements which are temporary or permanent.
68. The Council has prioritised the development of proposals to ensure there is an appropriate balance in the number and type of specialist places for Cardiff learners, including the fast-tracking of proposals which utilise existing infrastructure, with relevant adaptation, ahead of relocation to permanent sites.

Proposed Schemes

69. The Council has taken, and will continue to take, a range of steps to increase provision within existing accommodation and designated numbers wherever possible. Such actions do not require formal consultation unless they require a 'regulated alteration'.
70. The proposed school organisation schemes set out below require 'regulated alterations.' Under the Schools Standards and Organisation (Wales) Act 2013, a Local Authority can make proposals to make regulated alterations and is required prior to publishing its proposals to undertake a consultation on those proposals in accordance with section 48 of that Act and the School Organisation Code.
71. Any proposals must be the subject of full and fair consultation and due regard must be had by the Cabinet to the responses before a final decision is taken.
72. The Council has identified a number of proposals which would provide a phased increase in the number of Additional Learning Needs Places for learners with Emotional Health and Wellbeing Needs and would:
 - support a holistic, vocational and therapeutic curriculum including life skills.
 - provide a mix of revolving door assessment places at KS3 and long-term placements.
 - reduce reliance on independent school places, and possible out of county placements.

- ensure capacity to support children looked after in Cardiff schools, in line with the 'Closer to Home' strategy.
- establish gender-inclusive approaches to all specialist provision in Cardiff.
- increase the opportunities for primary aged learners to access specialist provision on a mainstream school site.
- further develop support for pupils to maintain links with, and return to mainstream education where possible.
- create strong links between mainstream and special schools to support dual placements and a richer learning experience.
- improve the range of post-16 opportunities, including supported pathways to employment.

73. The proposed changes are as follows:

- establish a new 8 place Specialist Resource Base for emotional health and wellbeing at Baden Powell Primary School from September 2024, within the existing buildings.
- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Fairwater Primary School from September 2024, within the existing buildings. This would replace the existing Wellbeing Class.
- establish a new 16 place Specialist Resource Base for emotional health and wellbeing at Herbert Thompson Primary School from September 2024, within existing buildings.
- establish a 16 place Specialist Resource Base for emotional health and wellbeing at Lakeside Primary School from September 2024, within the existing buildings. This would replace the existing Wellbeing Class.
- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Springwood Primary School from September 2024, within the existing buildings. This would replace the existing Wellbeing Class.
- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Ysgol Gymraeg Pwll Coch from September 2024 within the existing buildings. This would replace the existing Wellbeing Class.
- increase the capacity of Greenhill Special School from 64 places to 96 places. The enlarged school would operate as a single school for learners aged 11-18 across two sites including the current site at Heol Brynglas, Rhiwbina, and part of a new site at Ty Glas Avenue, Llanishen from September 2026.
- establish a 20-place Specialist Resource Base for learners with Emotional Health and Wellbeing Needs at Ysgol Gyfun Gymraeg Plasmawr from September 2024, within the existing buildings.

74. The proposed expansion of the Pupil Referral Unit and the transfer of the Community Teaching Team set out below are not subject to the requirements of the School Organisation Code:

- increase the capacity of the Pupil Referral Unit to 180 places, from September 2023. The enlarged PRU would operate as a single establishment for learners aged 11-18 across three sites including:
 - the current site for up to 90 learners at Cefn Road
 - 48 learners in new-build accommodation at the site currently occupied by Willows High School from September 2027.
 - 42 learners in refurbished/ extended provision at Oak House, St Mellons.
- for a temporary period, locate the extended Pupil Referral Unit provision at the site currently occupied by Fitzalan High School, from September 2023.
- for a temporary period, locate Lansdowne Primary School onto the existing Fitzalan High School site due to emergency condition works from January 2024.
- transfer the Community Teaching Team to the former Severn Adult Education Centre from September 2023.

75. These proposals would provide:

- 64 additional permanent Primary age Emotional Health and Wellbeing specialist places.
- 52 additional permanent Secondary age Emotional Health and Wellbeing specialist places.
- 90 additional Secondary age Emotional Health and Wellbeing specialist Pupil Referral Unit places.

76. The proposed changes in the primary age phase would increase the overall number of placements for emotional health and wellbeing from 90 places to 114 places from September 2024, increasing to 144 in September 2025 following expansion of The Court Special School. Converting the existing Wellbeing Classes to SRB status, would bring the model into line with the new classes proposed at Baden Powell Primary School, Ysgol Gymraeg Pwll Coch and Herbert Thompson Primary School. All Wellbeing Specialist Resources Bases would provide time limited early intervention places, with scope for the duration of placement to vary according to the needs and progress of the child.

77. The Wellbeing Class provision at Fitzalan High School would be unchanged.

78. The Council has also identified a number of proposals which would provide a phased increase in the number of Additional Learning Needs Places for learners with Complex Learning Needs and would:

- support a holistic, vocational and therapeutic curriculum including life skills.
- reduce reliance on independent school places, and possible out of county placements.

- ensure capacity to support children looked after in Cardiff schools, in line with the 'Closer to Home' strategy.
- increase the opportunities for primary aged learners to access specialist provision on a mainstream school site in or close to their local community.

79. The proposed changes are as follows:

- establish a 20 place Specialist Resource Base for Complex Learning Needs/ Autism Spectrum Condition at Coed Glas Primary School from September 2024, within the existing buildings.
- establish a 20 place Specialist Resource Base for Complex Learning Needs/ Autism Spectrum Condition at Greenway Primary School from September 2024, within the existing buildings.
- establish a 20 place Specialist Resource Base for Complex Learning Needs/ Autism Spectrum Condition at Severn Primary School from September 2024, within the existing buildings.

80. These proposals would provide 60 additional permanent Primary age Complex Learning Needs/ Autism Spectrum Condition specialist places.

81. The range of proposals represent strategic and holistic solutions that focus on supporting pupils in mainstream schools where this is appropriate, and on sustainable growth of a number of established and successful specialist provisions which reduces the Council's reliance on out of county and independent placements in coming years.

82. The overall increase in provision, to more closely match the projected need for places, would enable a greater number of learners to be placed in provision that is within or closer to their local community, to reduce travel times for those learners, and in turn reduce the average cost per learner of travel to school.

83. A summary tables of current and proposed specialist provision is attached at Appendix 3. A map of current and proposed specialist provision is attached at Appendix 4.

Primary phase - Emotional Health and Wellbeing

Baden Powell Primary School

84. Baden Powell Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Muirton Road, Tremorfa.

85. To meet increasing demand for primary Specialist Resource Base places for learners with emotional health and wellbeing needs it is proposed to:

- establish an 8 place Specialist Resource Base for learners with emotional health and wellbeing needs at Baden Powell Primary School from 2024.

- Placements would focus on early intervention and reintegration, with scope for the length of placement to vary depending on the needs and progress of individual children.
86. It is proposed that the base would be accommodated within the existing school buildings.

Fairwater Primary School

87. Fairwater Primary School is an English-medium community primary school for pupils aged 4 – 11. The school is located at Wellwright Road, Fairwater. The school hosts an 8 place Wellbeing Class for primary aged learners with emotional health and wellbeing needs who require additional support for a time-limited period. Learners attending the wellbeing classes are enrolled at another school and return to their home school at the end of the period.
88. The school site will accommodate 36 places of The Court Special School from September 2025, in new build accommodation. The co-location of the proposed SRB on the same site as the new build Court School would allow staff to share best practice, strengthen relationships with special schools, allow for professional learning and for multiagency working.
89. To meet increasing demand for primary specialist resource places for learners with emotional health and wellbeing needs is proposed to:
- change the status of the wellbeing class and establish an 8-place specialist resource base for learners with emotional health and wellbeing needs at Fairwater Primary School from 2024
 - Placements would focus on early intervention and reintegration, with scope for the length of placement to vary depending on the needs and progress of individual children.
90. The specialist resource base would build on the expertise and good practice of the existing wellbeing class.
91. It is proposed that the base would be accommodated within the existing school buildings.

Herbert Thomson Primary School

92. Herbert Thompson Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Plymouthwood Road, Ely.
93. To meet increasing demand for primary Specialist Resource Base places for learners with emotional health and wellbeing needs it is proposed to:
- establish a 16 place Specialist Resource Base for learners with emotional health and wellbeing needs at Herbert Thompson Primary School from 2024.

- Placements would focus on early intervention and reintegration, with scope for the length of placement to vary depending on the needs and progress of individual children.
94. It is proposed that the base would be accommodated within the existing school buildings.

Lakeside Primary School

95. Lakeside Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Ontario Way, Lakeside. The school hosts a 16 place Wellbeing Class for primary aged learners with emotional health and wellbeing needs who require additional support for a time-limited period. Learners attending the wellbeing classes are enrolled at another school and return to their home school at the end of the period.
96. To meet increasing demand for primary specialist resource places for learners with emotional health and wellbeing needs is proposed to:
- change the status of the wellbeing class and establish a 16-place specialist resource base for learners with emotional health and wellbeing needs at Lakeside Primary School from 2024
 - Placements would focus on early intervention and reintegration, with scope for the length of placement to vary depending on the needs and progress of individual children.
97. The specialist resource base would build on the expertise and good practice of the existing wellbeing class.
98. It is proposed that the base would be accommodated within the existing school buildings.

Springwood Primary School

99. Springwood Primary School is an English-medium community primary school for pupils aged 3-11. The school is located at Pennsylvania, Llanedeyrn. The school hosts an 8 place Wellbeing Class for primary aged learners with emotional health and wellbeing needs who require additional support for a time-limited period. Learners attending the wellbeing classes are enrolled at another school and return to their home school at the end of the period.
100. To meet increasing demand for primary specialist resource places for learners with emotional health and wellbeing needs is proposed to:
- change the status of the wellbeing class and establish an 8-place specialist resource base for learners with emotional health and wellbeing needs at Springwood Primary School from 2024
 - Placements would focus on early intervention and reintegration, with scope for the length of placement to vary depending on the needs and progress of individual children.

101. The specialist resource base would build on the expertise and good practice of the existing wellbeing class.
102. It is proposed that the base would be accommodated within the existing school buildings.

Ysgol Gymraeg Pwll Coch

103. Ysgol Gymraeg Pwll Coch is a Welsh-medium community primary school for pupil aged 3 -11. The school hosts a 20-place primary Specialist Resource Base for children aged 4 – 11 with complex learning needs and autism spectrum condition in the Welsh-medium sector. The school also hosts an 8 place Wellbeing Class for primary aged learners with emotional health and wellbeing needs who require additional support for a time-limited period. Learners attending the wellbeing classes are enrolled at another school and return to their home school at the end of the period.
104. To meet increasing demand for Welsh-medium primary Specialist Resource Base places for learners with emotional health and wellbeing needs it is proposed to:
- establish an 8 place Specialist Resource Base for learners with emotional health and wellbeing needs at Ysgol Gymraeg Pwll Coch from 2024.
 - Placements would focus on early intervention and reintegration, with scope for the length of placement to vary depending on the needs and progress of individual children.
105. It is proposed that the base would be accommodated within the existing school buildings.

Secondary phase – Emotional Health and Wellbeing

Greenhill Special School

106. Greenhill Special School is a 64-place special school for city-wide learners aged 11 – 19. All of the children have significant Emotional Health and Wellbeing Needs (the PLASC designation is Behaviour Emotional and Social Difficulties – BESD). There are 68 learners enrolled at present.
107. The Council consulted on proposals to extend the age range of the school from 11-16 to 11-19, and to increase the capacity of the school from 56 places to 64 places, in spring 2018 and the proposals were determined by the Welsh Government in November 2018.
108. All pupils enrolled at Greenhill Special School have a statement of special educational needs or an Individual Development Plan. The statutory assessment process for these young people has identified that their additional learning needs cannot be met in a less specialised environment.
109. The purpose of Greenhill Special School is to provide a specialist learning environment and curriculum, where learners can fulfil their potential.

110. To meet increasing demand for special school and specialist resource base places for secondary age learners with emotional health and wellbeing needs, the Cabinet at its meeting on 14 October 2021 Cabinet authorised officers to consult on proposals to:
- increase the capacity of Greenhill Special School from 64 to 160 places. The school would transfer to new build accommodation across two sites at part of the Ty Glas site in Llanishen and the Dutch Garden Centre site with 80 places on each site from September 2025
111. At its meeting on 10 March 2022, Cabinet considered a report on the outcome of the consultation on the changes proposed for Greenhill School.
112. It was acknowledged that a number of issues had been raised during the consultation in relation to the proposed sites, including concerns around safety, the need to maintain a supportive single school ethos and the provision of Welsh Medium additional learning need provision.
113. It was agreed that further feasibility work would be undertaken to consider the appropriateness of the proposed sites for the accommodation of emotional health and wellbeing provision for learners aged 11 – 19.
114. This was to include consideration of:
- the proximity of the Dutch Garden Centre site to the M4/motorway junction and the management of risks associated with this e.g., site mitigations, pupil management and supervision.
 - public transport access to the Dutch Garden Centre site.
 - the extent of land available at the Ty Glas site for Greenhill School and site layout options.
115. Further feasibility work has been undertaken with a number of sites assessed against a broader range of criteria which included:
- safeguarding.
 - site ownership and availability during the required timescales.
 - active travel routes for life skills and stakeholders.
 - accessibility.
 - ecology.
116. Taking these factors and the management and support of pupils into account, the Council is proposing to increase the capacity of Greenhill Special School to 96 places, from September 2026.
117. The enlarged school would operate as a single school for learners aged 11-18 in new build accommodation across two sites including the current site at Heol Brynglas, Rhiwbina, and part of a new site at Ty Glas Avenue, Llanishen.
118. To allow for the new build accommodation on the current site at Heol Brynglas to be progressed, it is proposed that Greenhill operate across two sites from September 2025 with up to 48 learners accommodated in the new

build provision on part of the Ty Glas site and new buildings on part of the Greenhill Special School's existing site at Heol Brynglas site which would accommodate up to 48 learners upon completion in the 2026/ 2027 school year.

119. Temporarily up to 42 learners would be located in the new build specialist provision at Oak House, St Mellons whilst the existing Greenhill School site is developed and until the Willows new build site is completed for the Pupil Referral Unit.
120. Following completion of construction, Greenhill Special School would vacate the facilities at Oak House and would offer 96 places across the two sites at Heol Brynglas, Rhiwbina and part of the Ty Glas site, Llanishen.
121. These changes would support the school to further develop its curriculum and would enable it to transform learning opportunities for a greater number of Cardiff's most vulnerable learners in a purpose built, 21st Century specialist learning environment.

Pupil Referral Unit

122. The Council proposes to increase the capacity of the Pupil Referral Unit to 180 places, from September 2023.
123. The enlarged PRU would operate as a single establishment for learners aged 11-18 across two sites including the current site at Cefn Road, and for a temporary period at the site currently occupied by Fitzalan High School, from September 2023 (Fitzalan High School is transferring to new build accommodation on Leckwith Road from September 2023).
124. The current age range of the Pupil Referral Unit is 14-16 (Key Stage 4) only. The additional facilities at the Fitzalan Site would accommodate pupils aged 11-14 (Key Stage 3) and would replicate the model of provision on the current Mynachdy site model, with two types of need being catered for. The additional 90 places to accommodate 42 learners with challenging behaviour and 48 learners with anxiety/ school non-attendance.
125. There are no changes proposed to the provision at the Cefn Road site.
126. The overall increase of the PRU places would therefore accommodate 90 learners with challenging behaviour and 90 learners with anxiety/ school non-attendance.
127. In the first instance the PRU will be accommodated within a self-contained area on the Fitzalan site with works undertaken to provide suitable classrooms, hall, gym, and catering facilities. Outdoor space to the rear will also be available with staff car parking at the front of the site. Estates management will be on the site for the duration to monitor building condition and ensure facilities remain fit for purpose.
128. At the end of the temporary period on the Fitzalan site, The Council proposes to transfer the pupils enrolled at the Pupil Referral Unit to two sites

at Oak House, St Mellons and to new-build accommodation at the site currently occupied by Willows High School, Tremorfa.

129. The Oak House site would be occupied by Greenhill Special School whilst construction of its new build facilities at Heol Brynglas are completed. Following vacation of Oak House in the 2026/2027 school year, it is proposed that Oak House provides up to 42 places for the Pupil Referral Unit.
130. The Willows High School site is within the Council's ownership and will be vacated following the transfer of Willows High School to new build accommodation at Lewis Road in the 2025/ 2026 school year. The Council proposes to construct a new-build facility to accommodate up to 48 learners enrolled at the Pupil Referral Unit on part of the Willows High School site in the 2027/2028 school year.
131. The expansion of the Pupil Referral Unit from September 2023 at the Fitzalan site, and transfer to new facilities at the Oak House site in St Mellons and the vacated Willows High School site would:
 - provide additional capacity for learners with Emotional Health and Wellbeing Needs.
 - improve the geographical spread of secondary age emotional health and wellbeing provision, to the North, South and East of the city.
 - reduce travel times for learners
 - support independent travel.

Ysgol Gyfun Gymraeg Plasmawr

132. At present, each of the three Welsh-medium secondary schools supports learners with Emotional Health and Wellbeing Needs within their existing mainstream provision. There is no specialist city-wide provision.
133. To meet increasing demand for Welsh-medium secondary Specialist Resource Base places for learners with emotional health and wellbeing needs it is proposed to:
 - establish a 20-place Specialist Resource Base for learners with Emotional Health and Wellbeing Needs at Ysgol Gyfun Gymraeg Plasmawr from September 2024
134. It is proposed that the base would be accommodated within the existing school buildings.

Primary Phase – Complex Learning Needs/ Autism Spectrum Condition

Coed Glas Primary School

135. Coed Glas Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Ty Glas Avenue, Llanishen.

136. To meet increasing demand for primary Specialist Resource Base places for learners it is proposed to:

- establish a 20 place Specialist Resource Base for Complex Learning Needs/ Autism Spectrum Condition at Coed Glas Primary School from September 2024.

137. It is proposed that the base would be accommodated within the existing buildings.

Greenway Primary School

138. Greenway Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Llanstephan Road, Rumney.

139. To meet increasing demand for primary Specialist Resource Base places for learners it is proposed to:

- establish a 20 place Specialist Resource Base for Complex Learning Needs/ Autism Spectrum Condition at Greenway Primary School from September 2024.

140. It is proposed that the base would be accommodated within the existing buildings.

Severn Primary School

141. Severn Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Severn Road, Canton.

142. To meet increasing demand for primary Specialist Resource Base places for learners it is proposed to:

- establish a 20 place Specialist Resource Base for Complex Learning Needs/ Autism Spectrum Condition at Severn Primary School from September 2024.

143. It is proposed that the base would be accommodated within the existing buildings.

Temporary relocation of Lansdowne Primary School

144. Lansdowne Primary School is an English-medium community primary school for pupils aged 3 – 11. The school is located at Norfolk Street, Canton.

145. The school buildings have deteriorated over recent years with an increasing number of repairs required. Although the buildings have been surveyed and are deemed safe, there is a need to address the structural condition of the buildings to prevent long term damage and to ensure the safety of occupants in the future.

146. The Council has considered continuing to operate all or part of Lansdowne Primary School on its existing site whilst works progress. In January 2023, there were 303 primary age pupils and 41 nursery age pupils on roll and the school utilises the majority of its classrooms as classbases.
147. However, due to the Grade II listed status of the buildings, and scale of the work required to repair the buildings, subject to a further Cabinet decision, the school may need to be temporarily relocated to undertake works.
148. Plans are currently under development to consider the level of work required at the current Fitzalan High School site to provide a suitable learning environment for a primary school, potential timescales for works, and logistics.
149. The Council and Governing Body of Lansdowne Primary School will work closely to minimise any potential impact on teaching and learning at the school.

Community Teaching Team

150. The Council has identified vacant accommodation at the former Severn Adult Education Centre, Canton to support the expansion of this provision from September 2023 following adaptation works.
151. The site is centrally located with good transport links and has sufficient accommodation to support the service.
152. It is proposed to transfer the Community Teaching Team to the former Severn Adult Education Centre from September 2023. This would allow for the community teaching provision to provide a greater level of teaching time to learners than existing provision, of up to 15 hours per week.

Health Provision

153. Some of the pupils who attend Cardiff's schools have additional health needs which require schools to work with the health board.
154. There have been a broad range of collaborative projects undertaken by Education and health services, to enhance the skill-base of education staff in special and mainstream school settings, increasing their capacity to implement advice from health services, to benefit individuals and groups. For example, as part of the Whole School Approach to emotional health and wellbeing, a single point of contact for advice and support regarding mental health has been established, and there are mental health teams working directly with schools to enhance early support and intervention.
155. The health board has recently appointed a project officer to lead on a local project: 'Special School Growth Project', which is looking at creating a model of multi-agency working in order to best support the health needs of children in Cardiff and Vale of Glamorgan schools. Officers will be working with health colleagues in order to help move this project forward.

Governance Arrangements

156. The proposed establishment of specialist resource provision at Baden Powell Primary School, Fairwater Primary School, Lakeside Primary School, Springwood Primary School and Ysgol Gymraeg Pwll Coch and Ysgol Gyfun Gymraeg Plasmawr, Coed Glas Primary School, Greenway Primary School and Severn Primary School would not require any changes to the existing governance arrangements.
157. The proposed expansion of Greenhill Special School would not require any change to the existing governance arrangements with the school operating across two sites under one management and governance structure.
158. The Pupil Referral Unit is overseen by a management committee which has a strategic and advisory role in setting out and maintaining the vision, aims and objectives of the unit in conjunction with the LA. The committee has statutory responsibility for certain functions and tasks and are expected to be actively involved in most decision making to ensure that the Pupil Referral Unit is run effectively and provides a suitable education for learners. The proposed expansion of the Pupil Referral Unit provision may result in the need for a larger management committee and officers will discuss a review of the instrument of government with the committee in accordance with The Education (Pupil Referral Units) (Management Committees etc) (Wales) Regulations 2014.

Capital funding of proposals

159. The capital cost of works to expand Greenhill Special School formed part of Cardiff's Sustainable Communities for Learning programme, formerly the 21st Century Schools programme, agreed in principle by Welsh Government in 2017. The capital cost of works of other proposals to expand specialist provision would be met from the Council's Education asset renewal programme. This is a five-year programme which prioritises works including ALN sufficiency, condition and suitability.
160. There is no additional or ring-fenced revenue or capital funding to support the process of organisational change. Any change must be funded by Council resources.

Financial appraisal of proposals

161. The Council is committed to the principles of inclusion and recognises that the majority of children and young people with additional needs are best supported in their local mainstream schools. The Council must, however, ensure that the support provided to pupils is appropriate to their individual needs. Generally, the per-pupil cost of a placement in a special school is greater to the Council than the cost of a mainstream school place with 1:1 support. However, the Council has incurred increasing costs of placements in independent schools to meet the shortfall of in-county provision and to ensure that learners' needs are fully met.

162. Currently, as there is insufficient specialist provision within Cardiff, the Council has funded some places at special schools in other Council areas or in independent schools. The total spend on such specialist provision was £8.9m in 2022/23. The budget for 2023/24 for these types of places is currently set at £10.3m. Overall, an expansion of in-County provision would provide a more efficient and effective use of the Council's financial resources that reliance on places in independent schools.
163. The funding formula for schools is driven by per pupil funding and a number of lump sum allocations per school. Funding per pupil is higher in special schools, than in mainstream schools, due to the costs of staffing and other fixed costs absorbed over a low number of pupils and small class sizes. However, creating an efficient organisation must be balanced against the appropriate size of specialist provision which allows for an effective, nurturing and holistic education offer.
164. An increase in the number of special schools in Cardiff would increase the number of lump sum allocations to schools through the funding formula by one. The expansion of existing school or PRU provision or change of status from wellbeing class to Specialist Resource Base, would not affect the number of lump sum allocations.
165. Larger schools are also generally able to secure better value for money though economies of scale in a number of areas including managing contracts and potentially in their staffing structure, when compared to smaller schools or establishing new provision each with fewer learners enrolled.
166. Schools hosting Specialist Resource Bases receive lump sum funding for the base, calculated on basis of the number of places within the base.
167. Mainstream schools that educate pupils with Additional Learning Needs requiring 1:1 support receive additional Complex Needs Enhancement funding. Schools supplement the costs incurred for when providing this support from their budget.

Placement costs

168. The Welsh Government Sustainable Communities for Learning programme does not provide any additional financial resources for the restructuring of staffing structures of schools, such as Greenhill Special School, affected by reorganisation of provision. These costs would be met by the Council.
169. The average per-pupil revenue costs between placements in Cardiff's special schools and Specialist Resource Bases and in alternative independent provision is on average less. The current differential in average per-pupil revenue costs between placements at Greenhill Special School or the PRU, and in alternative independent provision, is estimated to be greater than £23,000 per year per learner on average plus transport costs. However, there are not sufficient places available in other Council areas or in independent schools within a reasonable travel distance for the number of learners projected to require such support.

170. In Spring 2023, the number of pupils enrolled at Greenhill Special School totalled 64. The additional costs per place at Greenhill Special School have been calculated at approximately £28,000 per learner based on 2023/24 funding levels. The admission of 20 additional learners to the school would be phased from the 2025/2026 school year.
171. The expansion of Greenhill Special School would incur additional staffing and leadership costs for the school which would be met from the school's budget. The expansion of the PRU would also incur additional staffing and leadership costs for the school which would be met from its budget. The budget for Greenhill and the PRU would each increase in line with the greater number of pupils on roll.
172. In Spring 2023, the number of pupils enrolled at, or attending the PRU totalled 90. The additional costs per place at the PRU have been calculated at approximately £25,000 per learner based on current provision costs. The admission of 90 additional learners to the PRU would be phased from 2023/24 and all places are expected to be utilised from 2024/25.

Home to school transport costs

173. The annual cost to the Council of school transport for secondary-age learners with Emotional Health & Wellbeing Needs to within-County provision averages c£4,000 per learner. The annual cost to the Council of school transport for learners with Emotional Health & Wellbeing Needs to alternative independent provision is c£7,500 per learner. However, transport costs can fluctuate considerably depending on the home address of the pupils attending.
174. The implementation of the proposed changes could incur increased home to school transport costs for the Council but support the mitigation of increase per pupil costs. However, it is anticipated that the number of learners provided with free home to school transport to Fairwater Primary School, Lakeside Primary School, Springwood Primary School, Fitzalan High School and Ysgol Gymraeg Pwll Coch will be at a similar level in future years to that in 2022/2023.
175. The number of learners provided with free home to school transport to the PRU would increase from September 2023. The annual cost to the Council of school transport to the PRU at the Mynachdy site averaged c£5,200 per learner in the 2022/2023 school year. Additional costs would be incurred for transport to the new Specialist Resource Bases at which are anticipated to be lower per pupil than at the other Specialist Resource Bases, reflecting the anticipated local geographical distribution of learners placed.
176. The distribution of the proposed additional places throughout the city seeks to better match the provision to demand. Taking account of the distribution of the proposed additional places city-wide it is anticipated that the average journey length would reduce. Should the proposed changes not proceed, it is anticipated that the average journey lengths to alternative provision, and costs for home to school transport, would substantially increase.

177. Overall, the proposed changes would result in a more efficient use of financial resources compared with spending on placements in, and transport to, other Council areas or independent schools.
178. A summary of the financial modelling of the additional placements outlined is attached at Appendix 5. A summary of the financial modelling of the home to school transport costs for these additional specialist placements is attached at Appendix 6.

Admission Arrangements

179. Admissions to Special School and Specialist Resources Bases, including Wellbeing Specialist Resource Bases are managed by the Council in accordance with the ALN Code. Placements are decided by a specialist provision placement panel. The panel aims to place children as close to their home address as possible, however each provision offers places to pupils from across the city to ensure maximum flexibility.
180. Children attending the Wellbeing Classes are dual registered, at a local school and at the host school.
181. Pupils are admitted to the PRU through referral by schools to the Fair Access Panel, which is managed by the Council.

Impact of the proposals on the Welsh Language

182. In 2017, the Welsh Government published its Welsh language strategy Cymraeg 2050: A Million Welsh Speakers in accordance with Section 78 of the Government of Wales Act 2006. The strategy supports 'the promotion and facilitation of the use of the Welsh language'. Its long-term aim is for Wales to have one million Welsh speakers by 2050.
183. The strategy names Welsh-medium immersion education as the 'principal method for ensuring that children can develop their Welsh language skills, and for creating new speakers' (Cymraeg 2050: A Million Welsh Speakers, pg21). Therefore, the availability of Welsh-medium education will be key to meeting the target of one million Welsh speakers.
184. The national target is to:
- increase the proportion of each school year group receiving Welsh-medium education from 22 per cent (based on 7,700 seven-year-old learners in 2015/16) to 30 per cent (about 10,500 in each year group) by 2031, and then 40 per cent (about 14,000 in each year group) by 2050.
185. There is recognition within the strategy that planning will be different for different regions within Wales depending on the characteristics of their populations. It identifies areas with a high population density but lower percentage of Welsh speakers as areas with particular potential for growth.

186. The Council is committed to a 'truly bilingual Cardiff' including the growth of the Welsh-medium education sector across each phase in order to increase the number of people of all ages becoming fluent in both Welsh and English with the confidence and desire to use all their languages in every aspect of their lives.

187. Underpinning this vision are the following principles:

- applying the principles of the '15-minute neighbourhoods' to ensure that all learners have access to Welsh-medium education within a reasonable distance of their homes.
- every child in the city can choose to be educated in Welsh or English with the benefits of a bilingual education actively promoted to all parents from their child's birth.
- learners with additional learning needs (ALN) will receive equal linguistic opportunity.

188. To achieve this vision the Council will deliver:

- more nursery children/ three-year olds receiving their education through the medium of Welsh.
- more reception class children/ five-year olds receiving their education through the medium of Welsh.
- an increase in the provision of Welsh-medium education for pupils with additional learning needs (ALN) in accordance with the duties imposed by the Additional Learning Needs and Education Tribunal (Wales) Act 2018.

189. It is anticipated that there would be a positive impact on the Welsh Language as a result of these proposals.

190. The proposals directly respond to the following WESP Outcome 6 - An increase in the provision of Welsh-medium education for pupils with additional learning needs (ALN).

191. The Council works closely and constructively with partners on its Welsh Education Forum, which includes representatives of nursery, primary, secondary and further education, childcare, RhAG and the Welsh Government. The Forum actively informs the planning of Welsh-medium places, to continue to drive the Council's plan to sustainably increase the number of learners within Welsh-medium schools and those learning Welsh in English-medium schools.

The Council, and its partners on the Welsh Education Forum, are committed to driving the increase in number of pupils educated through the medium of Welsh, to meet the targets within Cardiff's WESP, and to meet the targets set out in the Welsh Government's Cymraeg 2050 strategy.

192. The Council monitors demand for additional learning needs provision and the patterns of take-up in Welsh medium provision at primary and secondary age, with a view to bringing forward appropriate plans to meet any increased demand.

Learner Travel Arrangements

193. There are no plans to change the Council's transport policy for school children.
194. Any pupils affected by the proposals would be offered the same support with transport as is provided throughout Cardiff in line with the same criteria that apply across Cardiff.
195. The Council's transport policy for school children can be viewed on the Council's website www.cardiff.gov.uk/schooltransport.

Well-being of Future Generations

196. In line with the Well-being of Future Generations Act, the Council is committed to providing local schools for local children, together with encouraging use of sustainable modes to travel to schools, such as walking and cycling.
197. Each school project takes into account key transport issues when they are being designed and the firm need to provide safer routes to encourage walking, cycling and other active travel modes to schools.
198. With the current investments in ICT across the city, student movements may be further reduced as mobile technology develops further allowing for flexible teaching methods. These have the potential to result in a more efficient Travel Plan and further contribute to the Council's targets to reduce its carbon emissions.

Local Member consultation (where appropriate)

199. Additional learning needs provision is city-wide, and members would be consulted as part of the public consultation.

Scrutiny Consideration

200. The Children and Young People's Scrutiny Committee will consider this report on 4 July 2023. Any comments received will be circulated at the Cabinet meeting.

Reason for Recommendations

201. To meet increasing demand for special school places for primary, secondary and Post-16 age learners with emotional health and wellbeing needs and complex learning needs.

Financial Implications

202. This report outlines the request to proceed to public consultation on a wide range of changes to, and realignment of ALN provision across Cardiff. Proceeding to consultation does not, in itself commit the Authority to future expenditure so there are no capital financial implications directly arising

from this report. However, once a final options paper is provided it will be necessary for a full financial evaluation to be undertaken. The aim of this will be to provide assurance that the scheme remains affordable once all relevant costs and contingencies for potential changes in delivery timescales have been incorporated.

203. The Court and Greenhill schools are part of the outline 21st Century Schools Band B Programme which was approved by Cabinet in December 2017. At that time the overall value of the programme amounted to £284m. The Welsh Government (WG) have not formally approved individual project budgets but have given their in principle support to each project within Cardiff Council's programme.
204. The overall projected costs of the Band B projects are included in the current 21st Century Schools cash-flow forecast, to be partially funded through Welsh Government Grant at 7% for special schools. Any revenue costs in relation to these schemes, including capital financing costs will be funded through the SOP Revenue Reserve.
205. A capital receipts target of £25m is expected to fund part of the overall Band B programme. The source of these receipts has yet to be identified, but any site disposals of education sites should be prioritised to fund Band B.
206. This report sets out proposals that create additional school places in the ALN setting across Cardiff Schools. These additional places will need to be funded from the existing delegated schools budget. This report highlights the high-cost provision currently being incurred for this population of pupils either through Out of County Placements, enhanced CNE payments to mainstream pupils, and transport costs. Further work is required to identify the extent to which the additional costs identified can be covered by the savings in other costs without there being a significant pressure on overall school budgets.
207. Regarding revenue, it will be necessary to ensure that the annual budgets allocated to schools reflect each schools size and structure. School budgets are predominantly predicated on pupil numbers and, therefore, it will be necessary to increase the school budget in line with the additional ALN places. To enable this to be achieved, without financial detriment to other individual school budgets, it will be necessary to factor the projected growth in pupil numbers into the Council's annual budget setting process and medium-term financial planning. Schools transport costs will also need to be considered for each proposal.
208. Regarding capital implications, any further work required to accommodate increased pupil numbers will require full financial evaluation and an identified funding source. Should the Council be required to make a contribution towards these costs, these will need to be funded from within existing approved resources or factored into future iterations of the Council's Capital Programme. Additional funding may also be available from WG for specific schemes or general capital ALN use but these are yet to be identified or confirmed.

209. As part of the further evaluation that is required, it will be necessary to consider VAT implications arising from land and property ownership arrangements in relation to VA and Foundation schools. Should there be any cost associated with the required VAT treatment, these will need to be included within the overall financial envelope of the scheme.

Legal Implications (including Equality Impact Assessment where appropriate)

210. Under the Education Act 1996, the Council has a general statutory obligation to promote high standards of education and to provide sufficient school places for pupils of compulsory school age, including appropriate provision for pupils with special educational needs (or additional learning needs). Parents have a right to express a preference for the school they wish their child to attend under section 86 of the School Standards and Framework Act 1998, but this does not provide a right to attend a certain school, as applications can still be refused where this would prejudice the provision of efficient education or the efficient use of resources.

211. Further, the Council has statutory duties to make arrangements for the provision of suitable education at school or otherwise than at school for children within the authority's area who:

- (a) are of compulsory school age, and
- (b) by reason of illness, exclusion from school or otherwise, may not receive suitable education for a period unless such arrangements are made for them.

212. The proposals outlined in this report relate to these statutory duties.

213. A local authority can make school organisation proposals, including making 'regulated alterations' to a community school or a community special school, under sections 42-44 of the Schools Standards and Organisation (Wales) Act 2013. The proposals set out in the report constitute 'regulated alterations' and must be considered having regard to the provisions of the 2013 Act and the School Organisation Code 2018, which sets out factors to be considered in respect of different proposals, the statutory procedures, legal requirements and guidance.

214. Where an increase in capacity is proposed, the Council must have regard to evidence of current or future need/demand in the area for additional places, with reference to the school's language category (and religious character / gender intake if applicable). The Code also includes specific factors to be considered in relation to proposals for the reorganisation of provision for Special Educational Needs (or Additional Learning Needs). Cabinet will need to be satisfied that all relevant factors are properly considered in relation to the proposals.

215. The Council is required, prior to publishing its proposals, to undertake a consultation on its proposals in accordance with section 48 of that Act and the School Organisation Code 2018. The recommendations seek authority to carry out that statutory consultation. Case law has established that the

consultation process should: (i) be undertaken when proposals are still at a formative stage; (ii) include sufficient reasons and information for particular proposals to enable intelligent consideration and response; (iii) provide adequate time for consideration and response; and; (iv) ensure that the product of consultation is conscientiously taken into account when the ultimate decision is taken.

216. The Schools Organisation Code sets out further detailed requirements and guidance in relation to the statutory consultation, including the requirement for publication of a consultation document (and the contents of that document), a minimum 42 days consultation period including at least 20 school days, and a list of statutory consultees, including parents, pupils, governing bodies, religious bodies, the Welsh Ministers and Estyn. In considering the proposals, the Council must have regard to its 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 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. 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 and must be able to demonstrate how it has discharged its duty. An Equalities Impact Assessment should be carried out 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.
217. The Council must also be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards and consider the impact of its proposals upon the Welsh language.
218. The Well-being of Future Generations (Wales) Act 2015 requires the Council to consider how the proposals will contribute towards meeting its well-being objectives (set out in the Corporate Plan). Members must also be satisfied that the proposals comply with the sustainable development principle, which requires that the needs of the present are met without compromising the ability of future generations to meet their own needs.
219. Following the public consultation, the Council is required to issue a consultation report, setting out the issues raised by consultees and its response to those issues. At that stage, a further report is to be submitted to the Cabinet to decide how to proceed.
220. Further legal advice will be provided as proposals are progressed.

General

221. The decision maker should be satisfied that the decision is in accordance within the financial and budgetary policy.

Property Implications

Expansion of Greenhill Special School on part of the Ty Glas site

222. The 17.8-acre Ty Glas site in Llanishen was purchased by the Council to allow for the progression of options for a mainstream community secondary school and special school provision.

223. Planning approval for the demolition of the existing buildings was granted in 2022 and those works will commence later this year.

224. Currently no additional land purchase is required to facilitate the expansion of Greenhill Special School onto part of the Ty Glas site.

Expansion of Greenhill Special School on existing site

225. The Greenhill Special School site in Rhiwbina is owned by the Council and is accessed via Heol Brynglas which is an unadopted cul-de-sac providing access to the school as well as 4 private houses.

226. Heol Brynglas is too narrow to allow for a significant intensification of use on the site and improvements to this access or the creation of an alternative access will be required.

227. There are however no Council owned properties immediately adjacent to the site and so land would need to be acquired from third parties in order to facilitate this.

228. The Council have identified various opportunities to create an alternative access and are exploring these at present. Independent external valuers will be engaged to advise the Council on any proposed acquisition at the appropriate time.

Expansion of PRU on part of site currently occupied by Fitzalan High School (temporary location)

229. The Fitzalan High School site in Leckwith is owned by the Council and extends to just over 33 acres. The school will vacate and move to the Leckwith Road site in September 2023 once the new school has been constructed.

230. Estates will continue to work with Legal to undertake due diligence but at present no additional land purchase is envisaged to be required to facilitate the establishment of new provision in its temporary location on part of the Fitzalan High School site.

Expansion of PRU on part of site currently occupied by Willows High School

231. The Willows High School site in Tremorfa is owned by the Council and extends to just over 20 acres. The school will vacate and move to the Lewis Road site in 2025/2026 once the new school has been constructed.
232. Some of the existing sports pitches have been upgraded by a third party and the Council will be shortly entering into a lease to document the operation and management of those pitches.
233. Estates will continue to work with Legal to undertake due diligence but at present no additional land purchase is envisaged to be required to facilitate the establishment of new provision on part of the Willows High School site.

Expansion of PRU on Oak House

234. The Oak House site on St Mellons Business Park is owned by the Council and extends to just over 2 acres. It was initially purchased to provide a home for the Council's main technology-based services, but the ARC and other 24/7 services are now being moved to the North Wing in County Hall and Oak House is now available for Education.
235. Estates will continue to work with Legal to undertake due diligence but at present no additional land purchase is envisaged to be required to facilitate the establishment of new provision on the Oak House site.

Relocation of Community Teaching Team at Severn Primary School site

236. The Severn Primary School site in Canton is owned by Council and extends to circa 2.3 acres.
237. Given that this is an existing Council facility, Estates do not anticipate that any further property advice will be needed. No additional land purchase is required to facilitate the relocation of the Community Teaching Team to the Severn Primary School site.

Primary school sites

238. Baden Powell Primary School in Tremorfa is owned by the Council and extends to circa 2.6 acres. No additional land purchase is required to facilitate the establishment of an 8 place Specialist Resource Base for emotional health and wellbeing at Baden Powell Primary School from September 2024 within the existing buildings.
239. Fairwater Primary School in Fairwater is owned by the Council and extends to circa 12.1 acres. No additional land purchase is required to facilitate the establishment of an 8 place Specialist Resource Base for emotional health and wellbeing at Fairwater Primary School from September 2024 within the existing buildings.

240. Herbert Thompson Primary School in Ely is owned by the Council and extends to circa 3.0 acres. No additional land purchase is required to facilitate the establishment of a 16 place Specialist Resource Base for emotional health and wellbeing at Herbert Thompson Primary School from September 2024 within the existing buildings.
241. Lakeside Primary School in Lakeside is owned by the Council and extends to circa 6.9 acres. No additional land purchase is required to facilitate the establishment of a 16 place Specialist Resource Base for emotional health and wellbeing at Lakeside Primary School from September 2024 within the existing buildings.
242. Springwood Primary School in Llanederyn is owned by the Council and extends to circa 6.8 acres. No additional land purchase is required to facilitate the establishment of an 8 place Specialist Resource Base for emotional health and wellbeing at Springwood Primary School from September 2024 within the existing buildings.
243. Ysgol Gymraeg Pwll Coch in Leckwith is owned by the Council and extends to circa 3.6 acres. No additional land purchase is required to facilitate the establishment of an 8 place Specialist Resource Base for emotional health and wellbeing at Ysgol Gymraeg Pwll Coch from September 2024 within the existing buildings.
244. Coed Glas Primary School in Llanishen is owned by the Council and extends to circa 6 acres. No additional land purchase is required to facilitate the establishment of a 20 place Specialist Resource Base for Complex Learning Needs at Coed Glas Primary School from September 2024, within the existing buildings.
245. Greenway Primary School in Rumney is owned by the Council and extends to circa 8 acres. No additional land purchase is required to facilitate the establishment of a 20 place Specialist Resource Base for Complex Learning Needs at Greenway Primary School from September 2024, within the existing buildings.
246. Severn Primary School in Canton is owned by the Council and extends to circa 2.3 acres. No additional land purchase is required to facilitate the establishment of a 20 place Specialist Resource Base for Complex Learning Needs at Severn Primary School from September 2024, within the existing buildings.

HR Implications

Specialist Resources Bases

247. Proposals to establish Specialist Resource Bases would require the relevant Governing Bodies to consider the workforce requirements in readiness for the expansions. The Governing Bodies would be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services would provide advice, support and

guidance to the Governing Bodies for the workforce planning process and consequential recruitment processes, if required.

248. Where the Governing Bodies have adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the establishment of Specialist Resource Bases for emotional health and wellbeing will provide opportunities for school-based staff on the school redeployment register.

Greenhill Special School

249. Proposals to increase the capacity of Greenhill Special School would require the Governing Body to consider the workforce requirements in readiness for the expansion. The Governing Body would be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services would provide advice, support and guidance to the Governing Body for the workforce planning process and consequential recruitment processes.
250. Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of the increase in capacity will provide opportunities for school-based staff on the school redeployment register.
251. The proposal also includes the school to operate dual site arrangements. This will require high levels of staff and trade union consultation; clear communication plans regarding the arrangements for the transition from one school site to another; in addition to staff involvement in the development of building specifications or designs.

Pupil Referral Unit

252. The proposed increase in pupil numbers for the unit will require the management committee to plan for the workforce requirements in readiness for the expansion. HR People Services will provide advice, support and guidance to the management committee for the workforce planning and consequential recruitment processes.
253. Where the management committee has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of an increase in the numbers on roll will provide opportunities for school-based staff on the school redeployment register.
254. The proposal also includes the PRU to operate across two sites. This will require high levels of staff and trade union consultation; clear communication on site arrangements; in addition to staff involvement in the development of building specifications.

Community Teaching Team

255. Full consultation with staff and trade union colleagues would be needed to ensure there is a smooth transition of the Community Teaching Team to the former Severn Adult Education Centre.

Traffic and Transport Implications

General points

256. The individual needs of pupils at special schools and SRBs, together with the greater distances travelled, necessarily limit the scope for high rates of active travel compared with mainstream school pupils.
257. The Council applies the statutory qualifying walking distance criteria for pupils to qualify for free home to school transport to special schools and SRBs. Additionally, some learners who live within two / three miles of the school may be provided with free transport due to their individual learning needs and social issues.
258. The increased provision of places at special schools and SRBs across the city means out-of-county transport spending is not expected to increase, and the transport cost per individual learner is likely to decrease. However due to the increasing numbers of eligible learners there is still expected to be a risk of high transport costs.
259. The existing high numbers of special school pupils eligible for Learner Transport are not generally expected to change significantly, however a proportion of Greenhill and secondary age SRB pupils are able to, and may already, travel to school independently. These pupils as well as staff and school visitors would benefit from any required improvements in facilities for active travel to school or public transport facilities.
260. Transport Assessments would be required for the new school building proposals. These will identify measures to be included as part of the applications to maximise travel by sustainable modes.
261. A number of initiatives have successfully demonstrated support and encouragement for active and sustainable travel amongst the ALN cohort, including Independent Travel Training for older pupils, cycle maintenance and cycle training.
262. Some pupils are able to travel independently or with parent/carers and if resident within the two-mile qualifying distance may not be eligible for Learner Transport.
263. Provision of recommended improvements for active travel would benefit these pupils as well as any mainstream pupils, staff and visitors to the sites. These could include appropriate road safety improvements such as crossings, cycling facilities, secure cycle parking, and improvements to bus waiting facilities.

264. Numbers of pupils who continue to use Learner Transport for their journey to school will be likely to increase in line with the trend for increasing numbers of pupils requiring places at special schools or specialist resource bases. Each school location with new or increased demand for Learner Transport vehicles will require suitable new, improved and / or expanded facilities for drop-off and pick-up within the site. The areas required would need to accommodate appropriate numbers of vehicles which may approximate to one taxi for a typical average of 3 pupils. In some cases, minibuses may be suitable but this is also dependent on individual pupil needs, home locations and co-ordination of routes.
265. Car parking provision at new schools would be in line with the Council's parking standards. Allocations for special schools and specialist resource bases are agreed on a case-by-case basis but requirements are expected to generally correlate with 1 car space per typical number of pupils in a class. This is in line with the standard 1 space per 30 pupils in mainstream schools, but results in a higher ratio of spaces due to the much smaller class sizes.

Expansion of Pupil Referral Unit (PRU) on temporary site at Lawrenny Avenue

266. The proposed increase in capacity to 180 places from the current 90 places at the Cefn Road site, will be initially provided for a temporary period with an additional 90 places at the site currently occupied by Fitzalan High School, from September 2023.
267. Proposals for the PRU at the existing school site to be accessed from Lawrenny Avenue include for staff parking at the front. The anticipated numbers of Learner Transport vehicles for 90 PRU pupils would be 30 taxis which will require facilities for drop-off and pick-up within the site in a suitable configuration.
268. The reorganisation and reallocation of existing parking and vehicle circulation space will need to be considered. The transport team including School Transport will need to be fully consulted at an early stage on any proposals affecting access, parking and circulation areas.

Expansion of Greenhill Special School operating across two sites

269. The overall capacity of Greenhill Special School is proposed to increase from 64 places to 96 places from September 2026. By this time, it is proposed to accommodate 48 pupils in new-build accommodation at the current site at Heol Brynglas, Rhiwbina, and 48 pupils at a new site at Ty Glas Avenue, Llanishen,
270. The new-build at Ty Glas Avenue will be completed first, and available for up to 48 pupils from September 2025.

New Greenhill Special School facility at Ty Glas Avenue, Llanishen

271. From a transport standpoint the Ty Glas site would provide an excellent location for Greenhill School given its relatively central location, proximity to

public transport routes and facilities (bus and rail), and potential for active travel connections to existing and developing cycle route facilities.

272. A drop-off area for an anticipated 16 Learner Transport taxis would need to be provided for 48 pupils.
273. There is a significant proportion of current Greenhill pupils who live in the Llanishen and Gabalfa areas (and who do not require Learner Transport). There is therefore good potential for pupils as well as staff who live within a reasonable cycling or walking distance to travel to the site by active modes. Greenhill School has already developed its own Active Travel Plan well ahead of many mainstream schools.
274. Greenhill School pupils are supported by the Council's independent Travel Training initiative where pupils are supported in planning and making journeys to school independently. The site location near public transport services would lend itself well to pupils being supported by this initiative.
275. Greenhill School forms part of the Cardiff Schools Bike Fleet project where bespoke bike fleets are being placed in schools to allow everyone access to cycling. Greenhill School has been allocated 16 standard bikes for pupils and 2 adult bikes, (as well as 5 scooters). The bikes are used for extra cycle training of pupils and staff but also to embed cycling into the school culture as part of lessons and break times as well as using them to cycle to and from some of their off-site activities. Greenhill School has embraced the project enthusiastically, encouraging their pupils to cycle to school and to cycle as part of curricula and extra curricula activity.

Oak House, St Mellons - Temporary relocation of Greenhill Special School and subsequent permanent Pupil Referral Unit (PRU)

276. To allow for the construction of new buildings on the current Heol Brynglas site, up to 42 Greenhill pupils could be accommodated in a temporary new-build specialist provision at Oak House, St Mellons in September 2025.
277. Following the Greenhill pupils' return to their new provision at the Heol Brynglas site in the 2026/2027 school year, Oak House is proposed become a permanent location for a Pupil Referral Unit for up to 42 pupils. The 42 PRU learners would transfer here from their temporary accommodation at the current Fitzalan High School on Lawrenny Avenue.
278. A drop-off area for up to 14 taxis would need to be provided to serve up to 42 learners.
279. Oak House has reasonable proximity to public transport routes and facilities, and some potential for active travel connections.

New accommodation for Greenhill Special School at current Heol Brynglas site

280. At the current site, there is likely to be a decrease in the number of vehicle trips generated by the school due to fewer pupils attending the site. A Transport Assessment will be required as part of the planning process and

is expected to identify the need for revised junction and highway works to improve the current school access to/from Rhiwbina Hill/ Heol-y-Deri for pedestrians, cyclists and vehicles.

- 281. A drop-off area for an anticipated 16 Learner Transport taxis would need to be provided for 48 pupils.
- 282. The Heol Brynglas site has reasonable proximity to a public transport route, and some limited potential for active travel connections.

Expansion of Pupil Referral Unit (PRU) on part of site currently occupied by Willows High School

- 283. This is a new-build PRU facility due to accommodate up to 48 learners in 2027/2028 school year. The 48 PRU learners will transfer here from their temporary accommodation at the current Fitzalan High School on Lawrenny Avenue.
- 284. A drop-off area for an anticipated 16 Learner Transport taxis would need to be provided for 48 PRU learners.
- 285. These two proposed new educational uses of the site currently occupied by Willows High School will have a combined total of 96 learners from September 2027. The majority of these will require school transport.
- 286. Anticipated combined total vehicle numbers serving this site are in the order of 32 learner transport taxis and a possible 16 staff parking spaces. The impact of this on the local highway network is therefore anticipated to be lower than with the existing site use and can be minimised if the school facility timings are staggered.
- 287. From a transport standpoint, this site has a relatively central location, reasonable proximity to public transport routes and facilities, and potential for active travel connections.

Establishment of Specialist Resource Bases

- 288. The reorganisation and reallocation of existing parking and vehicle circulation space will need to be considered for the provision of Learner Transport drop-off areas. The transport team including School Transport will need to be fully consulted at an early stage on any proposals affecting access, parking and circulation areas.
- 289. All the following Specialist Resource Bases are proposed to be established from September 2024 within the existing school buildings.

Establishment of Specialist Resource Base at Ysgol Gyfun Gymraeg Plasmawr

- 290. It is proposed that the 20-place base would be accommodated for learners with Emotional Health and Wellbeing Needs.

291. A drop-off and pick-up area for school transport for an anticipated 7 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Primary school site proposals for Specialist Resource Bases for Emotional Health and Wellbeing

Establishment of an 8 place Specialist Resource Base at Baden Powell Primary School

292. A drop-off and pick-up area for school transport for an anticipated 3 taxis would be needed. There is no space available on-site and further feasibility is required. The potential use of The Hub swimming pool car park opposite with staff to escort pupils is under consideration.

Establishment of an 8 place Specialist Resource Base at Fairwater Primary School

293. A drop-off and pick-up area for school transport for an anticipated 3 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Establishment of a 16 place Specialist Resource Base at Herbert Thompson Primary School

294. A drop-off and pick-up area for school transport for an anticipated 6 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Establishment of a 16 place Specialist Resource Base at Lakeside Primary School

295. A drop-off and pick-up area for school transport for an anticipated 6 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Establishment of an 8 place Specialist Resource Base at Springwood Primary School

296. A drop-off and pick-up area for school transport for an anticipated 3 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Establishment of an 8 place Specialist Resource Base at Ysgol Gymraeg Pwll Coch

297. A drop-off and pick-up area for school transport for an anticipated 3 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Primary School site proposals for Specialist Resource Bases for Complex Learning Needs

298. It is proposed to establish 20 place Specialist Resource Bases for Complex Learning Needs at each of the following 3 primary school sites. These are all proposed within their existing school buildings from September 2024.

Establishment of a 20 place Specialist Resource Base for Complex Learning Needs at Coed Glas Primary School

299. A drop-off and pick-up area for school transport for an anticipated 7 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

Establishment of a 20 place Specialist Resource Base for Complex Learning Needs at Greenway Primary School

300. A drop-off and pick-up area for school transport for an anticipated 7 taxis would be needed. The required space is available on site with reconfiguration of existing facilities.

301. The existing vehicle access is currently congested so this would need improvement.

Establishment of a 20 place Specialist Resource Base for Complex Learning Needs at Severn Primary School and transfer of the Community Teaching Team to the former Severn Adult Education Centre from September 2023

302. A drop-off and pick-up area for school transport for an anticipated 7 taxis would be needed for the Specialist Resource Base. There is no space available on-site and further feasibility is required.

303. The site is centrally located with good public transport links.

Impact Assessments

304. An initial Single Impact Assessment has been carried out and is attached as Appendix 7. This includes an Equality Impact Assessment, Child's Rights Impact Assessment and Welsh Language Impact Assessment. The views of stakeholders would be sought as part of the consultation and the assessment would be reviewed as part of the post consultation analysis.

305. The Council would also seek the views of the school communities and the wider community to inform a Community Impact Assessment, ahead of and during the consultation period.

RECOMMENDATIONS

Cabinet is recommended to:

1. Authorise officers to:
 - a) Consult on the proposals to increase the number of places for learners with Emotional Health and Wellbeing Needs and the number of places for learners with Complex Learning Needs/ Autism Spectrum Condition.
 - b) Proceed, ahead of the Sustainable Communities for Learning rolling programme, with the design and procurement of the Ty Glas and Oak House sites, and the temporary accommodation on the existing Fitzalan High School works through the School Organisation Programme.
2. Note:
 - a) The increase in the Pupil Referral Unit provision and expansion of the age range to include Key Stage 3 pupils.
 - b) The expansion of the Community Teaching provision and the transfer of the service to the former Severn Adult Education Centre.
 - c) The temporary relocation of Lansdowne Primary School to the existing Fitzalan High School site.
 - d) That officers will bring a report on the outcome of the consultations on proposals to a future meeting to seek authorisation as to whether to proceed to publish proposals in accordance with section 48 of The School Standards and Organisation (Wales) Act 2013
3. Delegate authority to the Director of Economic Development to acquire the freehold interests for land at adjacent to the existing Greenhill Special School site, in line with an independent valuation, to allow the delivery of the replacement Greenhill Special School, subject to Ministerial approval for Welsh Government capital funding.

SENIOR RESPONSIBLE OFFICER	Melanie Godfrey Director for Education & Lifelong Learning
	7 July 2023

The following appendices are attached:

Appendix 1: Map of existing special school and specialist resource base provision

Appendix 2: Recent and projected take up of specialist EHW places
Appendix 3: Summary tables of current and proposed specialist EHW and CLN places
Appendix 4: Map of existing and proposed special school and specialist resource base provision
Confidential Appendix 5: Summary Financial Modelling – placements costs
Confidential Appendix 6: Summary Financial Modelling – transport costs
Appendix 7: Single Impact Assessment

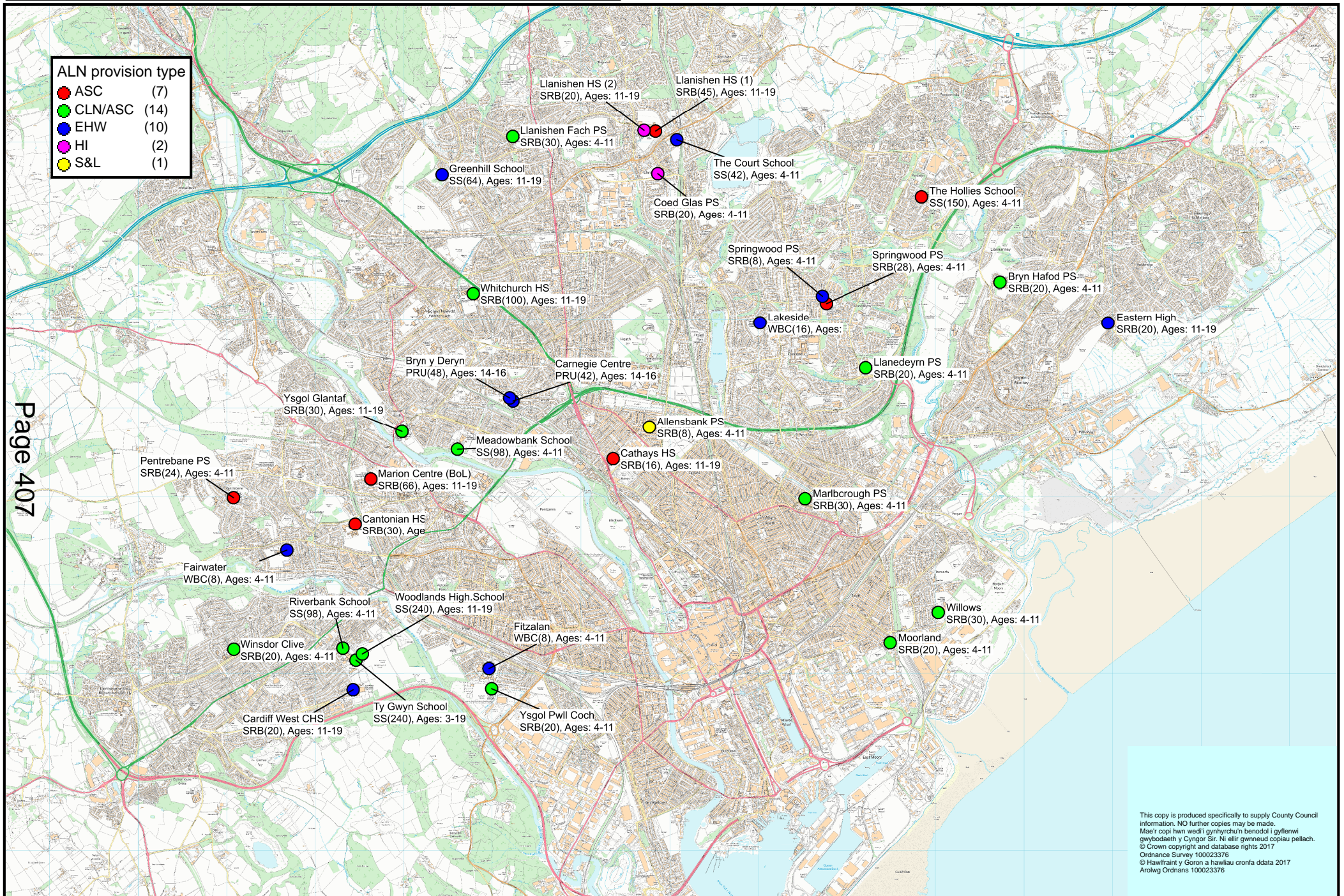
The following background papers have been taken into account:

School Organisation Proposals: Provision for Children and Young People with Additional Learning Needs (15 July 2021) [Agenda for Cabinet on Thursday, 15th July, 2021, 2.00 pm : Cardiff Council \(moderngov.co.uk\)](#)

School Organisation Proposals: Provision for Children and Young People with Additional Learning Needs (14 October 2021) [Agenda for Cabinet on Thursday, 14th October, 2021, 2.00 pm : Cardiff Council \(moderngov.co.uk\)](#)

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Appendix 1: Map of existing special school and specialist resource base provision 2023-24



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Appendix 2: Summary of recent and projected take up of specialist places

The below table sets out the growth in the number of learners accessing specialist provision in recent years:

Table: Cardiff pupils accessing specialist placement, 2017/18 to 2022/2023						
	17-18	18-19	19-20	20-21	21-22	22-23
Cardiff maintained provision						
Primary SRB	174	192	192	192	213	204
Secondary SRB	219	274	274	294	341	365
Primary Special (4-11)	204	216	240	254	282	299
Secondary Special (11-19)	186	196	205	208	210	227
Ty Gwyn (3-19)	184	177	190	198	208	222
PRU (single-registered to PRU)	38	51	57	64	72	68
Sub-total - Cardiff special school, SRB & PRU	1005	1106	1158	1210	1326	1385
Primary - other LA	17	14	14	13	11	13
Secondary - other LA	68	55	59	59	51	40
Primary Independent / EOTAS	3	4	9	9	15	37
Secondary Independent / EOTAS*	312	279	267	228	257	272
Sub-total - other	400	352	349	309	334	362
Total Placements	1405	1458	1507	1519	1660	1747

When comparing the number of learners accessing specialist provision to the overall school population in the past five years, a year-on-year increase in the proportion of the pupil population accessing specialist provision can be identified.

The below table represents a continuation of this trend projection in the requirement for specialist placements, against the projected pupil populations in the primary, secondary and post-16 age phases.

Table: Continuation of recent trend in Cardiff pupils accessing specialist placement						
	22-23	23-24	24-25	25-26	26-27	27-28
Continued growth projection	1747	1776	1817	1854	1887	1915
Continued growth projection - % of population	3.4%	3.4%	3.5%	3.6%	3.7%	3.8%

The identified trend of growth from circa 2.9% in 2017/18 to circa 3.4% in 2022/23, if continued, would reach 3.8% (1,915 pupils) by 2027/28. However, whilst this consolidates the need for proposals to expand specialist provision to date, such growth trends cannot be modelled to continue indefinitely above 3.8% of the overall school population. It is not anticipated that such a high proportion of learners should be placed in specialist provision, such as special schools, SRBs and PRUs. Support in

mainstream schools should, where appropriate, allow for learners to remain within their home school community. The Council is investigating opportunities to improve facilities for prevention and early intervention in primary and secondary schools, including flexible spaces to allow for smaller classes and for setting up in-house nurture arrangements and internal exclusion.

Appendix 3: Summary tables of current and proposed specialist EHW places

Table 1 below sets out the existing specialist provision in Cardiff for primary-age learners with Emotional Health and Wellbeing needs.

Current places and approved places: primary	22/23	23/24	24/25	25/26
The Court Special School	42	42	42	72
Fairwater Wellbeing Class	8	8	8	8
Fitzalan Wellbeing Class	8	8	8	8
Lakeside Wellbeing Class	16	16	16	16
Springwood Wellbeing Class	8	8	8	8
Ysgol Pwll Coch Wellbeing Class	8	8	8	8
Subtotal 3-11 special school	42	42	42	72
Subtotal 3-11 Wellbeing class	48	48	48	48
Total places	90	90	90	120

Table 2 below sets out the proposed changes to specialist provision in Cardiff for primary-age learners with Emotional Health and Wellbeing needs.

Proposed organisation of places: primary	22/23	23/24	24/25	25/26
The Court Special School	42	42	42	72
Baden Powell SRB	0	0	8	8
Fairwater Wellbeing Class	8	8	0	0
Fairwater SRB	0	0	8	8
Fitzalan Wellbeing Class	8	8	8	8
Herbert Thompson SRB	0	0	16	16
Lakeside Wellbeing Class	16	16	0	0
Lakeside SRB	0	0	16	16
Springwood Wellbeing Class	8	8	0	0
Springwood SRB	0	0	8	8
Ysgol Pwll Coch Wellbeing Class	8	8	0	0
Ysgol Pwll Coch SRB	0	0	8	8
Subtotal 3-11 special school	42	42	42	72
Subtotal 3-11 Wellbeing class	48	48	8	8
Subtotal 3-11 Wellbeing SRB	0	0	64	64
Total places	90	90	114	144

Table 3 below sets out the existing specialist provision in Cardiff for secondary-age and post-16 learners with Emotional Health and Wellbeing needs.

Current places and approved places: Secondary and post-16	22/23	23/24	24/25	25/26	26/27	27/28
Greenhill Special School, Rhiwbina site	64	64	64	64	64	64
Cardiff West Community High School SRB	20	20	20	20	20	20
Eastern High SRB	0	20	20	20	20	20
PRU Bryn y Deryn, Mynachdy site	48	48	48	48	48	48
PRU Carnegie Centre, Mynachdy site	42	42	42	42	42	42
Subtotal 11-19 special school	64	64	64	64	64	64
Subtotal 11-19 SRB	20	40	40	40	40	40
Subtotal 11-19 PRU	90	90	90	90	90	90
Total places	174	194	194	194	194	194

Table 4 below sets out the proposed changes to specialist provision in Cardiff for secondary-age and post-16 with Emotional Health and Wellbeing needs.

Proposed organisation of places: Secondary and post-16	22/23	23/24	24/25	25/26	26/27	27/28
Greenhill Special School, Rhiwbina site	64	64	64	64	48	48
Greenhill School, Ty Glas site	0	0	0	0	48	48
New EHW Special School, Willows site	0	0	0	0	0	48
Cardiff West CHS	20	20	20	20	20	20
Eastern High	0	20	20	20	20	20
Ysgol Gyfun Gymraeg Plasmawr	0	0	20	20	20	20
PRU Bryn y Deryn, Mynachdy site	48	48	48	48	48	48
PRU Bryn y Deryn, expansion sites	0	48	48	48	48	48
PRU Carnegie Centre, Mynachdy site	42	42	42	42	42	42
PRU Carnegie Centre, expansion sites	0	42	42	42	42	42
Subtotal 11-19 special school	64	64	64	64	96	144
Subtotal 11-19 SRB	20	40	60	60	60	60
Subtotal 11-19 PRU	90	180	180	180	180	180
Total places	174	284	304	304	336	384

Table 5 below sets out the existing specialist provision in Cardiff for primary-age learners with Complex Learning Needs / Autism Spectrum Condition.

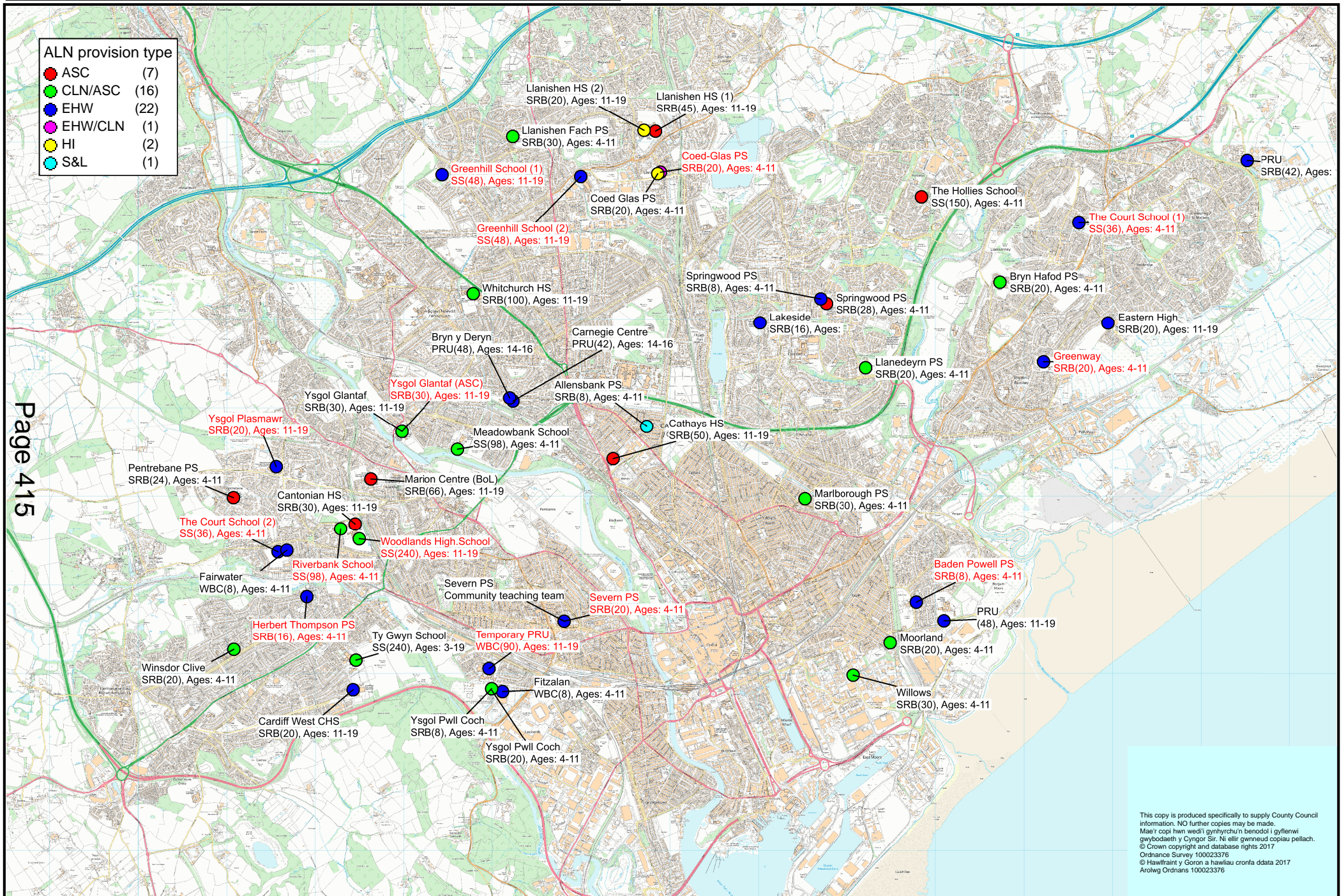
Current places and approved places: primary	22/23	23/24	24/25	25/26	26/27
Meadowbank	98	98	98	98	98
Riverbank	70	78	78	78	112
The Hollies	119	150	150	150	150
Ty Gwyn*	80	80	80	80	80
Allensbank (S&L)	8	8	8	8	8
Bryn Hafod	20	20	20	20	20
Llanedeyrn	20	20	20	20	20
Llanishen Fach	20	30	30	30	30
Marlborough	30	30	30	30	30
Moorland	0	20	20	20	20
Pentrebane	24	24	24	24	24
Springwood	28	28	28	28	28
Windsor Clive	20	20	20	20	20
Ysgol Gymraeg Pwll Coch	20	20	20	20	20
Subtotal 3-11 special school	367	406	406	406	440
Subtotal 3-11 SRB	190	220	220	220	220
Total places	557	626	626	626	660

Table 6 below sets out the proposed changes to specialist provision in Cardiff for primary-age learners with Complex Learning Needs / Autism Spectrum Condition

Proposed organisation of places: primary	22/23	23/24	24/25	25/26	26/27
Meadowbank	98	98	98	98	98
Riverbank	70	78	78	78	112
The Hollies	119	150	150	150	150
Ty Gwyn*	80	80	80	80	80
Allensbank (S&L)	8	8	8	8	8
Bryn Hafod	20	20	20	20	20
Coed Glas	0	0	20	20	20
Greenway	0	0	20	20	20
Llanedeyrn	20	20	20	20	20
Llanishen Fach	20	30	30	30	30
Marlborough	30	30	30	30	30
Moorland	0	20	20	20	20
Pentrebane	24	24	24	24	24
Severn	0	0	20	20	20
Springwood	28	28	28	28	28
Windsor Clive	20	20	20	20	20
Ysgol Gymraeg Pwll Coch	20	20	20	20	20
Subtotal 3-11 special school	367	406	406	406	440
Subtotal 3-11 SRB	190	220	280	280	280
Total places	557	626	686	686	720

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Appendix 4: Map of existing and proposed special school and specialist resource base provision



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Single Impact Assessment

Cardiff Council



1. Details of the Proposal

What is the proposal?

Title: **SCHOOL ORGANISATION PROPOSALS: PROVISION FOR CHILDREN AND YOUNG PEOPLE WITH ADDITIONAL LEARNING NEEDS (ALN)**

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

New	<input checked="" type="checkbox"/>
Existing	<input type="checkbox"/>

Directorate/Service Area:

Education

Who is developing the proposal?

Name:	Richard Portas
Job Title:	Programme Director – SOP

Responsible Lead Officer (Director or Assistant Director):

Melanie Godfrey
Director of Education and Lifelong Learning

Cabinet Portfolio:

Education (Councillor Sarah Merry)

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 Cardiff.

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	Rosalie Phillips	Project Officer- School Organisation Planning	12/06/2023

2. Overview of the Proposal

What action is the Council considering and why?

Please provide an outline of the proposal.

For Cabinet to consider, subject to Ministerial approval for potential Welsh Government capital funding:

- a. Recommendations to hold public consultation on a range of proposals to extend and realign additional learning needs provision.
- b. To note the potential revenue and capital implications to the Council arising from all proposals.
- c. Recommendation to proceed with the design and procurement of the Ty Glas and Oak House sites, and the temporary accommodation on the existing Fitzalan High School works through the School Organisation Programme.
- d. To note the temporary relocation of Lansdowne Primary School to the existing Fitzalan High School site.
- e. To delegate authority to the Director of Economic Development to acquire the freehold interests for land at adjacent to the existing Greenhill site, in line with an independent valuation, to allow the delivery of the replacement Greenhill Secondary School, subject to Ministerial approval for Welsh Government capital funding.

To meet demand for specialist resource base/special school places for learners with emotional health and wellbeing needs it is proposed to:

- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Baden Powell Primary School from September 2024, within the existing buildings.
- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Fairwater Primary School from September 2024, within the existing buildings. This would replace the existing Wellbeing Class.
- establish a 16 place Specialist Resource Base for emotional health and wellbeing at Herbert Thompson Primary School from September 2024, within existing buildings.
- establish a 16 place Specialist Resource Base for emotional health and wellbeing at Lakeside Primary School from September 2024, within the existing buildings. This would replace the existing Wellbeing Class.

- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Springwood Primary School from September 2024, within the existing buildings. This would replace the existing Wellbeing Class.
- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Ysgol Gymraeg Pwll Coch from September 2024 within the existing buildings.
- increase the capacity of Greenhill Special School from 64 places to 96 places. The enlarged school would operate as a single school for learners aged 11-18 across two sites including the current site at Heol Brynglas, Rhiwbina, and a new site at Ty Glas Avenue, Llanishen from September 2026.
- establish a 20-place Specialist Resource Base for learners with Emotional Health and Wellbeing Needs at Ysgol Gyfun Gymraeg Plasmawr from September 2024, within the existing buildings.

The proposed expansion of the Pupil Referral Unit and the transfer of the Community Teaching Team set out below are not subject to the requirements of the School Organisation Code:

- increase the capacity of the Pupil Referral Unit to 180 places, from September 2023. The enlarged PRU would operate as a single establishment for learners aged 11-18 across three sites including:
 - the current site for up to 90 learners at Cefn Road.
 - 48 learners in new-build accommodation at the site currently occupied by Willows High School from September 2027.
 - 42 learners in refurbished/ extended provision at Oak House, St Mellons.
- for a temporary period locate the extended Pupil Referral Unit provision at the site currently occupied by Fitzalan High School, from September 2023.
- for a temporary period locate Lansdowne Primary School onto the existing Fitzalan High School site due to emergency condition works from January 2024.
- transfer the Community Teaching Team to the former Severn Adult Education Centre from September 2023.

To meet demand for specialist resource places for learners with complex learning needs it is proposed to:

- establish a 20 place Specialist Resource Base for Complex Learning Needs at Coed Glas Primary School from September 2024, within the existing buildings.
- establish a 20 place Specialist Resource Base for Complex Learning Needs at Greenway Primary School from September 2024, within the existing buildings.
- establish a 20 place Specialist Resource Base for Complex Learning Needs at Severn Primary School from September 2024, within the existing buildings.

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?

Details of the financial implications relevant to the proposed changes are as set out in the report

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	5	Y
B. Child Rights Impact Assessment	19	Y
C. Welsh Language Impact Assessment	24	Y
D. Habitats Regulations Assessment	28	N
E. Strategic Environmental Assessment	29	N
F. Data Protection Impact Assessment	30	N
G. Health Impact Assessment	31	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

Impact on the Protected Characteristics

Age

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

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

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

The proposals will have a positive impact.

The aim of the proposed changes is to improve the match between the supply of and demand of places for specialist provision for learners with emotional health and wellbeing needs and complex learning needs.

The options identified would provide a phased increase in the number of specialist places and would:

- support a holistic, vocational and therapeutic curriculum including life skills.
- provide a mix of revolving door assessment places at KS3 and long-term placements.
- reduce reliance on independent school places, and possible out of county placements.
- ensure capacity to support looked after children in Cardiff schools, in line with the 'Closer to Home' strategy.
- establish gender-inclusive approaches to all specialist provision in Cardiff.
- increase the opportunities for primary aged learners to access specialist provision on a mainstream school site.
- further develop support for pupils to maintain links with and return to mainstream education where possible.
- create strong links between mainstream and special schools to support dual placements and a richer learning experience.
- improve the range of post-16 opportunities, including supported pathways to employment.

This provision is age dependent and therefore not accessible to pupils outside of this age range, or adults, either locally or in the wider community.

The Council would manage admissions to the specialist provision in accordance with the ALN Code.

The proposals would require changes in the staffing structures of the schools subject to the proposed changes.

Proposals to establish Specialist Resource Bases would require the relevant Governing Bodies to consider the workforce requirements in readiness for the expansions. The Governing Bodies would be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services would provide advice, support and guidance to the Governing Bodies for the workforce planning process and consequential recruitment processes, if required.

Proposals to increase the capacity of Greenhill Special School would require the Governing Body to consider the workforce requirements in readiness for the expansion. The Governing Body would be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services would provide advice, support and guidance to the Governing Body for the workforce planning process and consequential recruitment processes.

The proposed increase in pupil numbers for the Pupil Referral Unit will require the management committee to plan for the workforce requirements in readiness for the expansion. HR People Services will provide advice, support and guidance to the management committee for the workforce planning and consequential recruitment processes.

Full consultation with staff and trade union colleagues would be needed to ensure there is a smooth transition of the Community Teaching Team to the former Severn Adult Education Centre.

Any changes to accommodation would need to consider a detailed range of information e.g., the design/accessibility of any school buildings/accommodation and appropriate actions to address any differential impacts.

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

The Council has a statutory duty to provide pupil places to meet the needs of all pupils in Cardiff.

Demand for places is reviewed on an ongoing basis and proposed changes brought forward as required.

The Council works closely with the governing bodies of schools to make sure that standards in schools are high, that teaching is good, and that leadership and governance is strong. The Council does not expect the proposals to have any negative impact on the quality of standards of education, the delivery of the Foundation Phase or each key stage of education at any of the schools or the

ALN provision at the schools subject to the proposals, the Pupil Referral Unit or the Community Teaching provision.

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of an increase in the numbers on roll would provide opportunities for any school-based staff on the school redeployment register.

An equality impact assessment would be carried out to identify the accessibility of any new build accommodation. The equality impact assessment would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part M and the relevant Building Bulletins.

Disability

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

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

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

The proposals will have a positive impact.

The aim of the proposed changes is to improve the match between the supply of and demand of places for specialist provision for learners with emotional health and wellbeing needs and complex learning needs.

The options identified would provide a phased increase in the number of specialist places and would:

- support a holistic, vocational and therapeutic curriculum including life skills.
- provide a mix of revolving door assessment places at KS3 and long-term placements.

- reduce reliance on independent school places, and possible out of county placements.
- ensure capacity to support looked after children in Cardiff schools, in line with the 'Closer to Home' strategy.
- establish gender-inclusive approaches to all specialist provision in Cardiff.
- increase the opportunities for primary aged learners to access specialist provision on a mainstream school site.
- further develop support for pupils to maintain links with, and return to mainstream education where possible.
- create strong links between mainstream and special schools to support dual placements and a richer learning experience.
- improve the range of post-16 opportunities, including supported pathways to employment.

The Council would manage admissions to the specialist provision in accordance with the ALN Code

Any changes to accommodation would need to consider a detailed range of information e.g., the design/accessibility of any school buildings/accommodation and appropriate actions to address any differential impacts.

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

The Council works closely with the governing bodies of schools to make sure that standards in schools are high, that teaching is good, and that leadership and governance is strong. The Council does not expect the proposals to have any negative impact on the quality of standards of education, the delivery of the Foundation Phase or each key stage of education at any of the schools or the ALN provision at the schools subject to the proposals, the Pupil Referral Unit or the Community Teaching provision.

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

Schools are required to have a Strategic Equality Plan and would work together to ensure that any concerns are addressed.

An equality impact assessment would be carried out to identify the accessibility of any new build accommodation. The equality impact assessment would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part Ma and the relevant Building Bulletins.

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.)		x	

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

There are no direct impacts arising from the recommendations of this report.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The Council would manage admissions to the specialist provision in accordance with the ALN Code

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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

Marriage and Civil Partnership

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

	Yes	No	N/A
Marriage		x	
Civil Partnership		x	

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

There are no direct impacts arising from the recommendations of this report.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The Council would manage admissions to the specialist provision in accordance with the ALN Code

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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

Pregnancy and Maternity

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

	Yes	No	N/A
Pregnancy		x	
Maternity		x	

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

There are no direct impacts arising from the recommendations of this report.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The Council would manage admissions to the specialist provision in accordance with the ALN Code

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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

Race

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

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

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

There are no direct impacts arising from the recommendations of this report.

The proposals will have a positive impact on all pupils.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The provision being proposed would be accessible to all ethnic groups and compliance with the Council's policies on equal opportunities would need to be ensured.

The Council would manage admissions to the specialist provision in accordance with the ALN Code

The Council works closely with the governing bodies of schools to make sure that standards in schools are high, that teaching is good, and that leadership and governance is strong. The Council does not expect the proposals to have any negative impact on the quality of standards of education, the delivery of the Foundation Phase or each key stage of education at any of the schools or the ALN provision at the schools subject to the proposals, the Pupil Referral Unit or the Community Teaching provision.

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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

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		x	
Christian		x	
Hindu		x	
Humanist		x	
Jewish		x	
Muslim		x	
Sikh		x	
Other		x	

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

There are no direct impacts arising from the recommendations of this report.

The proposals will have a positive impact on all pupils.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities. The provision being proposed would be accessible to all ethnic groups and compliance with the Council's policies on equal opportunities would need to be ensured.

The Council would manage admissions to the specialist provision in accordance with the ALN Code.

The Council works closely with the governing bodies of schools to make sure that standards in schools are high, that teaching is good, and that leadership and governance is strong. The Council does not expect the proposals to have any negative impact on the quality of standards of education, the delivery of the Foundation Phase or each key stage of education at any of the schools or the ALN provision at the schools subject to the proposals, the Pupil Referral Unit or the Community Teaching provision.

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's / Governing Bodies policies on equal opportunities.

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

Sex

Will this proposal have a **differential impact [positive/negative]** on men and/or women?

	Yes	No	N/A
Men		x	
Women		x	

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

There are no direct impacts arising from the recommendations of this report.

The proposals will have a positive impact on all pupils.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The Council would manage admissions to the specialist provision in accordance with the ALN Code.

The Council works closely with the governing bodies of schools to make sure that standards in schools are high, that teaching is good, and that leadership and governance is strong. The Council does not expect the proposals to have any negative impact on the quality of standards of education, the delivery of the Foundation Phase or each key stage of education at any of the schools or the ALN provision at the schools subject to the proposals, the Pupil Referral Unit or the Community Teaching provision.

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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

Sexual Orientation

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

	Yes	No	N/A
Bisexual		x	
Gay Men		x	
Gay Women/Lesbians		x	
Heterosexual/Straight		x	

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

There are no direct impacts arising from the recommendations of this report.

The proposals will have a positive impact on all pupils.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The Council would manage admissions to the specialist provision in accordance with the ALN Code.

The Council works closely with the governing bodies of schools to make sure that standards in schools are high, that teaching is good, and that leadership and

governance is strong. The Council does not expect the proposals to have any negative impact on the quality of standards of education, the delivery of the Foundation Phase or each key stage of education at any of the schools or the ALN provision at the schools subject to the proposals, the Pupil Referral Unit or the Community Teaching provision.

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

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

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		x	

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

The Council's 'Stronger, Fairer, Greener' policy sets out the key themes and commitments for the next five years with a strong focus on putting children and young people front and centre of their ambitions for the city. Central to this is the explicit belief that good education is the surest route out of poverty and, in turn that, the long-term prosperity of the city relies on firm support for our children and young people to reach their potential.

Education is consistently ranked as the top priority for children and young people in Cardiff, a key social and cultural right which plays an essential role in overcoming poverty and disadvantage.

The aim of the proposed changes is to improve the match between the supply of and demand of places for specialist provision for learners with emotional health and wellbeing needs and complex learning needs.

The options identified would provide a phased increase in the number of specialist places and would:

- support a holistic, vocational and therapeutic curriculum including life skills.
- provide a mix of revolving door assessment places at KS3 and long-term placements.

- reduce reliance on independent school places, and possible out of county placements.
- ensure capacity to support looked after children in Cardiff schools, in line with the 'Closer to Home' strategy.
- establish gender-inclusive approaches to all specialist provision in Cardiff.
- increase the opportunities for primary aged learners to access specialist provision on a mainstream school site.
- further develop support for pupils to maintain links with and return to mainstream education where possible.
- create strong links between mainstream and special schools to support dual placements and a richer learning experience.
- improve the range of post-16 opportunities, including supported pathways to employment.

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

The Council works closely with the governing bodies of schools to make sure that standards in schools are high, that teaching is good, and that leadership and governance is strong. The Council does not expect the proposals to have any negative impact on the quality of standards of education, the delivery of the Foundation Phase or each key stage of education at any of the schools or the ALN provision at the schools subject to the proposals, the Pupil Referral Unit or the Community Teaching provision.

Any proposals that are progressed would need to consider fully the commitments set out in 'Stronger, Fairer, Greener' and how any proposed changes would support these.

Welsh Language

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

	Yes	No	N/A
Welsh language	x		

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

The incidence of ALN in the Welsh-medium sector continues to be lower than for Cardiff schools overall.

There would be a positive impact on the Welsh Language with an increase in the number of Welsh-medium specialist additional learning places.

The Council's Welsh in Education Strategic Plan (WESP) sets out a series of ambitious commitments to build on the progress achieved to date. The WESP commits the Council to increasing the provision of Welsh-medium education for pupils with additional learning needs (ALN).

The Welsh-medium proposals directly respond to the following WESP Outcomes:

- Outcome 6 – An increase in the provision of Welsh-medium education for pupils with additional learning needs A(ALN) in accordance with the duties imposed by the Additional Learning Needs and Education Tribunal (Wales) Act 2018

The Council works closely and constructively with partners on its Welsh Education Forum, which includes representatives of nursery, primary, secondary, and further education, childcare, RhAG and the Welsh Government. The Forum actively informs the planning of Welsh-medium places, to continue to drive the Council’s plan to sustainably increase the number of learners within Welsh-medium schools and those learning Welsh in English-medium schools.

The Council, and its partners on the Welsh Education Forum, are committed to driving the increase in number of pupils educated through the medium of Welsh, to meet the targets within Cardiff’s WESP, and to meet the targets set out in the Welsh Government’s Cymraeg 2050 strategy.

The Council monitors demand for additional learning needs provision and the patterns of take-up in Welsh medium provision at primary and secondary age, with a view to bringing forward appropriate plans to meet any increased demand.

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

Consultation and Engagement

What arrangements have been made to consult/engage with the various equalities’ groups?

The Council’s Accessibility Officer would be given the opportunity to comment on the proposed changes.

Subject to Cabinet approval there will be a full and inclusive public consultation with the views expressed given due consideration as part of the decision-making process.

Summary of Actions (Listed in the sections above)

	Actions
Age	<p>The Council has a statutory duty to provide pupil places to meet the needs of all pupils in Cardiff.</p> <p>Demand for places is reviewed on an ongoing basis and proposed changes brought forward as required.</p> <p>The Council works closely with the governing bodies of schools to make sure that standards in schools are high, that teaching is good, and that leadership and governance is strong. The Council does not expect the proposals to have any negative</p>

	<p>impact on the quality of standards of education, the delivery of the Foundation Phase or each key stage of education at any of the schools or the ALN provision at the schools subject to the proposals, the Pupil Referral Unit or the Community Teaching provision.</p> <p>The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.</p> <p>Where the Governing Body has adopted the Council's School Redeployment and Redundancy Policy, any new vacancies arising as a consequence of an increase in the numbers on roll would provide opportunities for any school-based staff on the school redeployment register.</p> <p>An equality impact assessment would be carried out to identify the accessibility of any new build accommodation. The equality impact assessment would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part Ma and the relevant Building Bulletins.</p>
Disability	<p>The Council works closely with the governing bodies of schools to make sure that standards in schools are high, that teaching is good, and that leadership and governance is strong. The Council does not expect the proposals to have any negative impact on the quality of standards of education, the delivery of the Foundation Phase or each key stage of education at any of the schools or the ALN provision at the schools subject to the proposals, the Pupil Referral Unit or the Community Teaching provision.</p> <p>The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.</p> <p>Schools are required to have a Strategic Equality Plan and would work together to ensure that any concerns are addressed.</p>

	An equality impact assessment would be carried out to identify the accessibility of any new build accommodation. The equality impact assessment would take into account policies such as the Equality Act 2010, TAN 12: Design 2014 as well as building regulations such as, BS8300, Part Ma and the relevant Building Bulletins.
Gender Reassignment	
Marriage & Civil Partnership	
Pregnancy & Maternity	
Race	
Religion/Belief	
Sex	
Sexual Orientation	
Socio-economic Impact	<p>The Council works closely with the governing bodies of schools to make sure that standards in schools are high, that teaching is good, and that leadership and governance is strong. The Council does not expect the proposals to have any negative impact on the quality of standards of education, the delivery of the Foundation Phase or each key stage of education at any of the schools or the ALN provision at the schools subject to the proposals, the Pupil Referral Unit or the Community Teaching provision.</p> <p>Any proposals that are progressed would need to consider fully the commitments set out in 'Stronger, Fairer, Greener' and how any proposed changes would support these.</p>
Welsh Language	
Generic/ Over-Arching (applicable to all the above groups)	

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.

On completion of this Assessment, please ensure that the 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

Guidance for Local Government prepared from 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

STAGE 1: PURPOSE/ SCOPE

What is the policy/ strategy/ project/ procedure/ service? Summarise/ describe its overall aims and any aims specific to children.

For Cabinet to consider, subject to Ministerial approval for potential Welsh Government capital funding:

- f. Recommendations to hold public consultation on a range of proposals to extend and realign additional learning needs provision.
- g. To note the potential revenue and capital implications to the Council arising from all proposals.
- h. Recommendation to proceed with the design and procurement of the Ty Glas and Oak House sites, and the temporary accommodation on the existing Fitzalan High School works through the School Organisation Programme.
- i. To note the temporary relocation of Landsdowne Primary School to the existing Fitzalan High School site.
- j. To delegate authority to the Director of Economic Development to acquire the freehold interests for land at adjacent to the existing Greenhill site, in line with an independent valuation, to allow the delivery of the replacement Greenhill Secondary School, subject to Ministerial approval for Welsh Government capital funding.

To meet demand for specialist resource base/special school places for learners with emotional health and wellbeing needs it is proposed to:

- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Baden Powell Primary School from September 2024, within the existing buildings.
- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Fairwater Primary School from September 2024, within the existing buildings. This would replace the existing Wellbeing Class.
- establish a 16 place Specialist Resource Base for emotional health and wellbeing at Herbert Thompson Primary School from September 2024, within existing buildings.
- establish a 16 place Specialist Resource Base for emotional health and wellbeing at Lakeside Primary School from September 2024, within the existing buildings. This would replace the existing Wellbeing Class.

- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Springwood Primary School from September 2024, within the existing buildings. This would replace the existing Wellbeing Class.
- establish an 8 place Specialist Resource Base for emotional health and wellbeing at Ysgol Gymraeg Pwll Coch from September 2024 within the existing buildings.
- increase the capacity of Greenhill Special School from 64 places to 96 places. The enlarged school would operate as a single school for learners aged 11-18 across two sites including the current site at Heol Brynglas, Rhiwbina, and a new site at Ty Glas Avenue, Llanishen from September 2026.
- establish a 20-place Specialist Resource Base for learners with Emotional Health and Wellbeing Needs at Ysgol Gyfun Gymraeg Plasmawr from September 2024, within the existing buildings.

The proposed expansion of the Pupil Referral Unit and the transfer of the Community Teaching Team set out below are not subject to the requirements of the School Organisation Code:

- increase the capacity of the Pupil Referral Unit to 180 places, from September 2023. The enlarged PRU would operate as a single establishment for learners aged 11-18 across three sites including:
 - the current site for up to 90 learners at Cefn Road.
 - 48 learners in new-build accommodation at the site currently occupied by Willows High School from September 2027.
 - 42 learners in refurbished/ extended provision at Oak House, St Mellons.
- for a temporary period locate the extended Pupil Referral Unit provision at the site currently occupied by Fitzalan High School, from September 2023.
- for a temporary period locate Lansdowne Primary School onto the existing Fitzalan High School site due to emergency condition works from January 2024.
- transfer the Community Teaching Team to the former Severn Adult Education Centre from September 2023.

To meet demand for specialist resource places for learners with complex learning needs it is proposed to:

- establish a 20 place Specialist Resource Base for Complex Learning Needs at Coed Glas Primary School from September 2024, within the existing buildings.
- establish a 20 place Specialist Resource Base for Complex Learning Needs at Greenway Primary School from September 2024, within the existing buildings.

establish a 20 place Specialist Resource Base for Complex Learning Needs at Severn Primary School from September 2024, within the existing buildings.

Will the policy/ strategy/ project/ procedure/ service affect children and young people? Please think about which groups of children and young people it will affect.

The proposed changes relate to primary and secondary phase education provision.

Proposals for learners not accommodated by these proposals have been considered outside of these proposals.

STAGE 2: BUILD AND ASSESS

Which UNCRC (United Nations Convention on the Rights of the Child) articles are relevant to the policy/ strategy/ project/ procedure/ service? Read the articles [here](#) and add any relevant ones to the table below.

The articles which form the four General Principles of the UNCRC are pre-populated in the table.

For further information or assistance on UNCRC Articles, please email the Child Friendly Cardiff Team ChildFriendlyCardiff@cardiff.gov.uk

Article 2 (non-discrimination): The Convention applies to every child without discrimination, whatever their ethnicity, sex, religion, language, abilities or any other status, whatever they think or say, whatever their family background.

Article 3 (best interests of the child): The best interests of the child must be a top priority in all decisions and actions that affect children.

Article 6 (life, survival and development): Every child has the right to life. Governments must do all they can to ensure that children survive and develop to their full potential.

Article 12 (respect for the views of the child): Every child has the right to express their views, feelings and wishes in all matters affecting them, and to have their views considered and taken seriously.

Article 23 (children with a disability): A child with a disability has the right to live a full and decent life with dignity and, as far as possible, independence and to play an active part in the community.

Article 28 (right to education): Every child has the right to an education. Primary education must be free and different forms of secondary education must be available to every child. Discipline in schools must respect children's dignity and their rights.

Article 29 (goals of education): Education must develop every child's personality, talents and abilities to the full. It must encourage the child's respect for human rights, as well as respect for their parents, their own and other cultures, and the environment

What is the likely/ actual impact of the proposal on children's rights? 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.)

The impact on children's rights is expected to be positive.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The proposed changes would provide a phased increase in the number of specialist places and would:

- support a holistic, vocational and therapeutic curriculum including life skills.
- provide a mix of revolving door assessment places at KS3 and long-term placements.
- reduce reliance on independent school places, and possible out of county placements.
- ensure capacity to support looked after children in Cardiff schools, in line with the 'Closer to Home' strategy.
- establish gender-inclusive approaches to all specialist provision in Cardiff.
- increase the opportunities for primary aged learners to access specialist provision on a mainstream school site.
- further develop support for pupils to maintain links with, and return to mainstream education where possible.
- create strong links between mainstream and special schools to support dual placements and a richer learning experience.
- improve the range of post-16 opportunities, including supported pathways to employment.

Should the proposals proceed to consultation, the views of children affected (Article 12) will be sought as part of the consultation and considered as detailed below.

STAGE 3: VOICE AND EVIDENCE

Have you sourced and included the views and experiences of children and young people? What do you know about children and young people's views and experiences that are relevant to the proposal?

Subject to Cabinet approval, the views of children and young people directly affected by the proposed changes will be sought through age-appropriate consultation/engagement with the views expressed given full consideration as part of the decision-making process.

How do you plan to review the policy/ strategy/ project/ procedure/ service to ensure that it respects, protects and fulfils children's rights?

Please provide an outline of the monitoring and review process for the implementation and/or delivery of the proposal and how children and young people will be included in this process.

The views of children and young people directly affected by the proposed changes will be sought through age-appropriate consultation/engagement with the views expressed given full consideration as part of the decision-making process.

In the event of any of the proposed changes being progressed the views of children will be sought as part of the implementation process.

STAGE 4: BUDGET

What is the budget for this proposal? Are any parts of it specifically allocated to children and young people?

The financial implications relevant to the proposed changes are set out in the report.

STAGE 5: IDENTIFIED ACTIONS

What actions have been identified or changes made to the proposal as a result of this assessment?

The views of children and young people directly affected by the proposed changes will be sought through age-appropriate consultation/engagement with the views expressed given full consideration as part of the decision-making process.

In the event of any of the proposed changes being progressed the views of children will be sought as part of the implementation process.

Next Steps

Where it is considered that a Child Rights Impact Assessment is required, you must append the completed form to the Cabinet or Officer Decision Report. A copy must also be emailed to the Child Friendly Cardiff Team ChildFriendlyCardiff@cardiff.gov.uk

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

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

The impact on the Welsh Language would be positive with an increase in the number of Welsh-medium specialist additional learning places.

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?

The proposed changes would increase the number of Welsh-medium specialist additional learning needs places.

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

The proposed changes would increase the number of Welsh-medium specialist additional learning needs places

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?

The proposed changes would increase the number of Welsh-medium specialist additional learning needs places

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

The proposed changes would increase the number of Welsh-medium specialist additional learning needs places

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?
Subject to Cabinet approval there will be a full and inclusive public consultation with the views expressed given due consideration as part of the decision-making process.

Treating the Welsh language no less favourably than the English language?
N/A

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?
Subject to Cabinet approval there will be a full and inclusive public consultation with the views expressed given due consideration as part of the decision-making process.

Treating the Welsh language no less favourably than the English language?
N/A

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?
Subject to Cabinet approval there will be a full and inclusive public consultation with the views expressed given due consideration as part of the decision-making process.

Treating the Welsh language no less favourably than the English language?
N/A

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?
N/A

Treating the Welsh language no less favourably than the English language?
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N/A

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?

The impact on the Welsh Language would be positive with an increase in the number of Welsh-medium specialist additional learning places.
--

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

N/A

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?

The impact on the Welsh Language would be positive with an increase in the number of Welsh-medium specialist additional learning places.
--

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

N/A

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?

The impact on the Welsh Language would be positive with an increase in the number of Welsh-medium specialist additional learning places.
--

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

N/A

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?

All supporting materials and services are compliant with the requirements of the Welsh Language Standards

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?

Yes

Next Steps

Where it is considered that a Welsh Language Impact Assessment is required, you must append the completed 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 checked="" type="checkbox"/>	<input 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 \(phwwhocc.co.uk\)](http://phwwhocc.co.uk)

Email: WHIASU.PublicHealthWales@wales.nhs.uk

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**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 13 JULY 2023

**BUDGET 2024/25 AND THE MEDIUM-TERM FINANCIAL PLAN:
UPDATE REPORT**

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

AGENDA ITEM: 6

Reason for this Report

1. To provide an update on budget preparation for 2024/25, including the most recent estimate of the 2024/25 budget gap.
2. To provide an update in relation to the Medium-Term Financial Plan and Capital Programme.
3. To outline the budget timetable that will be followed to present the 2024/25 Budget to Council in February/March 2024.
4. To provide an update in relation to the Council's financial resilience.
5. To agree an Income Generation Framework outlining the Council's approach to setting income from sales, fees, and charges for 2024/25.

General Background

6. The 2023/24 Budget Report presented in March 2023, included the Council's 2023/24 Capital Strategy and Medium-Term Financial Plan (MTFP). The MTFP identified a potential budget gap of £113.4 million over the period 2024/25 – 2027/28 with £40.5 million in respect of 2024/25.
7. This report updates the MTFP for more recent information, outlines the 2024/25 Budget Strategy timetable, and sets out the approach for rolling the Capital Programme forward one year. The updated MTFP is included as Annex 1 while Appendix 1 provides an overview of the Budget Update in a summarised question and answer format.
8. This report also provides an updated assessment of the Council's financial resilience and sets out an income generation framework (Appendix 2) covering the approach to setting fees and charges for 2024/25.

Issues

9. Before the 11th March 2024, Cabinet Members have a collective duty to place before the Council proposals, which if approved, would result in a balanced budget for 2024/25. As part of planning for that position, this Report provides an update on the key factors likely to affect the 2024/25 Budget.

Corporate Plan Alignment

10. The Council's key financial strategy documents are framed by the policy statement Stronger, Fairer, Greener and the Council's Corporate Plan. This alignment ensures that resources are spent in a way that maximises support for the Council's priorities. Given the Corporate Plan's alignment with wider local and national goals aimed at creating a more sustainable Wales, it also helps to ensure that financial strategy supports long-term sustainability, in line with the Council's duties under the Well-being of Future Generations (Wales) Act 2015.



11. The 2024/25 Budget will be developed alongside the updated Corporate Plan, in readiness for approval of both next March. Continued work will be required to ensure that financial resources are available as and when required, to deliver Plan objectives. Given the challenging financial outlook, this will include seeking to maximise external support through grant funding opportunities and working with partners. Financial planning will continue to evolve alongside business case work on strategies, plans and initiatives linked with delivery.

Inflation

12. In April 2023, CPI slowed to 8.7%; down from 10.1% in March 2023, and the first time since August 2022 that inflation has been below 10%. Whilst further falls are anticipated this year, the recently announced May 2023 CPI rate remained unchanged from April at 8.7%. Slowing inflation does not mean that prices are decreasing, just that they are rising more slowly, and the fall in April was partially due to the sharp energy increases of the previous year not repeating themselves. Whilst the headline CPI rate has fallen slightly, there is still concern that inflation affecting some elements of the basket of goods is still very high, with food inflation for example, at over 18%.

13. The Government has set itself a target to halve the inflation levels seen in the early months of 2023, before the year is out. Forecasters are generally expecting CPI to fall sharply over the remainder of the year, linked to a fall in wholesale gas prices, an anticipated reduction in the cost of imported goods, and Bank of England monetary policy regarding interest rates. However, it is notable that the Bank of England's latest forecasts suggest that decreases may not be as steep as previously predicted. With inflation still very high in core elements of the CPI basket of goods, price increases will remain a critical factor to keep under review in terms of budget planning.
14. CPI outlooks vary by forecaster and over time, as indicated in the table below. The MTFP considered in March 2023 was based on inflation forecasts published by the Office of Budget Responsibility (OBR) in November 2022. Updated OBR figures were published alongside the UK Spring Budget, and these indicated a slight increase on previous forecasts. In May 2023, the Bank of England revised its inflation forecasts to 5.1% by the end of 2023, (compared with 3.9% in its February forecast). The Bank also indicated that it does not now expect inflation to reach its 2% target until the end of 2024. Whilst the picture is changeable, there is a consistent message that inflation is likely to fall, although perhaps not as quickly as originally forecast, and with ongoing challenges for some goods and services.

		2023 - Quarterly				2024 - Quarterly				2025 Quarterly			
		1	2	3	4	1	2	3	4	1	2	3	4
OBR	Nov 2022	10.2	8.9	6.9	3.8	2.5	0.4	-0.2	-0.1	-0.1	-0.6	-1.1	-1.3
	Mar 2023	9.7	6.9	5.4	2.9	1.5	0.8	0.6	0.5	0.5	0	0	-0.1
BoE	Feb 2023	9.7	8.5	6.2	3.9	3.0	1.0	1.7	1.4	1.0	0.8	0.6	0.5
	May 2023		8.2	7.0	5.1	4.4	3.4	2.9	2.3	1.5	1.1	1.0	1.0

Published forecasts are by calendar year. MTFP planning considers average forecasts by financial year – 2024/25 is highlighted.

15. Where possible, the MTFP relies on more specific indicators of price for forecasting. However, where CPI is directly used in forecasts, assumptions have been updated from a nil increase for 2024/25, to 2%.

Goods and Commodities

16. With regards goods and commodities, key areas that have had a significant impact on the Council for 2022/23 and 2023/24 are energy, food and fuel, with energy by far the most significant.
17. For 2023/24, energy prices had a significant impact on budgets for Council buildings, schools, and street lighting. At present, with 65% of energy purchased for 2024/25, indicative pricing suggests a price decrease of circa 20-25% next financial year and estimates for this are included in the budget

gap. The impact of energy price reductions is partially offset by plans to increase the Council's Financial Resilience Mechanism (FRM).

18. The FRM budget was reduced from £3.8 million to £2.0 million in 2023/24 to help manage energy costs. The 2023/24 Budget Report indicated an intention to reinstate the FRM to £3.8 million should energy prices subside over the medium term. The MTFP currently reflects a £0.9 million increase to FRM in each of the financial years 2024/25 and 2025/26 to reinstate it to its former level. Assumptions for energy costs will be reviewed at regular intervals throughout the year.
19. The impact of food inflation has been experienced across all catering-based settings. As most of these areas are income funded, inflationary pressure will be a key consideration when setting charges for 2024/25. The approach to income generation is set out in further detail at paragraph 35. With regards school meals, there will be a need to consider how cost of provision compares with the price per meal inherent in the Universal Free School Meal Grant, and whether any corrective cost-base action is required.
20. Fuel inflation affects the cost of operating the Council's fleet, most notably in Waste Management. Fuel prices have passed their 2022/23 peak but will be kept under close review. The removal of the temporary fuel duty cut (£0.05), originally planned for April 2023, was postponed to April 2024 in the UK's Spring Budget. As the additional cost associated with this had been budgeted, the postponement provides a degree of resilience against price volatility in the current year. Future MTFP updates will need to consider the Council's Fleet Strategy 2023 – 2028, both in terms of vehicle procurement, but also with regards any potential change in fuel costs associated with decarbonisation of the vehicle fleet.

Workforce Costs

21. As a service-driven organisation, workforce costs are a key cost driver of internally provided services. Across the UK, sustained levels of high inflation have resulted in protracted pay negotiation processes and upward pressure on pay awards. From a financial-planning perspective, there are two key pay awards to consider - the NJC award and the Teachers Pay Award. In the absence of indicative 2024/25 awards, planning includes lower assumptions than recent years linked to forecasts of falling inflation.
22. The current year's NJC pay award (2023/24) is yet to be agreed. For 2023/24, the Council has budgeted for an *average* award of up to 6%. In February 2023, as part of the NJC bargaining process, the Employers made a full and final offer of £1,925 on all spinal points. An award based on this offer could be accommodated within the current funding envelope. However, it has been rejected by the national committees of all three unions who are either balloting industrial action or consulting their members. Until the 2023/24 award is agreed, there is a risk that any funding shortfall for the current financial year may need to be addressed in the 2024/25 Budget.

23. For 2024/25, planning assumptions for NJC allow for an increase of up to 5% of pay. This reflects a lower annual pay award (2%), coupled with cover for two key risks. Firstly, the risk of a higher than budgeted 2023/24 award as outlined in the preceding paragraph; secondly, the risk that higher awards at the bottom of the pay spine may need to extend progressively further up the spine to prevent further erosion of pay differential. The latter is a key risk to keep under close review over the medium term.
24. There are three Teachers Pay awards with planning implications for 2024/25:
- September 2022: In recent months, it was indicated that the former recommendation of a 5% award should be increased by a 1.5% consolidated (or ongoing) element and a 1.5% non-consolidated (or one-off) element. WG have stated that funding will be provided for the 1.5% consolidated element of the award in 2023/24, and budget planning assumes that this will continue into 2024/25.
 - September 2023 - recommended pay award of 5%.
 - September 2024 - no indicative pay award, so planning reflects 2%.
25. Pay award assumptions are a critical factor to keep under review. There is currently uncertainty regarding multiple awards, all of which have the potential to impact 2024/25. In addition, the assumption that 2024/25 awards will be comparatively lower than recent years, remains subject to significant uncertainty, including whether inflation reduces in line with forecasts. As pay is such a significant budget, small changes can have a big impact on cost.

Commissioned Services

26. Pay and cost pressures have been equally challenging for providers of commissioned services and it is inevitable that they will seek to pass these on in their pricing. Although price increases for 2024/25 are not anticipated to be as stark as those of recent years, there will still be significant pressure in some areas, depending on key cost drivers. Pressures may emerge through retender of services as existing arrangements end, including for example, passenger transport. They will also be linked to annual fee reviews, most notably those in commissioned social care, where Real Living Wage (RLW) is a key cost driver. The RLW announced each Autumn is based on conditions the preceding spring. This means that although inflation is expected to fall significantly before 2024/25, as it is still high in Spring 2023, a 2024/25 fee uplift that seeks to maintain WG's RLW commitment for registered care workers will be significant on a commissioned care budget of over £150 million.

Construction and Materials inflation

27. Construction and materials costs have generally always outpaced the standard measures of inflation such as CPI. However, the COVID 19 pandemic, energy inflation, skilled labour and supply chain challenges have had a significant impact between 2020-2023. The Highway Asset

Management Plan considered by Cabinet in May 2023 highlighted a 56% increase in surfacing treatments for highways during that period, and average building construction cost indices show increases of 25%. Forecasts from the building industry suggest continuing inflation in such costs (BCIS General Building Cost Index) of 17% to 2027.

28. Construction and material price increases affect the capital programme and revenue budget in terms of managing and maintaining Council assets. Inflationary pressures are having multiple effects, including cost increases where commitments are yet to be delivered, capacity constraints, willingness to tender for works, and the pricing of risk into contracts and the cost of professional advice services that form a key part of construction cost. External grant funding may not keep up with such increases, and so the risk of affordability should the Council continue with such projects, is significant, unless costs are reduced elsewhere.

Demand

29. Demand has historically been one of the most difficult areas to predict. This has become more challenging in recent years due to the impact of factors such as the pandemic and the cost-of-living crisis which have further disrupted any discernible patterns or trends. Estimates of demand are included in the budget gap for key areas but will need refinement as the position in the current year becomes clearer. Children's Services will be a critical area to keep under review, following unprecedented cost pressure linked to the number and complexity of children-looked-after placements. Other key areas to monitor include Adult Social Care, Additional Learning Needs and Homelessness.

Funding and Income

Non-hypothecated Funding: 2024/25

30. The 2023/24 Final Local Government Settlement included an indicative All Wales funding allocation of 3% for 2024/25 and the equivalent cash increase of £17.8 million is reflected in planning assumptions. In recent years, final funding allocations have been more favourable than indicative amounts. However, this should not be viewed as a likely trend; it was previously more common for final settlements to be *less* favourable than indicatives, and this remains a key risk.
31. A key date in the budget-setting process will be Provisional Local Government Settlement (Provisional Settlement), as it provides further clarity to the funding position. Settlement dates are usually influenced by the timing of confirmation of the Welsh block grant as prior to that, any Local Government funding announcements would be liable to change. This may suggest a continuation with later timescales (December rather than October), in the interest of certainty.

32. In terms of funding assumptions, it is important to note that the July 2023 MTFP is predicated on the assumption that a potentially significant Teachers Pensions pressure will be fully funded. It is also assumed that the 1.5% WG funding for the consolidated element of the September 2022 Teachers pay award will continue. It should be noted that these funding assumptions are *in addition* to the 3% assumption set out above. The issue in respect of Teachers Pensions is set out further in paragraph 45.

Specific Grant Funding: 2024/25

33. Specific grants must be used for a particular purpose, which is defined by the grant provider. The Council receives a significant amount of specific grant funding, which has increased in recent years. Whilst additional funding is welcome, there are additional risks and burdens when funding is channelled through specific grants as opposed to via the RSG. This is because specific grants are a temporary funding source and (with a few exceptions), awards are made on an annual basis.
34. The annual nature of specific grant funding can make recruitment challenging. It also poses the risk of cash or real term reductions at short notice. Timescales are made more challenging by the fact that specific grant announcements are made alongside Provisional Settlement, with grant listings usually at An All-Wales level and often incomplete at that point. In times of inflationary pressure, the risk of real term reductions is more acute because unless grant increases are comparable to pay awards and other price pressures, they will no longer be adequate to fund their associated cost base. WG are currently undertaking a funding flexibility review aimed at relieving the administrative burden linked to specific grants. The impact of this review, including any potential grant transfers into the RSG will need to be factored into plans as further information becomes available.

Income

35. The Council generates income from sales, fees, and charges. There are many reasons why Local Authorities charge for services. These include:
- to protect the sustainability of services.
 - to enable provision of services the market doesn't supply.
 - to help manage demand by placing a value on services.
 - to support policy.
 - to address behaviour – e.g. the issue of fines for littering.
36. In setting fees and charges, it is important to have a clear understanding of the key purpose of the charge (as summarised above), the charging basis (e.g. full cost recovery etc) and the risks associated with the income stream. In turn this necessitates clear application of relevant legislative frameworks, together with a thorough understanding of cost base, clientele, and the market in which services operate. Appendix 2 contains a proposed Income Generation

Framework aimed at ensuring clear and consistent application of key principles for fee-funded services. This will be used as the approach to determining fees and charges for 2024/25.

37. Given the scale of the budget gap, it will be important to maximise income streams where possible, subject to any identified risks or policy considerations. In recognition that factors affecting income generation are multi-faceted, the Council does not assume a blanket annual uplift to fees and charges in line with inflation. However, a clear rationale will be required where it is proposed to hold fees and charges static for 2024/25, or to increase them by less than the rate of inflation. Income increases resulting from fees and charges proposals, will be factored into 2024/25 Budget Plans as appropriate following any necessary consultation.

Capital Financing

Interest Rates

38. The main components of the Capital Financing budget are interest costs and prudent provision for the repayment of borrowing. One of the tools available to the Bank of England (BoE) to try to stabilise inflation is to increase interest rates. In June, the Bank of England increased interest rates for the 13th consecutive time to 5.0%, the highest level since the 2008 financial crisis. Wider economic and UK fiscal factors have also had an impact on UK Gilt yields which determine Public Works Loan Board Borrowing rates for Local Authorities. Whilst interest rates fluctuate with economic cycles, there has been an increase from recent, historic lows, to rates now exceeding 5%.
39. Existing borrowing is at fixed rates. However, given current commitments and a significant future borrowing requirement linked to capital investment, there remains a significant risk of increased costs well into the long term. Whilst there is a market view that rates may fall back as soon as inflation is deemed to be under control, it is unclear whether this will be to levels previously experienced. As set out in the Treasury Management Strategy for 2023/24, the timing and approach to borrowing will be a key factor in mitigating risks to short term and long-term costs.
40. No change is forecast to the Council's agreed policy for repayment of debt, which already allows management of the timing of costs to ensure that the financial impact can be managed over the life of projects, where deemed prudent by the S151 Officer.

Programme Development

41. The capital financing costs currently included in the 2024/25 Budget Gap and MTFP are based on the *existing* capital programme. Even with no additional investment, there are risks linked to interest rates, capital receipts and inflationary pressure on existing schemes. Capital financing costs included in

the MTFP will need to be updated in parallel with development of the 2024/25 – 2028/29 Capital Programme; the approach for this is outlined in the section on Capital Strategy later in this report. There are several key considerations to manage capital financing costs and ensure the sustainability and affordability of borrowing commitments in the long-term. These include the maximisation of grant funding, ensuring a sustainable and well-maintained asset base, and limiting any borrowing to pay for key city transformation priorities or to address identified corporate risks.

Asset Management

42. The outcomes of various asset management plan updates to Cabinet on the condition of assets will also need to consider and prioritise the revenue budget requirements of maintaining existing assets to a standard that mitigates against letting condition lapse to the point where additional capital budget, and therefore further borrowing, is required; to do otherwise would be unsustainable.

Outturn 2022/23

43. Whilst the outturn position for 2022/23 was balanced overall, there was a mixed picture across directorates. The 2023/24 Budget included budgetary realignments for issues arising from the 2022/23 monitoring position. These were based on the Month 9 monitoring position which was the latest available position at the time of 2023/24 budget-setting. Additional pressure in some areas has since been highlighted as part of the 2022/23 outturn position. The 2024/25 Budget Gap has been updated to reflect these, most notably in relation to Children's Placements.

Commitments and Realignments

44. The 2024/25 Budget Gap includes allowance for known realignment requirements and for commitments (where this refers to the financial impact of previous Cabinet of Council decisions.) These include base funding to continue the Coed Caerdydd initiative following the fall out of temporary funding, public realm maintenance linked to former capital schemes, and a contribution towards potential pay award costs of the Shared Regulatory Service. Also included are the partial reinstatement of the FRM budget linked to energy price reductions, sums to support school catering and Waste Management Strategy.

Other Issues

Teachers Pensions

45. The outcome of the latest actuarial review of the Teacher's Pension Scheme (TPS) is due to take effect from 1st April 2024. Whilst some commentators have warned of a significant impact, there is still uncertainty including factors such as the SCAPE rate, the McCloud remedy and the employers cap. Pending further clarity on outcomes, a figure of £8.5 million is estimated. This

is comparable to the impact of the last actuarial review for Cardiff Council and is at the lower end of the suggested potential impact of the current review. It equates to circa 5% of pensionable pay (an increase of over 20% on employers' superannuation contributions.)

46. In the March 2023 iteration of the MTFP, the TPS pressure was included as part of the employee costs reflected in the budget gap. However, for budget planning from hereon in, it is proposed that it be treated as a memorandum item, tempered by an assumption that full funding will be provided by WG. This treatment ensures that the pressure is still visible given the materiality of the risk but limits its impact on budget planning given the high degree of uncertainty. It is of note that the outcome of the last actuarial review was ultimately funded in full. Funding of this pressure is assumed to be over and above the 3% AEF core funding assumption previously outlined.

Budget Reduction Requirement – 2024/25

47. Based on the considerations outlined above, the table below sets out the indicative budget gap for 2024/25, which is now estimated at £36.760 million. This comprises additional costs of £53.568 million offset by estimated additional funding of £16.808 million.

	Mar 2023 £000	Updates £000	Jul 2023 £000
Employee Costs	28,430	(6,901)	21,529
Price Inflation	7,259	2,449	9,708
Capital Financing	5,591	0	5,591
Commitments & Realignments	2,203	3,972	6,175
Demographic Pressures	7,878	(313)	7,565
Emerging Financial Pressures	3,000	0	3,000
Estimated Additional Costs	54,361	(793)	53,568
Funding	(13,840)	(2,968)	(16,808)
SUB TOTAL	40,521	(3,761)	36,760
<i>Memorandum – TPS *</i>		8,500	8,500

48. Updates to the indicative 2024/25 budget gap since the Budget Report in March 2023 include:

- Revision of the AEF assumption for 2024/25 from +2.4% to +3.0%, to reflect Final Local Government Settlement 2023/24 (which was received after publication of the 2023/24 Budget Report).
- A reduction in the commitments figure to reflect funds set aside in earmarked reserve at 2022/23 Outturn to support ongoing operation of the Corporate Apprentice Scheme.

- Revision of demographic and pricing pressures to reflect risks associated with the upcoming retender of passenger transport services.
- Revision of price inflation indicators in line with latest information.
- Revision of the Teachers Pay assumption for September 2023 to take account of negotiations that have occurred since March 2023.
- An assumption that any increase in employers' superannuation costs linked to actuarial review of the Teachers' Pension Scheme will be fully funded by Welsh Government.

Emerging Pressures and Ongoing Risk

49. The position is susceptible to further change and will continue to be kept under close review. The sum allowed within the gap for emerging pressures reflects this uncertainty and provides a degree of protection against the risk factors recapped below, all of which will require ongoing monitoring. Any impacts will be factored into future budget updates as further clarity becomes available.

- **Pay Award Uncertainty** - including in relation to 2024/25 awards as well as earlier awards that could have an ongoing impact into 2024/25 if higher than budgeted.
- **Real Living Wage** - the rate due to be implemented by May 2024 due for announcement later this year. If higher than planning assumptions, this will affect forecast pay and price pressure.
- **Teachers Pensions** - the outcome of the actuarial review, its impact on employers' contributions and whether it will be fully funded.
- **Price inflation** - review of factors affecting key cost drivers, updated CPI forecasts and the impact of any contract renewals.
- **Cost of Care Exercise** - the outcome of the exercise due to be undertaken in 2023/24 on the future cost of Older People Residential and Nursing placements and the extent to which this can be managed within the current funding envelope.
- **Capital Financing** – the impact of rolling forward the capital programme one year to 2024/25 – 2028/29.
- **Specific Grants** – the quantum of future grants relative to the existing cost base, together with any impact of the funding flexibility review.
- **Demand** – the ongoing impact of any emerging in-year pressures in key areas.
- **In year monitoring issues** - any cost pressures that emerge as part of the 2023/24 monitoring process.
- **Local Government Financial Settlement** – the extent to which Provisional Settlement differs from indicative funding allocations.
- **Council Tax Base** - the tax base for 2024/25 due for Cabinet consideration in December 2023, and any related AEF redistribution.

Medium-Term Budget Reduction Requirement

50. The preceding paragraphs covered the forthcoming financial year in more detail. The table below sets out the revised position over the medium term and indicates an estimated budget gap of £36.760 million for 2024/25 and

£119.205 million over the period 2024/25 – 2027/28. Further detail on each component of the gap, along with information on key assumptions is included in the MTFP at Annex 1.

	Medium-Term Budget Gap				
	2024/25 £000	2025/26 £000	2026/27 £000	2027/28 £000	TOTAL £000
Employee Related	21,529	12,631	5,660	6,725	46,545
Prices	9,708	5,995	8,222	8,081	32,006
Commitments & Realignments	6,175	625	1,197	(107)	7,890
Capital Financing	5,591	4,099	2,378	2,970	15,038
Demographic Pressures	7,565	9,214	8,672	6,511	31,962
Financial Pressures	3,000	3,000	3,000	3,000	12,000
Funding	(16,808)	(3,057)	(3,072)	(3,299)	(26,236)
Total	36,760	32,507	26,057	23,881	119,205

51. Paragraph 49 outlined some key issues that will require close consideration in respect of the 2024/25 Budget Gap. All those equally apply to later years of the MTFP, together with the additional considerations below:

- The ongoing economic outlook.
- The fact that there will be a General Election within the MTFP timeframe.
- Council Tax Reform - due to be introduced in 2025.
- Annual refresh of the Corporate Plan

52. Current assumptions within the MTFP are prudent and based on best available information. However, there is always a risk of change. If key assumptions fluctuate by small margins, they have the potential to significantly affect forecasts. The MTFP at Annex 1 considers a range of scenarios around the medium term in greater detail.

Modelling Savings Requirements

53. The table below models the potential savings requirement over the medium term. These assumptions will be reviewed as the budget process progresses, not least because the budget gap itself may change. Council tax levels included are purely for modelling purposes at this stage.

	2024/25 £000	2025/26 £000	2026/27 £000	2027/28 £000	TOTAL £000
Modelled Council Tax (+3%)*	5,172	5,327	5,487	5,652	21,638
Savings Required	31,588	27,180	20,570	18,229	97,567
Total	36,760	32,507	26,057	23,881	119,205

**Levels are for modelling purposes and are subject to ongoing review and Member approval*

54. Directorates are currently in the process of identifying savings options to support early 2024/25 budget strategy work. As always, every effort will be made to continue to identify efficiency savings (defined as achieving the same output (or more) for less cost). However, building on historic levels of savings, it will not be possible to balance the 2024 /25 budget through efficiencies alone, and there will inevitably be a need for savings that impact on service delivery.
55. Where possible, efficiency savings where no policy decision is required will be implemented during the current financial year, to maximise the possibility of securing full year savings in 2024/25. A reminder of the voluntary redundancy scheme will be circulated to all staff, to enable managers to consider expressions of interest alongside work on savings proposals. Directorates are currently drawing up service change options for review and these will be consulted on during coming months.

Schools

56. At present, Schools pressures incorporated within the £36.760 million budget gap for 2024/25 totals £9.408 million. In percentage terms this equates to 3.2% on current school budgets, which is comparable to current planning assumptions for the Council's overall AEF increase of 3.0%. In addition to the £9.408 million, the MTFP is predicated on the assumption that significant additional funding may need to be passported to schools in 2024/25 linked to actuarial review of the Teachers Pensions Scheme. There will be a need to track the impact of this potentially significant pressure at an individual school level.
57. As noted earlier in the report, there are many uncertainties regarding inflationary pressures, including teaching and NJC pay awards, as well as indicative energy pricing that will need to be kept under review as the year progresses. With regards pupil number growth, there is a net increase across all schools both in 2024/25 and over the medium term. However, the position is mixed across sectors; up until September 2027, projections show a continued reduction in primary pupil numbers and an increase in secondary pupils, although the level of the increases in the secondary sector incrementally reduce over the period.

Consultation and Engagement

58. In order to provide an opportunity for people to have their say on what is important to them and their communities. The proposed Budget Timetable Framework for 2024/25 is included at Appendix 3. Over this period, as well as undertaking public consultation, engagement will also take place with the third sector, Scrutiny Committees, Governance and Audit Committee, Schools (via the School Budget Forum) and Trade Unions. In addition, employee engagement at all levels within the organisation continues to be given high priority.

59. The Council has various mechanisms in place to engage directly with employees including staff information emails, team briefings and the staff app. Employees will continue to receive briefings on the overall position through these channels at all key stages of the budget process. In addition, managers will ensure that there is appropriate engagement and consultation with employees who may be affected by any proposals.

Housing Revenue Account

60. The Council sets a five-year budget for the Housing Revenue Account (HRA). This aligns to a 30-year business plan which is updated annually and submitted to the WG for approval. The current five-year budget inclusive of the rent uplift for 2023/24 was approved by Council in February 2023. The current HRA business plan was approved in March 2023.

61. Key risks and uncertainties in the medium term include but are not limited to the following:

- The potential for a restricted rent uplift in future years due to any changes to the WG rent policy beyond 2024/25 and/or the impact of CPI levels which would reduce resources to support service provision to tenants and the capital schemes that can be taken forward.
- Cost inflation increases above rent uplifts impacting on operational costs and capital contracts.
- Interest rate rises resulting in increased costs of borrowing undertaken for capital expenditure proposed including the significant borrowing for the new build housing programme.
- A reduction in the WG Major Repairs Allowance grant which could impact the achievability of the planned Capital Programme and ongoing maintenance of the Wales Housing Quality Standard.
- The ongoing impact of the cost-of-living crisis on tenants' ability to pay rent and service charges along with additional costs of collection and recovery and an increased requirement for tenant support and advice services.
- The challenge of decarbonisation targets without additional funding and the ongoing impact on energy costs for tenants.
- Failure to meet the new build housing programme targets which would limit the impact on the housing waiting list and homelessness. Delays to timing of lettings also result in reduced rental income and increased holding costs of vacant sites.
- Increased demand for services requiring prioritisation within available resources to ensure service delivery achieves maximum impact.

62. These risks to the financial resilience of the HRA will require close monitoring and management throughout the year and over the medium term. Future rent levels remain uncertain, and this is a significant risk factor for the HRA as the Council cannot control or effectively predict a key component of HRA planning and budgeting.

63. The 5-year Social Housing Rent policy introduced in 2020/21 will continue until 2024/25 and allows for a maximum 1% rent increase above the rate of the September CPI. Where CPI is outside the range of 0% to 3%, a ministerial decision will be required.
64. The rent uplift decision for 2024/25 will be reported to Cabinet for approval in December in line with the Renting Homes (Wales) Act 2016 which requires landlords to give tenants two months' notice of their rent charge. In line with the WG rent setting policy, the approach to rent setting, whilst aimed at a balanced budget which meets all spend commitments for the HRA including significant future capital financing costs, will need to consider cost efficiencies, value for money and affordability for tenants.
65. The Directorate have committed to seek opportunities for digitalisation, service efficiencies and service change, as appropriate, along with a review and reprioritisation of the Capital Programme where feasible to assist in reducing costs and meeting any revenue budget shortfall which may arise. This will need to be balanced against any impact on services and investment at a time when the HRA is responding to a range of additional pressures.
66. In addition, the Directorate have entered into a series of voluntary commitments under an agreement with the WG to ensure that tenants are protected, including the provision of targeted support, working in partnership to develop a consistent approach to assessing affordability across the social housing sector in Wales and implementing a no eviction policy due to financial hardship for the term of the rent settlement.
67. The risks can be further mitigated by the availability of HRA earmarked reserves and balances, but it should be noted that any decisions to manage the position in the short term through use of earmarked reserves and balances must be taken in the knowledge that such reserves are one off and will not meet any ongoing funding gap in the longer term.

Capital Investment Programme

68. The Council sets a five-year rolling capital investment programme, which is updated annually. The current five-year programme was approved by Council in March 2023 and is summarised below. The 2024/25 Budget Strategy will roll the programme forward a year, to cover 2028/29.

Indicator						
Capital Programme Expenditure						
	2023/24* £000	2024/25 Indicative £000	2025/26 Indicative £000	2026/27 Indicative £000	2027/28 Indicative £000	Total £000
Annual Sums Expenditure	28,894	24,675	22,315	19,765	19,665	115,314
Ongoing Schemes	36,381	35,935	25,478	8,891	585	107,270
New Capital Schemes (Exc ITS)	6,170	4,000	1,000	0	0	11,170

Schemes Funded by External Grants and Contributions	92,084	161,308	72,488	22,123	6,775	354,778
Existing and new Invest to Save (ITS) Schemes	39,398	122,044	110,284	42,390	3,500	317,616
Total General Fund	202,927	347,962	231,565	93,169	30,525	906,148
Total Public Housing (HRA)	111,000	102,260	85,745	88,720	118,820	506,545
Total Capital Programme	313,927	450,222	317,310	181,889	149,345	1,412,693

** The final slippage figure will be reflected in the Month 4 2023/24 budget monitoring report.*

69. To comply with regulations and the CIPFA Prudential Code for Capital Finance in Local Authorities, Council approves a Capital Strategy setting out the long-term context in which capital investment decisions are made. In parallel it must also approve a Treasury Management Strategy which includes the approach to managing associated borrowing implications. The Council's Capital Strategy will be updated as part of the 2024/25 budget process and sets the framework and approach to:

- Working with partners
- Asset Management Planning
- Risk Appetite
- Governance and decision-making
- Capital Investment Programme
- Funding the strategy
- Managing the borrowing requirement
- Prudent Minimum Revenue Provision (MRP) Policy Statement
- Affordability of the investment plan

70. The investment programme is based on the Council's medium-term view of investment requirements and includes projects maintaining momentum in city regeneration, modernising school buildings, delivering a significant house building programme and approved priorities arising from Stronger, Fairer, Greener.

71. The detailed investment programme will be updated to ensure it remains prudent, affordable and sustainable against the backdrop of wider impacts which include:

- Construction price increases and supply chain pressures.
- The Council's own capacity and constraints to implement projects.
- Changes and uncertainty in the interest rate environment.
- Increased demand and pressures, for which prudent capital investment can be a key mitigating tool where affordable and sustainable to do so.

72. As part of this update, it remains essential that one of the key mitigations against financial resilience risk is the requirement for options appraisal and a clear process for the development and approval of business cases before

projects are approved to be include in the detailed Capital Programme and the Medium-Term Financial Plan in future years.

Importance of Option Appraisal, Business Cases and Due Diligence

73. Implementation of capital schemes approved as part of the budget framework will need to be subject to the governance, financial, procurement and contract procedure rules set out in the constitution, as well as required Cabinet or Officer decision approval of business cases as relevant.
74. The size and complexity of Capital Projects including unanticipated taxation, wider financial and operating risks makes it essential that due diligence is undertaken on business cases and viability assessments for capital projects, with sourcing of external expertise where relevant. There must also be consideration of whether investment could be better made by, or together with others, as part of thorough options appraisal exercises. It is essential that such best practice is embedded in Council processes. The approach of Cabinet approval of proportionate business cases for significant projects prior to full inclusion in the capital programme is an essential tool to ensure financial resilience and understanding of affordability and risk.

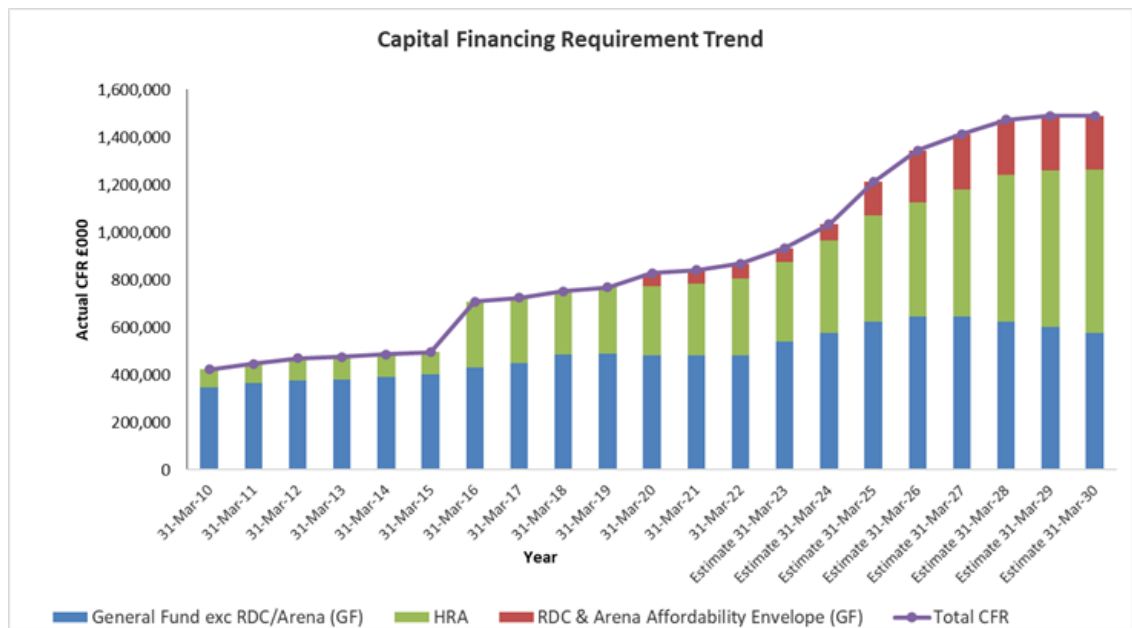
Capital Programme Affordability

75. The affordability of the programme is reviewed annually considering the impact of the issues highlighted above. The impact on the revenue budget of borrowing and operating costs is factored into the MTFP and considered alongside other financial pressures. The Section 151 Officer is required to provide a view on the deliverability, affordability and risk associated with the Capital Strategy.
76. The Council continues to be successful in bidding for external grants for specific capital schemes from Welsh Government and other external bodies. This external funding is essential to support affordability of meeting policy objectives set by National Government but is often only available on a bid basis and has short term timescales. This makes long-term planning difficult.
77. The demand and need for investment in our critical infrastructure, and to improve service delivery and outcomes for the city, has a significant impact on affordability, requiring prioritisation and consideration of alternative ways of achieving the same outcome. The Council has two main resources that it can directly influence to fund investment - capital receipts and borrowing. Both are considered in further detail below.

Borrowing

78. Borrowing has long-term financial consequences, and costs span generations. When the Council incurs capital expenditure without an immediate resource to pay for it (e.g., grant, revenue or capital receipt), it results in a need to borrow. While it may not be necessary to take additional external borrowing immediately, the Council's underlying need to borrow, called its Capital Financing Requirement (CFR), increases. In other words, there will ultimately

be a requirement to borrow money, which will need to be repaid.



79. Based on the existing programme, the medium-term financial plans for the General Fund and Housing Revenue Account show the capital financing budgets increasing into the long term. This assumes no further increases in unsupported borrowing beyond that to which there is already commitment. In addition, it assumes capital receipts targets will be met, and that all projects approved on an invest to save basis continue to deliver as planned and represent no risk to the revenue budget.
80. As part of the Capital Strategy, Treasury Management Strategy and Housing Medium-Term Financial Plans, indicators prepared to support the assessment of affordability, prudence and sustainability of borrowing will also be updated.

Capital Receipts

81. Capital receipts are an important means of increasing the affordability of the Capital Programme. The generation of capital receipts is also consistent with the need to accelerate a reduction in the Council's asset base where this can support savings requirements or reduce maintenance liabilities.
82. The Capital Programme approved by Council in February 2018 set a target for non-earmarked General Fund Capital receipts of £40 million, with a subsequent increase of £1 million to this target in 2019/20, Total receipts against the target in the 5 years up to 31 March 2023 are £13.181 million. It is clear that this is not an acceptable outcome and given the new demand for investment in the schools and non-schools property estate, an enhanced focus is needed on disposal, relinquishment and alternative use to ensure the significant asset base of the Council is affordable and sustainable. This needs to be a clear focus of the updated Annual Property Plan, to also set out the priority detailed investment to be undertaken in the medium term.

83. The Council has also incurred expenditure on projects which assume that future capital receipts will be received to repay expenditure incurred on those projects, such as land acquisition at the International Sports Village. Expenditure incurred in advance of realisation of receipts represents a risk of abortive costs, and to the level of borrowing and should be reviewed regularly as part of the overall annual property plan and relevant project governance processes.

Developing the Capital Programme 2024/25 to 2028/29

84. As mentioned above the capital investment programme is a strategy that aims to meet the long-term challenges facing the city. As such, priority elements of the programme should not change significantly because of short-term disruptors. However, the update of the investment programme must have regard to the current challenges outlined above namely, longer term affordability in the context of the overall MTFP, materials and supply cost pressures, proportionate business cases prior to inclusion of schemes in the programme, and review of resources available to pay for capital commitments.
85. Given existing commitments, the uncertain economic climate, and the need to confirm costs, no additional commitments will be entered into that would represent new borrowing commitments **for either the General Fund or the Housing Revenue Account**, unless there is a statutory requirement on the Council to undertake the work, only the Council is required to pay for the work, and it addresses an identified corporate risk.
86. In updating and formulating the five-year Capital Programme for 2024/25 to 2028/29, the approach to formulating investment priorities will be as follows:
- Schemes already included in the indicative programme to be reviewed for increased cost pressures and sourcing of external funding where this will allow such schemes to progress.
 - Schemes already included in the indicative programme to be reviewed in respect of timing and risk to service delivery objectives. Schemes that are not time critical to be deferred to later in programme to focus internal capacity on delivery of priority schemes, allowing the impact of economic uncertainty to be clearer, and to spread the timing of any borrowing requirement and treasury management risk.
 - Update and agree financial models as part of the proposed budget, and approved as part of the Council's budget framework to meet key city priorities to ensure investment proposed remains affordable and consistent with the MTFP, with updates to timing of expenditure. This to include: Housing Revenue Account, Capital Investment Plan, Arena affordability envelope principles agreed by Council in February 2019 and Schools Organisation Plan financial model.
 - To seek longer term planning frameworks for capital investment with Welsh Government and other external grant providers.
 - All new investment to be in accordance with approved Asset Management Plans, Corporate Plan and:

- have considered all alternative solutions for funding and achieving the same outcome before requesting council-funding.
- demonstrate value for money in expenditure and approach to delivering outcomes.
- undertaken only where there is a statutory requirement on the Council to undertake such works to address identified corporate risks.

Financial Resilience

87. Given the challenges identified, it is important to undertake regular review of the Council's financial standing and resilience. The snapshot included at Appendix 4 provides a high-level overview of the financial health of the Council. Whilst the snapshot presents no immediate cause for concern the ongoing challenges linked to the medium term are clear. Other points of note within the snapshot are summarised below:

- Whilst the revenue outturn position for 2022/23 was balanced overall, there were significant overspends in some directorates. Overspends that exceeded realignments provided as part of the 2023/24 Budget have been considered in refreshing the 2024/25 Budget Gap.
- There was significant capital programme slippage in 2022/23 linked to capacity and supply challenges outlined earlier in the report. Given financial restraints, this highlights the need for directorates to undertake a robust and realistic assessment of delivery capabilities as part of rolling the programme forward and profiling expenditure.
- The percentage of savings achieved has improved in recent years. Whilst this is encouraging, it must be noted that overall savings quantum in these years was comparatively lower, due to better settlements. Given the scale of savings requirements over the medium term, the importance of timely and robust savings planning cannot be underestimated.
- The snapshot highlights the importance of external income (specific grants and fees and charges) to the Council, but also the emphasises the risks it can pose. For fees and charges, this can include susceptibility to external factors, whilst for specific grants, there is a risk of real term reductions, grant fall-out and planning challenges. It is critical that these income streams and the risks associated with them are managed as proactively as possible - at best to help address the budget gap, at worst to avoid adding to it.
- The snapshot identifies that whilst earmarked reserves have increased, latest published comparators show that Cardiff's reserves are comparably low for an authority of this size. Over the medium term, it will be key that directorates recognise the one-off nature of these resources and carefully prioritise them to ensure that, in line with their intended purpose, they are either spent on areas of most impact, or retained as a buffer against areas of highest risk.

Scrutiny Consideration

88. The Policy Review and Performance Scrutiny Committee is due to consider this issue on 12^h July 2023. Any comments will be circulated at the Cabinet meeting.

Reasons for Recommendations

89. To note the 2024/25 Budget and MTFP Update and to approve the next steps.
90. To note the Income Generation Framework and agree this be used as the approach to setting fees and charges for 2024/25.
91. To note the Budget Timetable Framework and forward this to Council for approval.

Legal Implications

92. It is the responsibility of the Cabinet to receive financial forecasts and develop a medium-term financial strategy with a view to proposing a Budget for the Council to approve. Any specific legal issues arising will be addressed as part of the proposed budget preparation. These implications do not contain legal advice on the individual projects referred to in the report, which will be provided on the respective projects as and when considered.
93. The report provides that the proposed Budget Timetable framework for 2024/25 will make provision for consultation. In order for there to be robust consultation, the process must occur when proposals are at a formative stage; it should give sufficient reasons for any proposal to permit proper consideration; and it should allow adequate time for consideration and response. There must be clear evidence that the decision maker has considered the consultation responses before taking its decision on the budget. It is important to note that the consultation raises the legitimate expectation that any feedback received from the consultation will be taken into account in developing the proposals consulted upon.

General legal requirements

Equality Requirements

94. In considering this matter the decision maker must have regard to the Council's duties under the Equality Act 2010. 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.

95. 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.

Well-Being of Future Generations (Wales) Act 2015

96. 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.
97. 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 Stronger, Fairer, Greener 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.
98. 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
99. 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:

<https://www.gov.wales/well-being-future-generations-statutory-guidance>

Welsh Language

100. 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.

Financial Implications

101. The financial implications are set out in the detail of the report. In summary, the report refreshes the MTFP and sets out the Budget Strategy for 2024/25. It outlines a likely budget reduction requirement of £119.2 million over the period 2024/25 – 2027/28, of which £36.7 million relates to 2024/25. Further detail on the elements of the budget gap is included at Annex 1. The current outline strategy modelled to address the budget gap is a combination of council tax increases (£21.6 million) and savings (£97.6 million.) The gap will continue to be reviewed during the current year to reflect most recent information.

HR Implications

102. The report outlines the contexts under which the budget is being set together with the continued financial challenges faced by the Council in balancing reducing finances with increasing demands, the challenges that the COVID pandemic has created and the current cost of living crisis and its effects on the Council's finances. The Council will continue to review the shape and scope of the organisation and the way in which services are delivered and efficiencies achieved. New service delivery models will need to meet demand pressures and reflect budgetary realities alongside securing further efficiency savings through better collaboration and partnerships, integration of service delivery and reducing duplication of effort and resources.
103. Given the level of savings required in 2024/25 and beyond, it will be key that the savings proposals identified are robust and deliverable. The extent of financial challenge in a continued period of restraint will result in savings targets for controllable budgets that will be considerably challenging and will result in significant changes to how local government services are delivered. The availability of resources to support the delivery of these sustained changes will be key.
104. Whilst it is not possible to provide specific HR implications on any changes at this time, it is clear that the ongoing budget difficulties will continue to have significant people implications associated with actions necessary to manage the financial pressures facing the Council. As service delivery proposals are brought forward, there will be consultation with employees (those directly and indirectly impacted) and the Trade Unions so that they are fully aware of the proposals, have the opportunity to respond to them and understand the impact that the new model of service will have on them. Further and specific HR implications will be provided when relevant models are proposed.

105. Any proposed reductions in resource levels will be managed in accordance with the Council's recognised policies for restructuring which include, where appropriate, redeployment and voluntary redundancy. The Council's Voluntary Redundancy Scheme is always available, however, whilst those interested in leaving on this basis (with a post subsequently deleted) should express an interest to do so, a business case to support the exit will still need to be made and signed off. Flexible retirement continues to be another option available and a Sabbatical policy is in place as well as ability to request voluntary reductions in working hours. Training and development to support new skill requirements will remain available in order to place employees in the best possible position for potential redeployment.
106. Initial Trade Union consultation has taken place on this report. The Trade Union Partnership Meeting will be utilised to facilitate early discussion with Trade Unions on any key organisational proposals, with more detailed discussion continuing with employees and trade unions at local directorate level. It is essential that there continues to be appropriate consultation on proposals that are taken forward, as and when they are developed. This could include early proposals which are required to be implemented in preparation for the 2024/25 financial year. Many of these will have people implications that will need to be considered at an early stage in consultation with the Trade Unions and employees affected.
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Property Implications

112. There are no further specific property implications in respect of the Budget 2024/25 Update Report. It is noted that the receipts against the non-earmarked General Fund Capital receipts target to 31 March 2023 are significantly lower than the original target anticipated at this juncture. Following the impact of Covid and other factors on the disposal programme, the Corporate Property Strategy 2021-26 approved at Cabinet in December 2021 set out progress against Capital Programme receipts targets and revisions to anticipated disposals and capital investments up to 2026. An update of in year progress in 2023/24 is to be provided to Cabinet over the summer via the Annual Property Plan. The Strategic Estates team will work with Education and other departments to identify further potential disposals which may help to address the current shortfall in anticipated receipts.
113. More generally, the Strategic Estates team continues to work closely with Finance, as well as the Council's tenant base, to mitigate and recover from the impact of the pandemic and recent inflationary pressures on the Budget position. It is noted from the Budget Report that inflation has continued to be at elevated levels this year, especially in respect of energy costs, which have a direct impact on the costs of running the Council's estate.

114. The Strategic Estates Department will continue to assist where necessary in supporting delivery in relevant areas such as the Capital Programme and Major Projects. Where there are property transactions or valuations required to deliver any proposals, they should be done so in accordance with the Council's Asset Management process and in consultation with Strategic Estates and relevant service areas.

RECOMMENDATIONS

The Cabinet is recommended to:

- i. Agree the budget principles on which the Budget Strategy will be based and the approach to meeting the Budget Reduction Requirement both in 2024/25 and across the period of the Medium-Term Financial Plan.
- ii. Agree that directorates work with the relevant Portfolio Cabinet Member(s), in consultation with the Corporate Director Resources and Cabinet Member for Finance, Modernisation and Performance to identify potential savings to assist in addressing the indicative budget gap of £36.7 million for 2024/25 and £119.2 million across the period of the Medium-Term Financial Plan.
- iii. Delegate to the Chief Executive, in consultation with the Leader and Cabinet Member for Finance, Modernisation and Performance, the authority to implement any saving proposal in advance of 2024/25 where no policy recommendation is required or where a policy decision has already been taken.
- iv. Note that work will continue to update and refresh the MTFP and that this will be reported to Members as appropriate.
- v. Note the Income Generation Framework at Appendix 2 and agree this be used as the approach to setting fees and charges for 2024/25.
- vi. Propose that Council agree that the Budget Timetable Framework set out in Appendix 3 be adopted, and that the work outlined is progressed with a view to informing budget preparation.
- vii. Agree that consultation on the 2024/25 budget proposals will take place when the detail of options is available in order to inform the preparation of the draft 2024/25 Budget.

SENIOR RESPONSIBLE OFFICER	Chris Lee Corporate Director Resources
	7 July 2023

The following annexes are attached:

Annex 1: Medium Term Financial Plan

The following appendices are attached:

Appendix 1: Budget Update Overview - Questions & Answers

Appendix 2: Income Generation Framework

Appendix 2a: Income Summary Statement

Appendix 3: Proposed Revenue Budget Timetable Framework 2024/25

Appendix 4: Finance Resilience Snapshot

The following background papers have been taken into account:

2023/24 Budget Report – March 2023

Capital Strategy 2023/24

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Cardiff Council

Annex 1

Medium Term Financial Plan

2024/25 – 2027/28



STRONGER
FAIRER
GREENER



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Section 1. Introduction

1.1 Aims and Purpose of MTFP

The Medium Term Financial Plan (MTFP) forecasts the Council's future financial position to:

- Help ensure that the Council understands, and can prepare for, the challenges in setting a balanced budget.
- Encourage discussion about the allocation of resources, so that they are directed towards core responsibilities and policy objectives.
- Inform understanding the Council's financial resilience, helping to protect the Council's long term financial health and viability.

1.2 Governance

The MTFP process is an integral part of the Council's financial planning framework. It closely aligns with other key aspects of the budgetary process, including the Council's Capital Strategy. It is formally reported twice a year, with the Council's Budget Report and Budget Update Report.

Regular review of the MTFP is required to ensure it is responsive to changing circumstances, including in relation to the economy, local priorities, legislative change, as well as other emerging pressures, risks, and opportunities. Elected Members and Senior Management are engaged in the process through a series of regular briefings, to scope, inform and review the plan.

The MTFP does not constitute a formal budget. In accordance with legislation, the Council's annual budget must be approved by full Council each year before the 11th March. The MTFP supports the arrival at that position, setting out the parameters within which more detailed planning takes place.

The transition from high-level planning principles, to detailed budgets that are aligned to the Council's priorities, is shaped by Elected Members with support and advice from senior management. As proposals develop, engagement is extended to a wider range of partners including citizens, Scrutiny, staff, School Budget Forum and Trade Unions. Consultation feedback is considered as part of the finalisation of annual budget proposals.

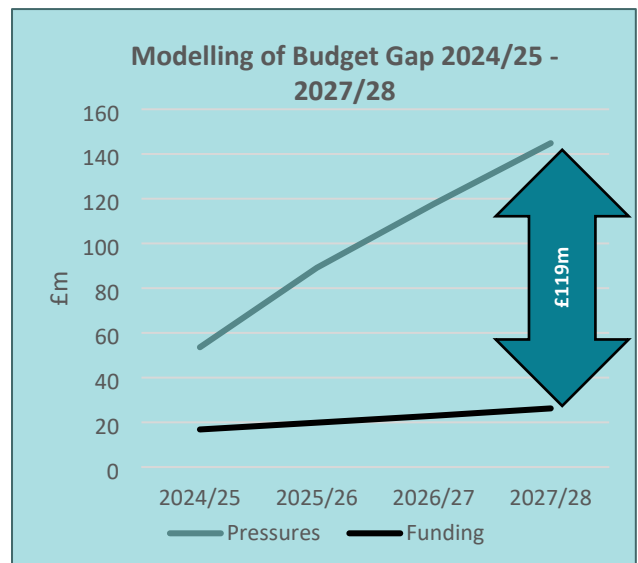
1.3 CIPFA FM Code

The CIPFA Financial Management Code is intended to support good practice in financial management and assist Local Authorities in demonstrating their financial sustainability. The Code translates principles of good financial management into a series of standards against which Local Authorities should measure themselves.

One of the key areas covered by the Code is medium to longer term financial management, with the MTFP being an important factor in this regard. Code standards emphasise that a robust MTFP should have clear links to Service Plans and Capital Strategy. It should also contain a sound assessment of drivers of cost and demand, with associated sensitivity analysis. The MTFP is developed with this in mind.

1.3 MTFP Overview

The MTFP currently estimates a budget gap of £119 million over the period 2024/25 – 2027/28. This is a base case scenario, with sensitivity considered in a later section.



“Budget Gap” describes the difference between the funding the Council expects to receive, and the estimated cost of continuing to deliver services at the current level. Put simply, the budget gap results from funding failing to keep pace with demand, inflation, and other financial pressures. The Council must develop a strategy to address the gap to deliver a balanced budget each year.

Section 2. Key Considerations

2.1 Council Priorities

In July 2022, the Cabinet approved a new policy statement for the next five years entitled “Stronger, Fairer, Greener” which sets out the Administration principles, priorities, and ambitions for the city. The Council’s Corporate Plan and Wellbeing Plan are key to translating these policy commitments into organisational objectives. The Council’s Corporate Plan 2023-2026 adopts the following Wellbeing objectives:

- Cardiff is a great place to grow up.
- Cardiff is a great place to grow older.
- Supporting people out of poverty.
- Safe confident, and empowered communities.
- A capital city that works for Wales.
- One Planet Cardiff.
- Modernising and integrating our public services.



The Corporate Plan set out plans to invest in schools, protect the city’s most vulnerable, respond to the climate emergency and create opportunity and equality for the citizens of Cardiff. It provides the framework for the Council’s financial strategy documents. This ensures limited resources are spent in a way that maximises support for priorities. Given the Corporate Plan’s alignment with wider national goals to create a more sustainable Wales, it also helps ensure that the financial strategy supports the Council’s duties under the Well-being of Future Generations (Wales) Act 2015.

The MTFP looks beyond a one-year horizon. Medium to long term financial planning will continue to evolve

and will be informed by business case work on strategies, plans and initiatives linked with the shaping the city’s future as these are developed.

The transition from high level planning to short-term detail takes place in the annual Budget and Corporate Plan. These are developed in tandem to ensure that financial resources are available as and when required, to deliver objectives.

Given the challenging financial outlook, a funding strategy will not always take the form of a revenue budget or capital programme allocation. In developing a financial strategy that supports policy delivery, there will be a need to draw on earmarked reserves set aside to support change, and to continue to proactively seek external funding and work with partners.

Much of the investment required to support the city’s future is capital in nature. The Capital Strategy sets out how the capital investment programme supports the Corporate Plan. It also provides a framework that the Council can rely on to develop a clear, consistent, and informed process to make investment decisions. The MTFP is closely linked to the Capital Strategy and reflects the capital financing requirements of approved schemes. This and the MTFP’s wider support for priorities is summarised on the next page.

Cardiff is a great place to grow up

Cardiff is a great place to grow older

A Capital City that works for Wales

Section 2. Key Considerations

<p>Education & Children's Services represent 54% of the Council's budget. Unlike most directorates, they have consistently seen net budgetary increases over the last decade and current figures indicate that is highly likely to continue over the medium term.</p> <p>The MTFP includes ongoing revenue support for the capital financing of new schools, improvements to the existing school estate and the operation of schools associated with the Schools Organisation Plan and Local Development Plan.</p> <p>It also includes additional funding in respect of additional learning needs, home to school transport, and school catering.</p>	<p>19% of the Council's budget is spent on Adult Services. Like Education & Children's Services, this area has also seen consistent net budgetary increases over the last decade, with a similar picture over the medium term.</p> <p>The MTFP factors the estimated impact on commissioned care fees of Providers continuing to pay RLW to registered care workers in future, to support continued recognition of the value of the workforce supporting vulnerable older people.</p> <p>The MTFP also factors in demographic growth, recognising potential increases in demand for services for older people and pressure on over-18s Learning Disabilities budgets.</p>	<p>Investment associated with developing the city in a way that works for Wales is primarily capital in nature. The MTFP factors in capital financing requirements of approved schemes. It includes additional sums for revenue maintenance of the city centre public realm to enable its ongoing upkeep following investment.</p> <p>Schemes of a scale required to take forward city-change require appropriate due diligence. In recognition of this, earmarked reserve funding has been set aside to support feasibility studies of new schemes in the medium term.</p>
<p>Supporting People out of Poverty</p> <p>Key to this aim is supporting people into work. The MTFP contains sums to provide core funding to continue the Council's apprenticeship scheme once the earmarked reserve supporting the scheme is fully depleted.</p> <p>As a RLW employer, the MTFP reflects sums to continue to pay the RLW to staff, and within the care sector.</p> <p>Opportunities for the Shared Prosperity Fund to support advice services formerly funded by ESF grant are currently factored into Medium Term Plans.</p>	<p>Safe Confident & Empowered Communities</p> <p>The MTFP reflects sums to operate a youth zone aligned with capital programme timings.</p> <p>The MTFP also includes funding for continuation of the Coed Caerdydd scheme to expand Cardiff's tree canopy, following the potential ending of grant arrangements.</p> <p>Modernising & integrating our public services</p> <p>The MTFP indicates significant savings requirements over the medium term. As well as improving services for our customers, ongoing modernisation will be an important part of continuing to drive efficiencies, for example through digitalising our services.</p>	<p>One Planet Cardiff</p> <p>The MTFP contains funding for the operating costs of a recycling centre, consistent with capital programme timescales for its delivery.</p> <p>The MTFP includes funding for the Coastal Erosion Infrastructure Maintenance Fund.</p> <p>Some schemes to support One Planet will require feasibility studies and an earmarked reserve is available for this purpose.</p>

The MTFP also reflects the reinstatement of the Council's Financial Resilience Mechanism (FRM) to the 2022/23 level of £3.8 million, following a temporary reduction to £2.0 million in 2023/24 to manage energy prices. The FRM is used to support one off investment in delivering the above priorities. For example, in 2023/24 it will fund £0.7 million investment in a greener Cardiff, including carbon reduction schemes and support for taxis to transition to cleaner vehicles, £0.4 million for communities (events, support for asset transfer to local sports clubs and Ward-Member led regeneration initiatives), and £0.4 million for younger people including youth festivals and improving access to recreation and leisure across the city, particularly for children looked after.

2.2 Economic and Financial Outlook

In the aftermath of the pandemic and with ongoing geopolitical issues the economic context remains challenging.

Section 2. Key Considerations

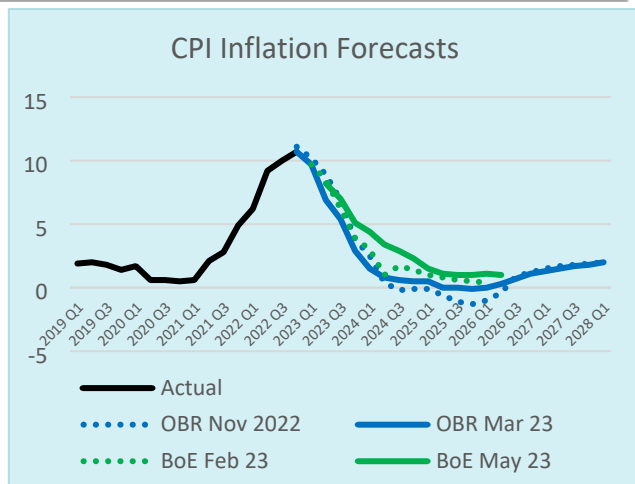
UK Context

The UK's Spring Budget in March 2023 was accompanied by an Office for Budget Responsibility (OBR) Fiscal and Economic Outlook Report. Compared with November 2022 forecasts, the outlook predicted shorter and shallower economic downturn, higher medium-term output, and lower public debt. Despite the more favourable outlook, the OBR noted ongoing structural weaknesses, including weak productivity growth, stagnation in business investment and a significant reduction in labour market participation since the start of the pandemic, particularly amongst older workers.

Inflation

In the UK, CPI inflation peaked at a 40-year high of 11.1 per cent in October 2022; a figure that would have been higher without the energy price guarantee limiting households' annualised energy bills. The Government has set a target to halve the inflation levels seen in the early months of 2023 before the year is out. Whilst CPI outlooks vary by forecaster and over time, there is consensus that CPI is likely to fall over the remainder of 2023, linked to a fall in wholesale gas prices, an anticipated reduction in the cost of imported goods, and Bank of England monetary policy regarding interest rates. In April 2023, CPI fell to 8.7%, (from 10.1% in March), and remained at 8.7% in May 2023.

The next graph sets out OBR and Bank of England forecasts. These suggest that inflation will still fall significantly in coming months, although not as sharply as originally forecast. Most recent Bank of England forecasts (May 2023), indicate CPI falling to 5.1% by the end of 2023 and reaching its 2% target by the end of 2024. Most recent OBR forecasts (Mar 2023) indicate a fall to 2.9% by the end of 2023 and 0.5% by the end of 2024. The Bank of England's Monetary Policy Report from May 2023 indicates that across a range of forecasters, the average CPI forecast for Q2 2024, (the start of the first year of the MTFP), is 2.3%.



With inflation still very high for some elements of the CPI basket of goods, price increases will remain a critical factor to keep under review. Where possible, more specific indicators of price are relied upon for forecasting. Where CPI is directly used in forecasts, the MTFP now reflects the following assumptions:

2024/25	2025/26	2026/27	2027/28
2%	1%	1.5%	2%

Interest Rates

One of the tools available to the BoE to try to stabilise inflation is to increase interest rates. In June 2023, the BoE raised interest rates for the 13th time in a row, to 5.0%, the highest rate since the 2008 financial crisis. Wider economic and UK fiscal factors have also had an impact on UK Gilt yields which determine Public Works Loan Board Borrowing rates for Local Authorities. Whilst interest rates fluctuate with economic cycles, there has been an increase from recent, historic lows, to rates now in excess of 5%.

Existing borrowing is at fixed rates and will not be affected by rate increases. However, given the future borrowing requirement linked to planned capital investment, there is a risk of increased costs well into the long term. Whilst rates may fall back when inflation is deemed to be under control, it is unclear whether this will be to levels previously experienced. Interest rate increases will be kept under close review in terms of their potential impact on the cost of borrowing and future capital financing budgets.

3.1 Forecast Financial Position

The Council's forecast financial pressures, funding and resultant £119 million budget gap are set out below.

Section 3. Medium Term Financial Plan

	2024/25 £000	2025/26 £000	2026/27 £000	2027/28 £000
Base Budget Brought Forward	803,894	820,702	823,759	826,831

Schools	Pay Costs	10,933	6,123	3,591	4,656
	Price Inflation	(875)	(325)	590	440
	Pupil Numbers & Commitments	440	3,129	2,947	1,396
	Contribution to Band B & Asset Renewal	(1,090)	(1,090)	(1,090)	(1,090)
	Total Schools Pressures	9,408	7,837	6,038	5,402

Social Services	Pay Costs	3,576	2,302	646	646
	Price Inflation	9,340	5,040	5,700	5,853
	Demographic	5,375	4,735	4,625	4,665
	Realignment - Children's Social Services	4,350	0	0	0
	Total Social Services Pressures	22,641	12,077	10,971	11,164

Other Services	Pay Costs	7,020	4,206	1,423	1,423
	Price Inflation	1,243	1,280	1,932	1,788
	Commitments	2,915	1,715	2,287	983
	Demographic Growth	1,750	1,350	1,100	450
	Total Other Services Pressures	12,928	8,551	6,742	4,644

Capital Financing	5,591	4,099	2,378	2,970
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Emerging Financial Pressures	3,000	3,000	3,000	3,000
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Resources Required	857,462	856,266	852,888	854,011
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Resources Available:				
Aggregate External Finance	(611,413)	(614,470)	(617,542)	(620,841)
Council Tax before any future increases	(208,789)	(208,789)	(208,789)	(208,789)
Earmarked Reserves at £0.5m per annum	(500)	(500)	(500)	(500)
Total Resources Available	(820,702)	(823,759)	(826,831)	(830,130)

BUDGET REDUCTION REQUIREMENT	36,760	32,507	26,057	23,881
MEMORANDUM ITEM - TPS (SCHOOLS)	8,500			

3.2 Key Assumptions – Expenditure & Income

Employee Costs

The Council is a service-based organisation, and employee costs account for around 40% of gross expenditure. They are therefore a key consideration in Medium Term Financial Planning.

Section 3. Medium Term Financial Plan

Key factors to consider in planning for future employee costs include annual pay awards, incremental pay progression, Employer's oncosts (Superannuation and National Insurance) and the Apprenticeship Levy.

Pay awards and Pay Spine

Local Government Pay is a matter for collective bargaining through the National Joint Committee (NJC), and Teachers' Pay Awards are set by Welsh Government on the recommendations of the Independent Welsh Pay Review Panel (IWPRB). As there are no agreed pay awards for the period covered by the MTFP, the figures in the table below represent planning assumptions. There is a risk these may add to future budget gaps should they come in higher than budgeted.

Award	2024/25	2025/26	2026/27	2027/28
NJC	2%	1%	1%	1%
NJC Risks	3%	2%	0	0
Teachers	2%	1%	1%	2%

These assumptions are lower than recent year's pay awards. This is because most recent inflation forecasts suggest a much lower CPI over the medium term.

The Council is a Real Living Wage (RLW) Employer. Staff at the bottom of the Council's pay spine receive a Living Wage supplement to ensure they are paid the RLW. Cost projections over the medium term reflect the RLW increasing higher than NJC pay awards.

The impact of potential pay awards, UK Government targets for NLW, as well as RLW increases have the potential to impact on the Council's pay spine in terms of erosion of pay differential, particularly at the lower end of the spine. Current modelling indicates this having a significant impact over the period covered by the MTFP.

Core NJC pay award assumptions for 2024/25 and 2025/26 are 2% and 1% respectively. Over and above this, the MTFP includes an allowance of up to 3% of NJC pay in 2024/25 and 2% in 2025/26. This reflects the impact of the pay spine risk outlined in the preceding paragraph, together with the potential for

the 2023/24 NJC award being agreed at a level that is higher than budgeted in the current financial year.

These planning assumptions will need to be kept under close review and will be re-evaluated at each MTFP refresh point to reflect most recent information, including updated inflation forecasts.

National Insurance

The reversal of Employers' National Insurance increases implemented in April 2022 were factored into the Council's 2023/24 Budget. No further significant changes to National Insurance rates or thresholds are currently anticipated over the period to 2027/28 but this position will be kept under review.

Employer's Superannuation Contributions

Actuarial review of the Local Government Pension Scheme took place as at 31st March 2022. The resultant reduction in Employers' superannuation contributions (from 20.7% to 19.4%) are reflected in the 2023/24 Budget. The next actuarial review will be as at 31st March 2025, with findings likely to affect the 2026/27 financial year. At this stage, it is considered prudent to assume no further change in contribution rates at that point, but this will continue to be monitored.

The Teachers' Pension Scheme (TPS) is an unfunded public service pension scheme. Employers' contributions to the scheme increased significantly in September 2019 due to an actuarial review and change in the discount rate used to set scheme contributions. The implications of the next actuarial review of the fund were previously anticipated to take effect from April 2023, but indications from the Local Government Association are that this is now likely to be 2024/25. At present, contribution rates are not known, but indications suggest a significant increase.

It is of note that the impact of the last actuarial review was ultimately fully funded. Consequently, at this stage, the MTFP is predicated upon the assumption that any change in Employer's contribution rate to the TPS will be matched via a funding allocation from Welsh Government. The funding of this pressure is estimated to be *over and above* the core AEF assumptions outlined later in this document.

Section 3. Medium Term Financial Plan

The TPS pressure is currently shown as a memorandum item to the MTFP, estimated at £8.5 million. This is comparable with the impact of the last actuarial review and is at the lower end of the suggested potential impact of the current review, at circa 5% of pensionable pay (an increase of over 20% on employers' superannuation contributions.)

Incremental Pay Progression

Forecast pay pressures include an allowance for teachers' pay progression. Estimates are reduced year on year, in recognition that over time, budgets should be sufficient to cover the top of each pay grade. No pressures are anticipated in respect of pay progression for non-teaching staff for this reason, except in exceptional circumstances.

Apprenticeship Levy

Forecast pay pressures allow for the Council's Apprenticeship Levy to increase in line with general pay uplifts. The Apprenticeship Levy is a Government levy payable by larger employers at 0.5% of annual pay bill.

Redundancy Costs

The Council has a base budget and earmarked reserve set aside to meet these costs. Current modelling indicates that this model is adequate over the medium term.

Price Inflation

The Council's budgetary approach is that directorates must manage price inflation within existing resources, except in exceptional circumstances. These may relate to the scale of the increase, or the quantum of the budget to which the increase applies. Areas deemed exceptional and included as forecast price pressures include energy, out of county placement costs, NDR and Social Services commissioned care costs.

Inflationary Assumptions

The economic context section has already outlined the significant volatility with regards inflation and set out current planning assumptions for CPI. Where there are other drivers of price increase, including for example, the RLW, these are set out in subsequent paragraphs.

Energy

Energy prices will be a key area to keep under review. The Council's energy is procured via the National Procurement Service and Crown Commercial Services. Forecast energy costs consider indicative pricing forecasts received as part of these arrangements, (to the extent to which they are currently available). At present indicatives only extend to 2024/25, and even those are at high risk of change.

In the 2023/24 Budget, the Council included significant additional budgetary provision for price increases in respect of gas and electricity (almost £12 million). In recognition of a potential fall back in prices over the medium term, the £12 million was partially addressed through temporary funding sources. This included a £1 million contribution from energy reserve and a £1.8 million reduction in the Council's Financial Resilience Mechanism (FRM) Budget. The intention is that the FRM Budget will be reinstated as energy prices subside in future years.

Current indicative pricing for 2024/25 suggests energy prices could fall back by as much as 20%-25% in 2024/25 and this is reflected in the MTFP. The impact of price decreases is managed cautiously with the assumption that the first call on any 2024/25 decrease will be to negate the need to identify an ongoing funding source for the £1 million funded from earmarked reserve in 2023/24. Thereafter, it is assumed that the benefit of price decreases will initially be used to reinstate the £1.8m FRM budget used as interim support in this area, subject to wider review of the financial situation at the time.

Commissioned Care Costs

Following WG's commitment that registered carers in Wales should receive the RLW, the MTFP includes RLW increases as among the factors likely to impact the future annual cost of commissioned care.

The RLW is usually announced in November (although it was earlier in 2022) to be implemented by RLW employers before the following May. In setting RLW rates, the RLW Foundation take account of inflationary factors the preceding spring (on a more specific basket of goods than CPI), along with other information such as level of benefits and council tax.

Section 3. Medium Term Financial Plan

This is a difficult area to predict and small percentage changes in this area can have a significant impact on costs as the Council's commissioned care budget is over £150 million across Adults and Children's Services. Current assumptions are based on RLW (which is currently £10.90), increasing by 6.5% in 2024/25 and 3% per annum thereafter. As with pay award assumptions, this takes into consideration lower CPI projections over the medium term.

Recyclate Income

Prices received by the Council for recyclate material have historically been extremely volatile. There have been world-wide shortages for these materials due to the loss of processing plants for aluminium and plastics in Ukraine, and this has increased the prices received in recent years. Over the medium term, assuming the stabilisation of global issues, prices are expected to return to nearer their pre-war levels which could result in a pressure on this budget. The MTFP assumes that the strategy for recyclate income will be to transfer surpluses to an earmarked reserve to help assist with future volatility on this budget.

Fees and Charges (Income)

The Council's budget setting policy is not to assume a blanket uplift across all fees and charges. This is in recognition that the position for income is more nuanced and requires consideration of a wide range of factors. In determining the future level for fees and charges directorates are advised to consider:

- Any applicable statutory frameworks.
- Whether existing income budgets are being met.
- Any specific inflationary cost pressures that will need to be met.
- The adequacy of charges relative to cost of provision.
- Any potential impact on demand for services.
- Appropriate benchmarking of both cost and fee levels.

The Council's July 2023 Budget Update Report included an Income Generation Framework which sets key considerations with regards income generation over the medium term.

Commitments

Forecast financial commitments include capital-financing costs, increases to levies the Council is committed to paying and the future implications of previous Cabinet or Council decisions. Further detail on each area is set out below.

Capital Financing Costs

Forecast capital-financing costs reflect the 2023/24 – 2027/28 Capital Programme and the cost of commitments made in previous years. They reflect the following key assumptions:

- No new commitments funded by additional borrowing unless on an invest to save basis.
- Borrowing predicated on incidental revenue income or savings achieve the outcomes expected in order to pay for themselves in the intended timescales.
- Operating models such as for 21st century schools and Arena remain in surplus.
- The timing and delivery of expenditure will be as profiled in the capital programme.
- The assumed interest rate for new borrowing is circa 4.5% over the MTFP period to allow an element of sensitivity to uncertain economic forecasts and timing of borrowing.
- Capital receipt targets will be met.
- No change in the prudent provision for the repayment of debt as agreed by Council.
- There remains one pool of debt for the General Fund and HRA, with ongoing consideration of whether separate pools should be created, including for major projects.

Interest rates on borrowing are currently elevated compared to historic lows seen over the last few years. These will be driven by inflation expectation, national debt levels and international uncertainties and as such remain unpredictable. Future interest cost is a key risk identified in the Treasury Management Strategy. This will be an important consideration in updating and prioritising new investment commitments and affordability considerations, and business cases for projects assumed to pay for themselves.

The Capital Programme includes a number of major projects including the development of a new Indoor Arena. Whilst it is anticipated that capital-financing costs will be recovered through new income streams

Section 3. Medium Term Financial Plan

over the life of the project, the MTFP reflects an element of interim support commencing in 2024/25.

Levies

Forecast financial commitments include estimated increases to levies. The most significant of these is the South Wales Fire Services (SWFS), with a current Council contribution level of just over £20 million. The budget for the SWFS is levied across constituent local authorities on a population basis. Estimates reflect potential future levy increases due to population fluctuations as well as potential increases to the SWFS' overall budget. Assumptions take into account the SWFS most recent MTFP.

Other Commitments

These include:

- Additional base budget funding for the Council's Corporate Apprentice Scheme in 2024/25, which is when remaining reserve funding will be fully depleted.
- The operating costs of a Household Waste Recycling Centre, consistent with the timescales in the capital programme.
- Additional maintenance costs associated with the future upkeep of capital programme investment in the public realm.
- An allowance to support delivery of the recycling strategy, to be reviewed as further details become available.
- Revenue funding to operate a youth zone, consistent with capital programme timescales.

Demographic Pressures

Key areas of forecast demographic growth, and the associated financial impact are summarised below:

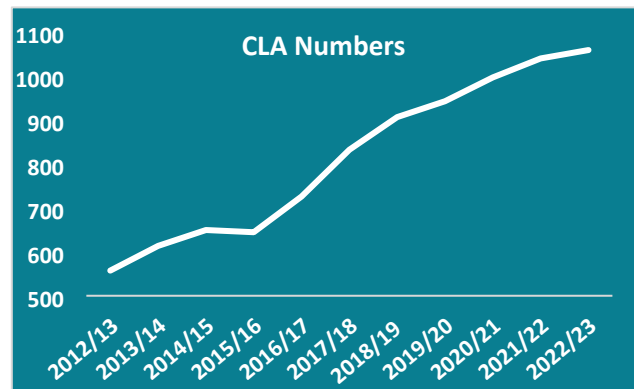
Demographic Increases	£m
Adults Social Services	13.6
Children's Social Services	5.8
Pupil Numbers & New School Costs	7.9
Out of County Education Placements	1.5
Other	3.2
TOTAL	32.0

Adults Social Services

Estimated growth in Adult Social Services is difficult to predict at present. The MTFP includes an annual allowance for demographic growth in this area. For Older People, growth is weighted towards domiciliary care settings, consistent with the Council's strategy to support people in their own homes. This will need to be closely reviewed in coming months, along with wider factors such as hospital discharge pressures. Historically, most significant growth has been in relation to the Older Persons budget. However, at present, there are also emerging pressures in relation to the Adults Learning Disability budget that will need to be kept under close review.

Children's Social Services

Estimated growth in Children's Services is also difficult to predict. The graph below sets out annual increases in the number of Children Looked After



(CLA) since 2012/13.

In 2022/23, the Council experienced unprecedented pressure on Children's services placement budgets linked to complexity and demand. Whilst it is difficult to predict the number and nature of placements required over the Medium Term, forecasts take account current complexity together with preventative strategies. Financial forecasts will continue to be kept under regular review.

Pupil Numbers & Associated Learning Needs

Pupil number projections reflect the existing pupil population moving up a year group each year. They are adjusted to take account of historic retention rates. Pupil intake in nursery and reception is modelled using Schools Organisation Plan data, which includes published birth rates.

Section 3. Medium Term Financial Plan

Up until September 2027, projections show a continued reduction in primary pupil numbers and an increase in secondary pupils, although the level of the increases in the secondary sector incrementally reduce over the period.

Costs associated with the Associated Learning Needs (ALN) of pupils are more difficult to model. As well as estimating predicted demand, there is also a need to consider complexity of need, as different types of support have different costs. It is also necessary to consider movement of pupils within the school system. Estimates will be regularly reviewed to take account of most recent information.

Future operating costs of schools in LDP areas are difficult to predict and subject to change. Forecast figures reflect schools opening in LDP areas. Each new school may take a different form, with some being starter schools, (which refers to schools that begin with reception and year one groups only and then grow year on year), and others offering places in all year groups from the outset. Assumptions are high level and will need refinement as development within the city progresses and demand for school places becomes clearer. There will also be a need to gauge whether the take up of school places in LDP areas affects demand in other areas of the city.

Forecasts for 2025/26 reflect an increase in the number of special school pupil numbers. This reflects the anticipated completion of SOP expansion works. Figures currently assume that those places would become available in September. During the interceding years, there will be a need to model the extent to which costs associated with the availability of additional special school places could be offset by savings in other areas, in particular Out of County placement budgets.

Forecasts currently allow for consistent annual growth in the number of Out of County Placements between 2023/24 and 2026/27. No further growth is assumed for 2027/28, on the basis that the availability of additional capacity within Cardiff may avoid the need to place Out of County. As noted in the preceding paragraph, as well as limiting future demographic growth, there will be a need to consider whether the additional capacity may enable savings on existing Out of County budgets.

[Council Tax Reduction Scheme](#)

This budget reflects the payment of Council Tax Support to eligible recipients. At over £35 million, future demand on this budget is a key consideration in medium term planning. During the pandemic, there were concerns that the ending of the Job Retention Scheme (JRS or furlough) may increase unemployment. In recognition this would be likely to increase demand on CTRS, the Council set aside funding to support the CTRS budget. However, the ending of the JRS did not have as significant an impact as originally feared. Although some sums have since been released, a degree of protection was retained, notably in earmarked reserve, and this is considered to provide an adequate level of resilience to potential increases in demand on this budget over the medium term.

Any changes to Council Tax levels impact on this budget. In recognition of this, within the MTFP, modelled council tax increases are shown net of their impact on CTRS.

[Homelessness](#)

Homelessness is another area that will require close review over the medium term. This area has been supported by additional grant funding in recent years, now confirmed for the next few years. There are however significant emerging pressures on this budget that will need to be closely monitored, balanced by consideration of the extent to which they may receive Government support. There is also earmarked reserve funding in place with regards homelessness that may assist in smoothing any fluctuations in demand.

[Emerging Financial Pressures](#)

Forecasts include £3.0 million per annum to address emerging financial pressures. This reflects the fact that it is impossible to foresee all issues and that additional burdens may arise through new legislation, unforeseen demand, policy change, and grant fall out. Equally, and as noted throughout the MTFP, the current economic climate has the potential to impact key MTFP variables.

The inclusion of a figure against emerging issues provides a margin of headroom, avoiding the need to identify additional savings proposals at short notice. Sums included for emerging pressures are kept under regular review and are removed from plans if they are no longer considered necessary.

Section 3. Medium Term Financial Plan

3.3 Funding Key Assumptions

Aggregate External Finance (AEF)

The Final 2023/24 Local Government Finance Settlement referenced an indicative All Wales AEF increase for 2024/25 of 3% and this is reflected in the MTFP. Beyond that assumptions are for annual AEF increases of 0.5% as set out in the table below.

2024/25	2025/26	2026/27	2027/28
2.5%	0.5%	0.5%	0.5%

Assumed increases for 2025/26 and beyond take into account modelling undertaken by Wales Fiscal Analysis – a research body with Cardiff University's Governance Centre that undertakes independent analysis of Welsh public finances. The position will be kept under close review given multiple uncertainties, including a General Election within the MTFP period.

The fact that funding figures are based, by necessity, on assumptions at this stage represents a material risk to the Council's financial resilience. This is because minor changes in AEF percentages have a significant impact in cash terms – with 1% of AEF equivalent to £5.9 million. In the event of less favourable settlements resulting in increased savings requirements, the achievability risk associated with such savings is likely to be high.

In order to help address this risk, the Council has a £2.0m base budget called a Financial Resilience Mechanism (FRM.) It is used to invest in priority areas, but that investment must be one-off and decided afresh each year. This means that the budget is used proactively but could be deleted without affecting day-to-day services if required.

Reserves

In the interests of financial resilience, reserves should not be heavily relied upon as general budget funding. This is because:

- It creates a gap in the finances of the following year as reserves are cash sums.
- Earmarked reserves are set aside for a particular purpose.

- Reserves are an important part of financial resilience, providing a cash buffer.
- Cash in reserves is not idle; it generates investment income in line with the Treasury Management Strategy and avoids the need for short-term borrowing.
- The level of reserves held by Cardiff Council may be considered to be just at an adequate level for an Authority of this size. As a percentage of gross revenue expenditure, Cardiff has one of the lowest levels of reserves compared to other Welsh Authorities.

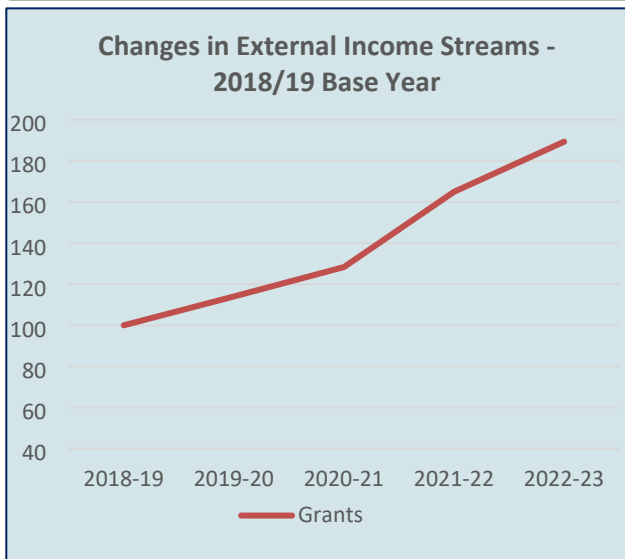
Funding forecasts currently assume £0.5 million use of reserves annually between 2024/25 and 2027/28. This can be accommodated from the Strategic Budget Reserve in line with its intended purpose. The proposed use of reserves is considered to strike an appropriate balance between the risks outlined above and the need to support services. Further information on reserves is considered in the later section on uncertainty and risk.

The above paragraph sets out the position in relation to use of reserves as general budget funding. Over the medium term, there will also be use of earmarked reserves in line with the purpose for which they were set aside – and this will include a range of activities and projects. It will be key that directorates recognise the one-off nature of these resources and carefully prioritise the use of the earmarked reserves to ensure that they are spent on areas of most impact, and within the amount provided.

Grant Funding

Specific grants must be used for a particular purpose, which is defined by the grant provider. The funding may only be used for that purpose, and the Council is audited to ensure compliance. The Council receives a significant amount of specific grant funding, notably from WG. The increasing exposure over recent years is set out in the graph below:

Section 3. Medium Term Financial Plan



Excludes grants primarily related to third party spend - i.e. HB, 30 hour childcare.

Over an extended period, Welsh Local Government have pressed WG for “funding flexibility.” This means that wherever possible, funding should be directed through AEF. As well as providing more flexibility for Local Authorities, this would also reduce administrative burdens. The outcomes of a funding flexibility review are anticipated shortly and will need to be factored into the MTFP when information is available.

From a financial planning perspective, there is a risk that specific grants may reduce in cash or real terms, or be discontinued altogether. Real term reductions are a particular risk when inflation and pay awards are higher than usual.

Historically, there are incidences where significant reductions in specific grants have occurred at short notice. This is a risk, particularly because, where grants have been in place for several years, areas they support may have become core activity.

The Council has a budget of £250,000 to deal with in-year specific grant funding issues. Beyond this, the MTFP is based on the assumption that any future specific grant reductions would be dealt with by:-

- Reviewing the grant funded activity
- Potentially providing transitional funding through the FRM, (if it is still available)

Over the medium term, some key areas to keep under review with regards specific grants include:

- The further roll out of the Universal Free School Meals Grant, including the extent to which annual inflationary pressures are reflected in the rate at which support for meals is paid.
- Arrangements for the newly created Shared Prosperity Fund, which is currently expected to run until the end of 2025/26.
- Tapering arrangements with regards the Regional Integration Fund over the medium term.
- Housing Support Grant (£21.9 m) which is a significant grant, currently indicated to remain at its current level until 31st March 2025.

Section 4. Addressing the Gap

4.1 Budget Gap

The estimated budget gap for the period 2024/25 – 2027/28 is set out below:

2024/25 £m	2025/26 £m	2026/27 £m	2027/28 £m	Total £m
36.8	32.5	26.1	23.8	119.2

This will need to be addressed through a combination of savings, income generation and Council Tax increases.

4.2 Council Tax

Council Tax accounts for 26% of the Council's general funding. This means that to generate a 1% increase in overall funding, Council Tax would have to increase by over 4% (after accounting for Council Tax Reduction Scheme (CTRS)). This is called the gearing of the tax. The Council has little control over the majority of its funding, which is through Welsh Government Grant.

Technical variables that must be considered when setting the Council Tax include:

- The Council Tax Base of the Authority
- Council Tax Support Budgets
- The level of the Council Tax

Council Tax Base

The Council Tax Base is the number of Band D equivalent properties in the city. In simple terms, it reflects the number and type of dwellings in the city and takes into account if they may be eligible for Council Tax discounts or exemptions. Local Authorities use the Council Tax Base to calculate how much Council Tax they expect to generate.

Whilst other factors affect the Council Tax Base, broadly speaking, property development in an area usually means that the Council Tax Base will increase, generating more Council Tax income. Whilst there is the potential for the Council Tax Base to increase over the medium term, the budget strategy does not preempt these increases within MTFP. This is because an increase in Council Tax Base often results in a reduction in AEF.

Council Tax Support Budgets

The Council pays Council Tax support to eligible recipients under the CTRS. The current annual budget is over £35 million. The CTRS Budget must be considered when projecting future Council Tax income. If eligibility for Council Tax Support remains consistent; an increase in the rate of the Council Tax will place additional pressure on the CTRS Budget. This is because support must be paid at the new, higher rate. Figures quoted in the next section are net, in that they take into account the associated impact on the CTRS Budget.

The level of the Council Tax

In addressing the budget gap, it is modelled that Council Tax will increase by 3.0% per annum. An annual 3.0% increase would contribute the following amounts to addressing the budget gap:

2024/25 £m	2025/26 £m	2026/27 £m	2027/28 £m	Total £m
5.2	5.3	5.5	5.6	21.6

The assumption of annual 3.0% increases is not fixed, will be kept under review over the medium term and is subject to Member approval.

4.3 Savings Requirement

The residual budget gap to be met from savings is:

2024/25 £m	2025/26 £m	2026/27 £m	2027/28 £m	Total £m
31.6	27.2	20.6	18.2	97.6

In addressing this gap there will be a need to:

- Continue to target efficiencies, including baseline efficiencies for *all* services.
- Continue to review income streams, whilst recognising that in the short to medium term, core income budgets are at risk whilst recovering from the pandemic and that opportunities to generate additional income may be more limited than in previous years.
- Consider the level at which it is affordable to continue to subsidise services of a more discretionary nature.
- Capture the full financial benefit of the early intervention and preventative work ongoing across the Authority, in order to manage the pattern of future demand for Council services.

Section 4. Addressing the Gap

- Identify opportunities to work across directorates and in partnership with other organisations.
- Target productivity savings to ensure that optimum value for money is achieved within scarce resources, including making best use of digital technology.
- Consider how targeted capital investment may deliver revenue savings.

Section 5. Risk and Uncertainty

5.1 Sensitivity Analysis

Current MTFP assumptions are based on best available information. However, there is always a risk of change, as evidenced by the volatile economic environment of the last 12 months. Further analysis on plausible future economic scenarios is required, given their potential to impact pay, price, and AEF assumptions in the base case MTFP. The other-overarching core driver of cost for the Council to factor into scenarios is demand for services.

Scenarios Considered

In testing the MTFP for plausible alternative scenarios, a total of 15 were modelled, capturing the following:

		Demand Scenarios		
		Low	Base	High
Economic Scenarios	Recession & High Inflation	Low	Base	High
	Recession & Low Inflation	Low	Base	High
	BASE CASE	Low	Base	High
	Econ Growth & High Inflation	Low	Base	High
	Econ Growth & Low Inflation	Low	Base	High

The 15 scenarios reflect each of the five economic scenarios being coupled with 3 different demand scenarios – low demand, demand in line with the base case, or high demand. This recognises that whilst economic circumstances may influence demand, there is also the real possibility for demand to fluctuate independently of the economic context.

Recession coupled with high inflation is the least favourable of the economic scenarios. This reflects more prolonged inflationary pressure combined with a recession (or weak economic growth) potentially having an adverse impact on funding levels.

By comparison, the “economic growth/high inflation” scenario assumes that whilst inflation remains high, a stronger economic position may allow future funding settlements to support cost pressures. As identified later in this section, AEF is the individual factor with the biggest impact on base case assumptions.

Variables Flexed

The next table summarises how variables were flexed in key areas of demand.

	Low	Base Case	High
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Social Services	Demand is lower as increased cost mitigation is achieved	Increased demand but with mitigating service strategy	Higher demand and lower cost mitigation due to overall service pressure.
Homelessnes s	Same as Base	Increasing levels of demand but fully offset by grant.	Increasing demand partially offset by grant.
Pupil Nos	New intake is 10% lower than anticipated – census sees drop in 0-4's.	Projected modelled student numbers.	New intake is 5% higher than projected student numbers

Flexing of other demand pressures such as waste tonnages and CTRS was not considered necessary. This is because they are currently less volatile, and arrangements already in place are considered adequate to manage any fluctuations at this stage.

The table below summarises how variables were flexed under the different economic scenarios considered:

	Inflation		
	Low	Base Case	High
Pay	1%: 2024/25 0%: onwards	2%: 2024/25 1%: onwards	5%: 2024/25 4%: onwards
RLW	5%: 2024/25 2%: onwards	6.5%: 2024/25 3%: onwards	9%: 2024/25 5%: onwards
Inflation	Key drivers considered on a case-by-case basis given volatile position in respect of areas such as energy, etc.		

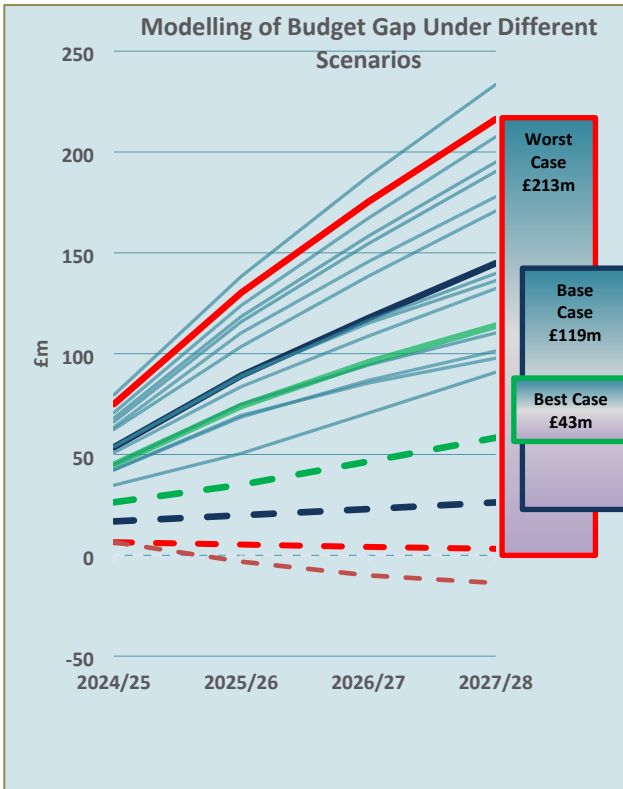
	Economic Growth		
	Growth	Base Case	Recession
AEF	5.5%: 2024/25 3%: 2025/26 3.75%: onward	2.5%: 2024/25 0.75%: onward	0.5%: 2024/25 -1.5%: 2025/26 -1% then -0.5%

The £3 million per annum that is allowed for emerging pressures in the base case MTFP is removed in all other scenarios. This is because it is a) assumed not to be required in more favourable scenarios, and b) the factors it is there to help address

Section 5. Risk and Uncertainty

will already have materialised in less favourable scenarios.

The resultant scenarios are summarised on the chart below:



Some note on scenarios:

- The average budget gap across all scenarios was £125m – reasonably comparable to the £119m base case across four years.
- Maximum was £213m and minimum was £43m.

The £213 million and £43 million are extremes, albeit not completely implausible. The £213 million scenario reflects a combination of high inflation & recession coupled with higher demand. This sees higher costs across the board coupled with less favourable AEF. The £43 million scenario reflects high economic growth and low inflation. It sees reduced cost pressures and higher AEF settlements.

The CIPFA FM code suggests avoiding ‘best’ and ‘worst’ case as the only considered options. The following table provides a summary of all modelled scenarios relative to the base scenario which is highlighted in the centre of the table.

Demand Scenarios

		High £m	Base £m	Low £m
Economic Scenarios	Recession & High Inflation	+94	+69	+56
	Recession & Low Inflation	+31	+5	-7
	BASE CASE	+26	119	-13
	Econ Growth & High Inflation	+24	-2	-14
	Econ Growth & Low Inflation	-37	-63	-76

Sensitivities

Scenarios examined the relationship between key variables. The table below summarises the impact of a 1% change in key areas. It shows that the key area of sensitivity for the Council is funding settlements, with each 1% of AEF equivalent to £5.9 million. This is evident in the economic growth scenarios above being a lot more favourable – because they assume a greater level of funding support to help cope with pressures.

Assumption	£m
AEF - 1% change	5.9
Teachers Pay Award 1% change	1.7
NJC Award 1% change	2.9
RLW	1.4
Total Annual Impact	11.9

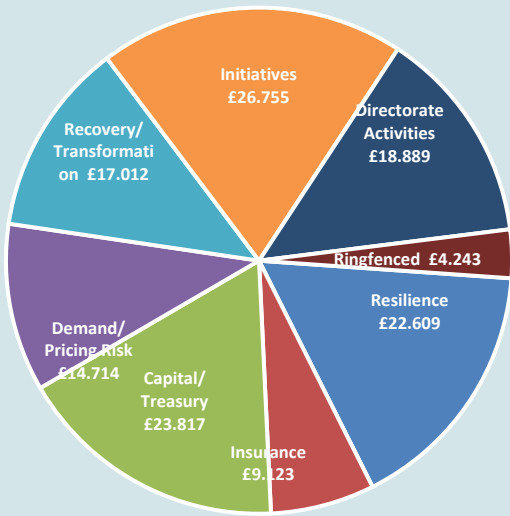
Scenario planning is aimed at identifying plausible alternatives, to inform the scope of financial pressures that the council could face, and the likelihood of an alternative budget strategy being required. This is considered further below.

Responding to less favourable Scenarios

The Council has in place earmarked reserves to address some of the key risks that have been flexed in the scenario analysis. This is summarised in the graph below which categorises the Council’s projected reserves as at 31st March 2023 (Council Fund and earmarked reserves).

Section 5. Risk and Uncertainty

Earmarked Reserves Categorised by Purpose (£m) Balance as at 31st March 2023



Whilst use of reserves is clearly not a long-term solution to addressing increasing costs, reserves are an important means of managing demand and price risk in the short term. They can also smooth the period over which base-funding may be required to address additional pressure. In a worse-case scenario, reserves would help provide a lead in time to more swingeing savings requirements.

In addition, to earmarked reserves the Council also has in place a budgeted £1.0 million general contingency, a £2.0 million Financial Resilience Mechanism that is anticipated to increase to its former level of £3.8 million over the medium term, as well as contingencies for specific demand issues such as Social Services.

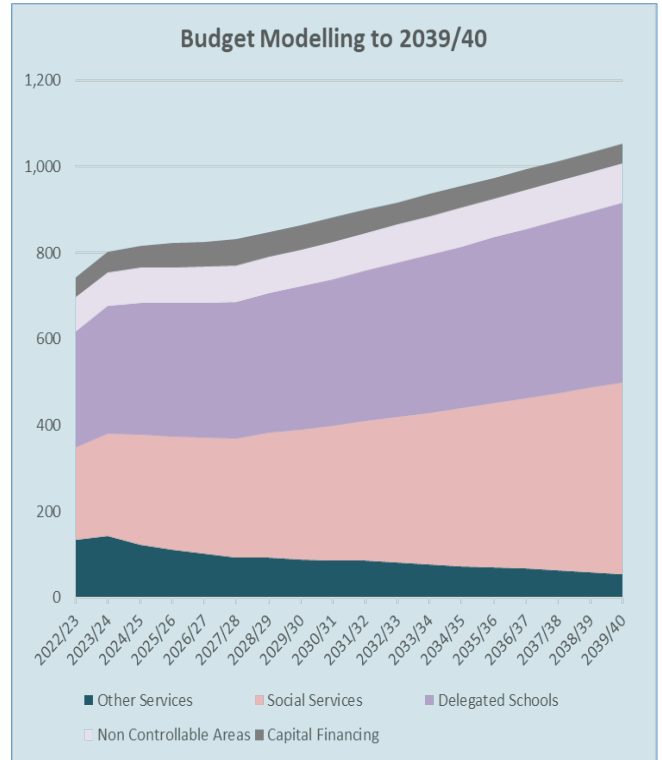
In a worse-case scenario, additional savings measures would inevitably be required. The situation outlined above would provide a lead-in time to enable those to be delivered.

It is unlikely that the worst of all modelled outcomes will come to fruition and there are several scenarios that are a marked improvement on the base case.

The base case MTFP is aimed at striking an appropriate balance between too optimistic and too pessimistic, but with an understanding of other possibilities.

5.2 Longer Term Outlook

The graph below a potential long-term outlook for the Council’s budget. It is difficult to model beyond the MTFP due to unknown factors, but the chart is an indication of how things may look in future if historic trends are extrapolated.



The graph shows the continued contraction of “Other Services” over the medium term. As this contains areas of statutory duty, the strategy to address the gap will need to reshape this profile as far as possible.

5.3 Key Risks

Key MTFP risks are summarised below, and link to the Council’s wider assessment of financial risk as encapsulated in the Corporate Risk Register.

Section 5. Risk and Uncertainty

Funding	<ul style="list-style-type: none"> • LG settlements - worse than predicted. • Risk of specific grant fall-out, especially where grants support core activity. • Adequacy of specific grant funding over the medium term where the detail of associated initiatives is still emerging – e.g. Universal Free School Meals. • The WG and Plaid Cymru December 2021 Co-operation agreement pledges to review Council Tax reform in Wales during the next three years. This will need to be kept under review in terms of its impact.
Economic Linked Variables	<ul style="list-style-type: none"> • Inflation - cost and pay award pressure. • Interest Rates - increases resulting from tackling inflation could impact cost of borrowing and impact affordability of capital programme. • Economic Growth – weak growth / recession may mean lower government receipts leading to reduced Local Government Settlements.
Demand	<ul style="list-style-type: none"> • Difficulty in modelling demand & complexity of demand, including in Adult and Children’s Services, Homelessness and Additional Learning Needs.
Financial Resilience	<ul style="list-style-type: none"> • Medium term savings requirements at significant levels • The shape of the Council’s budget – with over 70% now accounted for by capital financing, Social Services and Schools. • Planned use of reserves to support the budget, which will be kept under review.
Other	<ul style="list-style-type: none"> • Pressure on the Council’s pay spine due to the erosion of pay differential particularly at the bottom end of the spine.

Budget Update Report 2024/25 - Question and Answers

What is the Budget Update Report?

- Local Authorities must set their budget by 11th March each year. This Report is an update on our planning for the 2024/25 Budget (Revenue & Capital).

The Revenue Budget

What is the Revenue Budget?

- The revenue budget sets out what the Council plans to spend on day-to-day services.
- These include running schools, caring for vulnerable people, collecting waste, maintaining highways and parks, and operating libraries and cultural venues.
- The revenue budget must also set out how these spending plans will be funded.
- Some services generate income to help cover their cost (like Cardiff Castle), and sometimes we receive grants for specific activities - this is called service specific income.
- After taking service specific income into account, our remaining costs (the Net Revenue Budget) are funded from General Grant (74%) and Council Tax (26%).

How do you prepare the Revenue Budget?

- In summary we:
 - Estimate the cost of delivering services next year.
 - Compare this to the funding we expect to receive next year.
 - If estimated costs are more than funding, then we have a “Budget Gap.”

What happens if there is a Budget Gap?

- The Council is required by law to produce a balanced budget. This means we must plan to bring net expenditure and funding back in line before the financial year starts - they must match.
- This can be done by:
 - Reducing Spend (making savings)
 - Increasing income (for specific services)
 - Reviewing the level of the Council Tax
 - Considering using earmarked reserves - but this is not a long-term solution.

Is there a Budget Gap for 2024/25?

- Yes, there is an estimated budget gap of £36.8 million for 2023/24. It reflects:
 - Estimated additional costs of £53.6 million.
 - Less, estimated additional funding of £16.8 million.

What is the additional £16.8 million funding that are you expecting?

- It is made up of:
 - £17.8 million *more* general grant - this assumes a 3% increase on the current year.
 - £1.0 million *less* use of reserves when compared with 2023/24.
- Decisions about any council tax increase will be considered as part of addressing the gap.

Why are you using less reserves than last year?

- Reserves are one-off funding source - when you use them to fund ongoing budget pressures, it simply delays the need to find a more permanent solution.

- Use of reserves is more appropriate where budget pressures are *temporary* in nature. This was the case in 2023/24 as some of the energy price increases that we needed to fund are likely to fall slightly in 2024/25.
- We will continue to review opportunities to use reserves to support the budget in a way that doesn't add to the challenges of future years.

How do you know that the Council's general grant will increase by 3%?

- We don't know for certain. The 3% is an "indicative allocation" from Welsh Government (WG).
- There's a risk this could change – we will have a firmer idea when we receive "Provisional Local Government Finance Settlement" (Provisional Settlement) for 2024/25.
- Provisional Settlement may be in October or December - we don't know yet. It's affected by WG receiving their funding notification from UK Government.
- Uncertainty about funding is challenging because small changes can have a big impact - each 1% of general grant funding = £5.9 million.
- The timing of funding announcements adds to the challenge, bearing in mind that we must balance the budget by 11th March.

Are there any other funding risks?

- Yes, in addition to the 3% increase explained above, we are also assuming that WG will fund a potentially significant cost increase in relation to Teachers' Pensions.
- The amount depends on the findings of an actuarial review of the Teachers' Pension Fund – an announcement is expected over the summer.
- The impact of the last review (approx. £8 million for Cardiff) was fully funded by WG. At this stage, we are assuming that funding will be provided again this time, but this is not yet confirmed, so we will need to keep this assumption under close review.
- We are also assuming that WG will continue to fund part of the September 2022 Teachers Pay Award.

Why are costs expected to go up by £53.6 million – what does this include?

- **£9.7 million for estimated price inflation.** Pay awards and inflation continue to affect providers' costs and these are passed on in the prices they charge for services. The £9.7 million includes inflation on the prices we pay for securing care for vulnerable children and adults. It also includes estimated increases to levies we pay to the South Wales Fire Services and the South Wales Coroner, as well as increases to school transport, out of county education placements and ICT prices.
- **£7.6 million for anticipated demand increases.** This reflects an increase in people needing our support in Adult and Children's Social Care. It also includes education-related costs like increasing pupil numbers, the cost of schools in Local Development Plan Areas, and school transport pressures. We know that homelessness will be another key area to keep under review. Demand for services is one of the most difficult areas to predict. It has become more challenging in recent years because the pandemic and cost-of-living crisis have affected any previously identifiable trends. We will keep assumptions under close review - what happens in the current year has a knock-on effect into 2024/25.
- **£21.5 million for estimated pay awards.** As a service driven organisation – workforce costs are a key driver of costs and so when planning, we need to consider the impact of pay awards. Most, although not all, Council staff are covered by two key awards – the teachers' pay award which covers teachers, and the NJC award which covers most other Council workers including

social workers, refuse collectors, teaching assistants, midday supervisors, and office staff. Across the UK, high inflation has led to drawn out pay negotiation processes. Pay awards for the current year are not yet finalised and this adds uncertainty into the planning process because it means we are estimating costs across two years.

- **£14.8 million for other pressures.** This includes the costs associated with financing the capital programme as well as additional funding to maintain assets, support waste strategy and continue the Coed-Caerdydd project. It also factors in the impact of additional demand on Children's Services budgets that became evident in finalising the 2022/23 position. This sum also includes £3.0 million for emerging pressures.

Is the Budget Gap likely to change?

- Yes, this is a big risk – which is why we have allowed £3.0 million for emerging pressures. There is always uncertainty in trying to predict demand, inflation and pay awards and we will not receive our funding settlement for several months yet.
- At present, most forecasters expect inflation to fall sharply over the course of the year and current planning assumptions reflect this happening. If inflation does not fall as predicted, this will place further pressure on costs for 2024/25.

Is there a similar situation in later years?

- Yes, the budget gap is estimated to be £119 million in total over the next four years.
- This is set out in the Council's Medium Term Financial Plan (MTFP) and summarised below:

2024/25 £m	2025/26 £m	2026/27 £m	2027/28 £m	Total £m
36.8	32.5	26.0	23.9	119.2

How will this gap be bridged?

- The table below sets out an outline approach - the gap will need to be largely met from savings - £97.6 million.
- Although the budget gap has increased, Council Tax increases have been kept at levels modelled previously. They remain a modelling assumption and are subject to ongoing review.

	2024/25 £m	2025/26 £m	2026/27 £m	2027/28 £m	Total £m
Council Tax – modelling only – 3%	5.2	5.3	5.5	5.6	21.6
Savings	31.6	27.2	20.5	18.3	97.6
TOTAL	36.8	32.5	26.0	23.9	119.2

What happens next?

- We will continue to keep the budget gap under close review – things can change quickly.
- We will develop work on savings and income generation proposals over the summer.
- Income Generation – given the scale of the budget gap, it will be important to maximise income where possible and appropriate. Fees and Charges for 2024/25 will be developed in line with the Council's Income Generation Framework.
- Savings - there will be a continued emphasis on efficiency savings - savings which deliver the same services for less cost. Where possible we will implement these as early as possible to

ensure they are in place for 2024/25. However, building on previous levels of savings, it will not be possible to balance the budget through efficiency savings alone and there will be a need for changes that impact on service delivery. These will be consulted on in coming months.

- Progress, and further clarity on funding, will be reported later this year to inform consultation on the 2024/25 Budget.

The Capital Programme

What is capital expenditure?

- Capital expenditure refers to acquiring or improving assets. It has a longer-term focus than revenue expenditure.
- Examples of capital expenditure include building a new school or resurfacing the highway.

What is the Capital Programme?

- The capital programme sets out our expenditure plans and how we will pay for them over a five-year period. It is an investment programme to help meet the Council's key priorities and the long-term challenges facing the city.
- The current programme includes support for city regeneration, modernising school buildings, responding to the climate emergency and delivering a significant house building programme.

What period does the current programme cover?

- Council approved the current five-year capital programme in March 2023. This set the programme for 2023/24 as well as an indicative programme until 2027/28.
- We now need to plan for setting the 2024/25 programme. We also need to update later years of the indicative programme and roll it forward to cover 2028/29.

How do you plan for capital projects?

- The size and complexity of capital schemes means there are a wide range of factors to consider - this requires robust business cases and viability assessments.
- It is critical that all key risks are fully understood before embarking on a project
- The Council prepares a capital strategy each year which covers amongst other things, approach to working with partners, risk appetite and includes some indicators of affordability.

How is capital expenditure paid for?

- Councils receive grant funding (specific and general) to support capital expenditure. This is similar to the way the Revenue Budget is funded, but there are also key differences.
- One difference is that rules permit Councils to borrow to fund capital expenditure - **if that borrowing is considered affordable, prudent and sustainable.**
- Another difference is that Councils can fund capital expenditure from selling assets and using the proceeds - called capital receipts.

What happens when the Council borrows to fund capital expenditure?

- The current capital strategy assumes that the requirement to borrow will increase to circa £1.5 billion by 2027/28.
- Borrowing places pressure on the revenue budget. This is because the Council must repay debt with interest. The affected revenue budget is called the "capital financing budget."
- Broadly speaking, each £1 million of capital expenditure places additional pressure of £100,000 on the revenue budget, unless such costs are offset by an additional external income stream.

This assumes the asset will last a long time (25 years). The impact is higher if assets aren't expected to last as long.

- Capital financing already accounts for a significant proportion of the revenue budget. Even with no further borrowing, capital financing costs will increase over the medium term.
- This means that a key consideration when deciding if any further borrowing is affordable is the impact on the revenue budget which is already under significant pressure.

Does the increase in interest rates have an effect?

- Not immediately, because existing borrowing is at fixed rates. However, current commitments and future borrowing requirements mean that there is a risk of increased costs well into the long term.
- Interest rates may fall back once inflation is under control, but it is not clear whether this will be to levels previously experienced - the timing and approach to borrowing will be a key factor in mitigating costs.

What is the position on capital receipts?

- Selling assets can:
 - Provide funds to support the capital programme.
 - Reduce revenue costs linked to maintaining and operating the asset.
- The current capital programme already includes challenging capital receipts targets.
- Updates to the receipts target are included in the annual property plan.
- Capital investment plans include several major development projects that are based on capital receipts contributing to their cost. There is a risk where spending begins before receipts have been realised, and this will need regular review as part of the annual property plan.

What will you consider in updating the capital programme?

- **Affordability** - with little to no scope for more borrowing or capital receipts, we will need to prioritise.
- **Cost & supply chain pressures** – there are economic factors that are likely to affect schemes. This will include materials supply issues, increasing construction costs, supplier availability and the potential for increasing interest rates to affect the cost of borrowing.
- **External Funding Opportunities** - the Council has and continues to be successful in bidding for external grants to support specific schemes. This is a crucial way of supporting affordability - but sometimes bid arrangements for these funding streams make long-term planning difficult.

Can some investment to pay for itself through savings or new income streams?

- Yes, these are called invest to save (ITS) or invest to earn (ITE) schemes.
- With these schemes, capital investment results in savings or income that helps meet borrowing costs. There are restrictions on Councils investing in commercial projects e.g those undertaken primarily for a financial return.
- For ITS/ITE schemes a robust business case is key. This is because if the predicted income / savings levels are not achieved, the revenue budget will end up picking up the borrowing costs they were meant to cover, for many years into the future.

What is the approach to updating the capital programme?

- The broad principles are that:
 - No additional commitments will be entered into that would require further borrowing unless there is a statutory requirement on the Council to undertake the work, or the

work addresses an identified corporate risk. This applies to both the General Fund and the Housing Revenue Account.

- All new investment should be in accordance with approved Asset Management Plans and the Corporate Plan.
- All alternative funding solutions / means of achieving the same outcome should be thoroughly considered.
- Proposed investment must demonstrate value for money in expenditure and approach to delivering outcomes.

What Next?

- Schemes already included in the indicative programme will be reviewed to identify any cost pressures and opportunities for external funding.
- The timing of schemes already included in the indicative programme will be reviewed. If not time critical, they will be deferred to later in programme. This will focus internal capacity on delivering priority schemes, allow economic uncertainty to become clearer, and spread the timing of borrowing requirements.
- Financial models will be updated to ensure investment remains affordable and to confirm timing. This will include in relation to schemes within the Housing Revenue Account and Capital Investment Plan, as well as to the Arena affordability envelope principles and the Schools Organisation Plan.
- Longer term planning frameworks for capital investment with Welsh Government and other external grant providers will be sought.

Cardiff Council
Income Generation
Framework
2024/25

Charging for Services

There are many reasons why a Local Authority may charge for services. Fees and charges can provide a key income source to help support financial sustainability, and in some instances, charging could make it possible to sustain services that would otherwise be lost. Charges can also enable the provision of services that the market does not supply and can help place a value on services to manage their consumption.

Income generation aside, applied strategically, fees and charges can be used to support policy growth, stimulate the economy, or support behavioural change for the benefit of communities or the environment (for example, issuing enforcement fines to reduce littering). However, as there can be negative associations with charging for services, it is important to be clear about the rationale and application of charges, to avoid the perception of a dual tax. It can also be important to make considered use of concessionary pricing structures.

Finally, as fees and charges are not a stable funding source, they can represent an area of significant financial risk, as evidenced by the impact of the COVID-19 pandemic. It is therefore crucial that directorates have a robust understanding of their customers, cost base and the markets in which they operate, so that they are well-positioned to pre-empt challenges and take corrective action.

Aims

The aim of this framework is to ensure:

- A shared understanding of the rationale for charging in a particular area.
- Consistency in approach to charging for services.
- Heightened awareness of the legislative framework applicable to individual charges.
- A clear governance structure for charging, varying charges and applying concessions.
- That charges reflect the ability to pay.

- A clear understanding of risk appetite and risk management with regards income generation.
- The maximisation of income - *within identified risk parameters*.
- The consistency of fees and charges with wider Council policy.
- The protection of services that may otherwise be at risk given the financial climate.
- Awareness of the importance of managing the cost/income relationship.
- The clear communication of fees and charges.

Scale and Scope

For 2023/24, the Council's budget reflects gross expenditure of £1.246 billion offset by income of £442 million as summarised below:

Net Budget	£m
Gross Expenditure	1,246
External Income	(442)
Net Budgeted Expenditure	804

The resultant net budget of £804 million is funded through a combination of Revenue Support Grant, Council Tax and Reserves. This income is ***non-hypothecated***; it supports services in general, as opposed to a particular service.

Specific Income

The Council has budgeted specific income, (income that supports specific services) of £442 million, broken down as follows:

External Income	£m
Government Grants	(290)
Other Public Sector & LAs	(38)
Sales	(13)
Fees & Charges	(85)
Rents	(15)
Investment Income	(1)
Total External Income	(442)

This framework covers service specific income that is generated from sales, fees, charges, and rents, together with any new income streams that would fall into those areas. This represents a significant income stream (approx. £113m) which must be carefully and consistently managed, both in terms of risk and opportunity.

The following areas are *outside* the scope of the framework:

- Non-hypothecated funding - Council Tax & RSG.
- Specific Grants - these are awarded by the funding provider for a particular purpose, usually with audited outcomes.
- Treasury Management Income - this is governed by the Treasury Management Strategy.
- Housing Revenue Account Income
- Fees & Charges determined by delegated schools.
- Income collection and income management. Guidance in respect of these processes currently exists in separate documents and will be encompassed within future iterations of this framework.

Over time, the level of income generated by the Council may reduce. However, it is important to note that this is not always a cause for concern, if for example, the lost income results in a net saving. Examples of this in practice, include delivery changes to formerly subsidised services, including the Council's leisure arrangements, and more recently New Theatre and Saint David's Hall.

Governance Process for Charging

The Governance process for setting fees and charges is summarised top right. It is proposed that this process is timetabled to coincide with the Council's annual budget-setting process. Each aspect of the process is subsequently set out in further detail.

Process for Charging



Step 1: Identify Applicable Legal Framework

For Local Authorities, charging decisions are governed by complex series of statute and regulations. In broad terms, CIPFA identify five main charging categories as identified below.

1. **No Charge permitted** (e.g. assessment for community care, housing advice, planning applications for listed buildings.)
2. **Charges or Charging Structures that are set by Government or in legislation** (e.g. planning application fees.)
3. **Charging Schemes set locally but which must be in accordance with government prescribed principles.**
4. **Charges set locally but where income cannot exceed the cost of providing the service.** These would include charges for a discretionary service (with no other

charging rules), or charges for a service using the general power of competence.

5. **No limit on charges** - e.g. commercial property rent.

Given the complex legal framework, and the volume of fees and charges across the Council, it is not possible to provide guidance within this document on the rules that apply to specific individual charges. It is therefore critical that directorates are clear as to the specific legislative framework that applies to charging for a given service.

In addition to a thorough understanding of the legal framework for charging, there is also a need for:

- A full understanding of any potential legal obligations over the lifecycle of the good / service (e.g. guarantees / maintenance).
- Ensuring that the VAT liability of income sources is properly treated, so that income expectations are a reality, and no penalties are incurred by the Council.

Commercial Income primarily for yield

It has been recent practice for some local authorities to use leverage (borrowing) to invest in financial or physical assets on the basis that resultant income streams will meet the costs of borrowing and support the Council's revenue budget. Examples include commercial property acquisition or the issuing of loans. CIPFA Codes of Practice which have statutory backing, such as the Prudential and Treasury Codes, are clear that investment primarily for yield is not an activity that should be undertaken by local authorities. HM Treasury are also clear that any local authority deemed to be undertaking such activity will be prevented from accessing lending from the Public Works Loan Board. This represents a significant financial risk and accordingly the Council's Capital Strategy states that it will not incur capital expenditure primarily for financial return. This statement and significant risk make it even more important that the rationale for

undertaking projects on an invest to save basis is supported by a business case in accordance with the Council's requirements and is only undertaken following finance due diligence.

The Codes mentioned above set out the requirement to report the proportionality of significant income sources such as commercial income, to the council's overall revenue budget. This is to ensure that the risks, performance, management and governance in relation to such income are supported by robust and agreed practices.

Step 2: Agree Charging Basis

Having established what is permissible (per step one), the next step is to ensure that charges reflect Council policy. This will require Cabinet input, to agree the basis for charging. Directorates should engage with their Portfolio Holders in this regard.

The basis for charging may include, but is not limited to, the cost recovery scenarios outlined below:

- Full Cost Recovery.
- Subsidised Provision - e.g. to promote healthy lifestyle, deter fly-tipping.
- Subsidised Provision - to reflect economic / environmental conditions (what people can pay).
- Concessionary charging structures.
- Higher charges as a deterrent - e.g. enforcement.
- Flexibly set charges - to respond to market conditions, benchmarking etc.
- Invest to Save - where recovery of costs and initial investment payback is required.
- Market rent – in the case of rental income streams.
- Lower than market rent – and the rationale for subsidy.

There will be instances where a balance will need to be struck between multiple aims – e.g. parking charges, where environmental and

economic impact will need to be weighed. In these instances, Income Strategy Statements (see step 3), may need to provide a range of scenarios for Cabinet consideration.

The agreed charging basis will determine the parameters within which more detailed work on fee-setting should take place. For example, if a service is currently subsidised, but it is indicated that the optimal position is full cost recovery, the managing directorate's fee-setting strategy should aim to eliminate the subsidy over the medium term.

Step 3: Produce Income Strategy Statements

Directorates should review current levels of fees and charges for all currently charged-for services and consider the level at which they should be set for the forthcoming financial year. Proposed charges must reflect the relevant legislative framework and the agreed charging basis.

The delivery of the optimal cost/income relationship indicated by the charging basis (e.g. full cost recovery etc) will require the following detailed factors to be taken into account:

- Whether existing income budgets are being met.
- The total cost of the service.
- Whether any cost savings are possible.
- Any specific inflationary or other cost pressures that will need to be met.
- Any specific economic / environmental factors likely to affect demand for services.
- Elasticity of demand – the relationship between price and demand.
- Benchmarking.
- Impact on the directorate's budget.
- Impact on services users.
- Requirement for any concessions – their rationale and financial impact.
- Promotion of take up of the service.
- Equality Considerations.
- Medium Term Considerations.

Income Strategy Statement Template

An Income Strategy Statement template should be completed to ensure that these considerations are captured consistently across all areas. A template is included at Appendix A.

In total, the Council has over 600 individual fees and charges. For practicality, it is proposed that the template is completed for key charges, with other areas covered at an aggregate level of service.

Areas for which individual statements will be required will be agreed annually. However, key charges are likely to be determined as:

- Those that generate a significant income stream.
- Charges linked to policy change.
- Newly proposed charges.

Statements completed at an aggregate level are likely to encompass multiple charges at individual sites (e.g. Cardiff Castle, Cardiff White Water), or multiple charges in a particular area of service (e.g. Bereavement). In these instances, the statement should be completed at an aggregate level, apart from the "proposed charges" section. This should be left blank and be supplemented with a spreadsheet detailing existing and proposed charges for each individual fee (in line with established practice.)

Total Cost

It is important that the total cost of the service is understood. Total costs include all the traditional direct costs associated with providing a service, including for example, employee costs, premises costs, transports costs as well as supplies & services. In addition, it is important to consider wider costs of service provision, including support services overheads and capital charges. Directorates should work with their accountants to establish the uplift that should be applied to more traditional measures of total cost to ensure adequate coverage of these areas.

Inflationary Factors

In recognition that the factors affecting income generation are multi-faceted, the Council does not assume a blanket annual uplift to fees and charges in line with inflation. However, where a proposal is to hold fees and charges static or increase them by less than the rate of inflation, a clear rationale for this should be provided in the directorate's Income Strategy Statement.

In recent years, inflation has been at particularly high levels. It is important to note that CPI is a general measure of inflation based on a basket of goods. In understanding the inflationary factors like to impact on the cost base of a service, it will be critical to understand the key cost drivers of that service, and the specific inflationary pressures linked to each. This will help ensure that the price of the service is flexed appropriately in relation to increasing cost.

Demand

As well as price, there are many other factors that include demand for a service including, economic context, weather (e.g. for outdoor facilities), marketing, perceived quality of the service and the availability or otherwise of substitutes or alternatives.

It is important that pricing decisions are made with clear consideration of their likely impact on demand, coupled with the wider factors outlined above. There may be situations where a *reduction* in price could generate a larger income stream, but this will require robust supporting evidence as part of the Income Strategy Statement.

Benchmarking

Benchmarking can be an important consideration in pricing decisions. It can also be a means of identifying unrealised income opportunities. However, it is important to keep in mind that every situation is unique and that

multiple factors can affect the comparability of charges across Local Authorities. These include the history of charges (e.g. comparing new charges with established charges) as well as the level or nuances of service provided (e.g. comparing service provision from a 1970's building with a service from a state of the art new venue).

Impact of Proposals

The impact of proposals on customers should be considered. This should include consideration of protected characteristics, Welsh language, and deprivation. Consideration should encompass potential mitigating actions including for example, the use of concessionary charging structures.

Concessions

The appetite to adopt concession charging structures should have been identified at Step Two. Having established that a concession structure is the preferred approach, there will need to be clear consideration of how concession structures will operate including but not limited to:

- Should there be bands – half price, full price etc?
- Are there clearly defined groups to whom bandings would apply?
- How will demand across bands be modelled to support budget planning?
- What will be the standards for proof of entitlement?
- Are there associated admin costs that need to be considered?
- For rents, if a charge is less than market rent, is there a clear rationale for this?

New Fees and Charges

The position set out so far applies to services that are currently charged-for. There may also be circumstances in which new charges are

considered; these could involve a completely new service, or charging for a service for which there is currently no charge. All the above considerations remain applicable to new charges. However, in addition, the following factors should also be taken into account:

- Does the Local Authority have the power to undertake the activity in question?
- Does the Local Authority have the relevant skillset to undertake the activity in question?
- Does the proposed activity/charge align with Council Policy?
- Is there clear evidence of market demand for the good or service - with focus on recurring and sustainable demand over a period of years?
- Is there full clarity on precisely what good / service is being provided?
- Will there be any impact on existing service charges?
- Is there any potential impact on perceived market demand if there are several income initiatives arising at the same time?
- Are costs and income streams able to be accurately determined?
- Is there a realistic assessment of the certainty of costs compared to the certainty of income – optimism bias.

Medium Term Considerations

As previously outlined, it is proposed that the fees and charges process be undertaken annually to coincide with the Council's wider budget setting process. In time, Income Strategy Statements will be extended to cover a multi-year approach. As an interim arrangement, Income Strategy Statements will include a medium-term section to capture a high-level overview of proposed future pricing strategy. This should indicate any potential impact of wider Council Policy on existing income streams.

Steps 4 & 5: Brief Cabinet Member & Wider Consideration by Cabinet

Once directorates have completed their Income Strategy Statements, they should brief the relevant individual Portfolio Holder. If the Portfolio Holder is comfortable with the proposals, they should be submitted to Corporate Finance who will arrange for briefing of wider Cabinet. Steps 3, 4 and 5, will be iterative, until Cabinet are collectively comfortable with pricing proposals.

Step 6: Consultation

Where proposals are linked to an income generating budget proposal for the forthcoming financial year, they will be consulted upon as part of the Council's wider Budget Consultation arrangements.

There may be instances where increases in price do not relate to a specific budget proposal for the forthcoming financial year. In those instances, the managing directorate, will need to ensure that necessary consultation requirements are met.

Step 7 and 8: Reflect in Draft Budget and Cabinet Approval in Budget Report

After considering consultation feedback, the next step will be to reflect proposals in the draft budget for the forthcoming financial year. If issues have been raised in the medium-term section of Income Strategy Statements, these will be considered in the Council's updated Medium Term Financial Plan.

Fees and charges for the forthcoming year, will continue to be formally approved as part of Cabinet's consideration of the annual Budget Report - usually in late February / early March. (The authority for approval of fees and charges rests with Cabinet, as opposed to full Council.)

Approval for In Year Changes to Fees & Charges

It is recognised that the Council must be able to react to changing events, both in terms of income opportunities and shortfalls. In recognition of the need for flexibility, on an

annual basis (via the Budget Report) it will be proposed that Cabinet delegates to the appropriate officer, where necessary in consultation with the Cabinet member, the ability to amend fees and charges during the financial year as and when required. These arrangements also apply where discounts are introduced for a time-limited period, or for a particular client group.

Decisions must be taken in consultation with the Section 151 Officer and the Cabinet Member for Finance, Modernisation and Performance. Where appropriate, Cabinet will need to consider a report within a reasonable timescale of the decision.

Step 9: Communication of Charges

Charges will need to be communicated to a range of key stakeholders including, as appropriate, Council staff, service users, taxpayers, business groups, community groups and the media.

The Council's annual Budget Report will continue to include a detailed fees and charges appendix which outlines key details including current and proposed new charge.

Beyond this, directorates will need to consider what additional measures may be required to ensure that charges are communicated to their customers in manner that is clear, gives adequate notice of any changes, and is linked to the timing of the proposed increase.

Where increases to charges are proposed, it will be important that any relevant concession structures are clearly communicated.

Appendix A: Income Strategy Statement

See excel file – will incorporate as one, once
convert to PDF

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Income Summary Statement

Directorate

Lead Officer

PROPOSED CHARGES

Fee or Charge:

Current Level - £

Proposed Level - £

Increase - £

Increase - %

Effective Date

Date of last increase

Applicable Legal Framework:

Rationale for Change:

TOTAL COST RECOVERY AND PERFORMANCE AGAINST BUDGET

Agreed Optimal Charging Basis

	2020/21 £	2021/22 £	2022/23 £	Proj. 2023/24 £	Est. 2024/25 £
Cost of Service					
Gross Income (insert as credit)					
Net Cost / (Income)	0	0	0	0	0
(Estimated) Overhead Recovery					
Net Subsidy / Deficit	0	0	0	0	0

Net Budget

Net Difference to Budget

Inflationary Factors taken into account for 2024/25:

Cost Reduction Measures taken into account for 2024/25:

Comment on actions to address underachievement of income budget:

POLICY

Link to Policy:

MARKET CONSIDERATIONS

Latest data on take up, trends, alternative providers etc:

Benchmarking (any applicable info and limiting factors):

IMPACT

Proposed / Existing Concessions: *(please provide details of concessions and clarify if these are taken into account in budget section):*

Equalities Considerations: *(Please consider protected characteristics, Welsh Language, Deprivation)*

MEDIUM TERM

Outline Medium Term Strategy & any issues linked to policy over the Medium Term:

CONSULTATION AND COMMUNICATION

Consultation:

Communication:

Date of Portfolio Member Consultation	<input type="text"/>	Pass to Wider Cabinet?	Yes/No
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PROPOSED REVENUE BUDGET TIMETABLE FRAMEWORK 2024/25

(Based on Provisional Settlement timescales comparable to recent years)

Date	Budget Strategy
Jul 2023	<ul style="list-style-type: none"> • Budget Update Report considered at Cabinet. • Budget Strategy Report considered at Council.
Jul – August 2023	<ul style="list-style-type: none"> • Directorates continue to develop 2024/25 efficiency savings proposals & commence income generation work. • Directorates review scope for service change / transformation proposals. • Ongoing review of inflationary pressures and wider economic issues. • Ongoing review of the in-year monitoring position and the key risk areas identified in the body of the report.
Sept 2023	<ul style="list-style-type: none"> • Business case work to be targeted in terms of service change/ transformation. • Identification and agreement of any areas where early decision may be required to achieve a full year saving in 2024/25 and timescales. • Consider early implementation of 2024/25 efficiency proposals (i.e. those with no service impact) where possible and appropriate.
Oct-Nov 2023	<ul style="list-style-type: none"> • Senior Officer Meetings / Cabinet Member meetings to scrutinise proposals. • Ongoing work to refine and develop business cases. • Further Budget Update Report?
Dec 2023	<ul style="list-style-type: none"> • Provisional Local Government Settlement (estimated timescale) • Cabinet approval of 2024/25 Council Tax Base
Jan 2024	<ul style="list-style-type: none"> • Commence consultation on 2024/25 draft budget savings proposals. • Fine-tuning of budget proposals, taking account of consultation feedback. • Further review and consideration of medium term financial plans.
Feb/ Mar 2024	<ul style="list-style-type: none"> • Approval of Corporate Plan and Budget • Final Local Government Settlement received • Statutory notices placed and Council tax bills issued

In addition, throughout this period there will be:

- continued involvement and consultation with council tax payers, Scrutiny Committees, Trade Unions, employees and statutory consultation with schools
- continued review of the 2024/25 Budget Gap and all underlying assumptions

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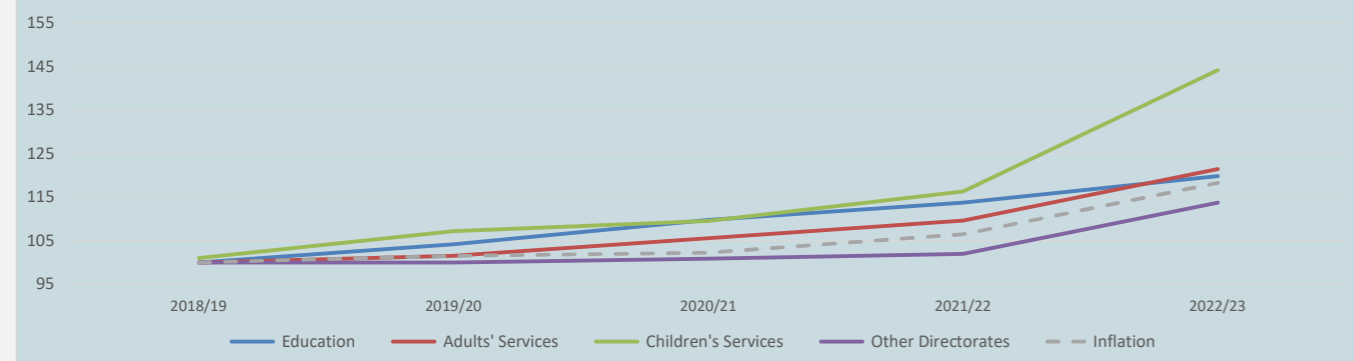
Financial Resilience Snapshot

2022-23 Outturn

Revenue Outturn Position - 2022/23

Directorate	Budget £000	Outturn £000	Variance £000	Variance %
Corporate Management	37,546	29,696	(7,850)	(20.9%)
Economic Development	47,328	50,604	3,276	6.9%
Education	310,413	313,914	3,501	1.1%
Planning, Transport & Environment	8,196	8,196	0	0.0%
People & Communities				
- Housing & Communities	48,986	46,082	(2,904)	(5.9%)
- Performance & Partnerships	3,491	2,964	(527)	(15.1%)
- Adults' Services	133,760	132,229	(1,531)	(1.1%)
- Children's Services	81,689	88,285	6,596	8.1%
Resources				
- Governance & Legal Services	6,950	7,619	669	9.6%
- Resources	16,964	16,198	(766)	(4.5%)
Directorate Total	695,323	695,787	464	0.1%
Capital Financing	34,309	31,020	(3,289)	(9.6%)
General Contingency	2,000	0	(2,000)	(100.0%)
Summary Revenue Account etc.	12,114	18,896	6,782	56.0%
Council Tax	0	(1,957)	(1,957)	-
Total	743,746	743,746	0	0.0%

Directorate Outturn Growth



Directorate Outturn Position: 2018/19 - 2022/23

Directorate	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000
Education	261,913	272,812	287,533	297,868	313,914
People & Communities	217,881	224,524	232,204	242,373	269,560
Other Directorates	94,136	94,282	92,890	92,891	112,313
Directorate Total	573,930	591,618	612,627	633,132	695,787
Capital Financing & Other	34,983	31,971	43,559	49,120	47,959
Total	608,913	623,589	656,186	682,252	743,746

Directorate Variance to Budget 2018/19 - 2022/23



Capital Outturn Position - 2022/23

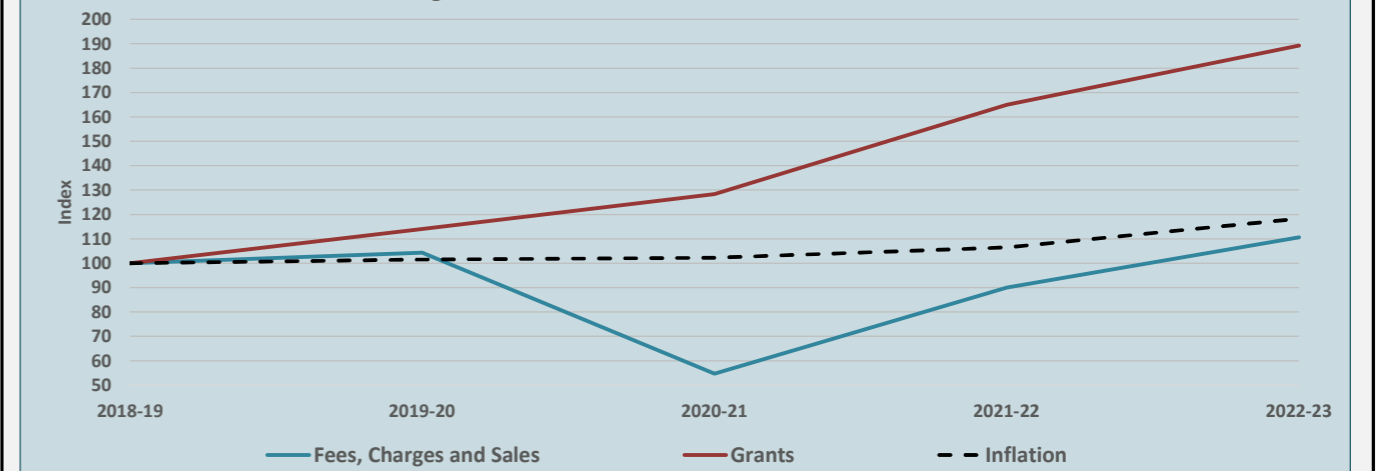
Directorate	Budget £000	Outturn £000	Variance £000	Variance %	(Under)/Over £000	Slippage £000
Economic Development	63,185	20,897	(42,288)	(67%)	(2)	(42,286)
Education	77,057	60,337	(16,720)	(22%)	645	(17,365)
People & Communities	25,104	12,899	(12,205)	(49%)	61	(12,266)
Planning, Transport & Environment	55,672	37,995	(17,677)	(32%)	0	(17,677)
Resources	20,360	7,728	(12,632)	(62%)	0	(12,632)
Total	241,378	139,856	(101,522)	(42%)	704	(102,226)

External Income

Directorate Outturn Position: 2018/19 - 2022/23

Directorate	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000
Sales, Fees & Charges	(81,886)	(85,443)	(44,799)	(73,756)	(90,621)
Other Grants & Reimbursements	(44,001)	(41,268)	(36,827)	(41,621)	(75,215)
Interest, Investment Income & Rents	(8,156)	(8,779)	(12,270)	(14,932)	(16,932)
Grants	(101,602)	(115,847)	(130,394)	(167,600)	(192,360)
Grants (external spend)*	(154,370)	(142,566)	(137,163)	(128,463)	(111,050)
Covid Grants (inc. Hardship Fund)	0	0	(106,254)	(82,044)	(19,721)

Changes in External Income Streams - 2018/19 Base Year



Fees & Charges, Highest Directorate Receipts: 2018/19 - 2022/23

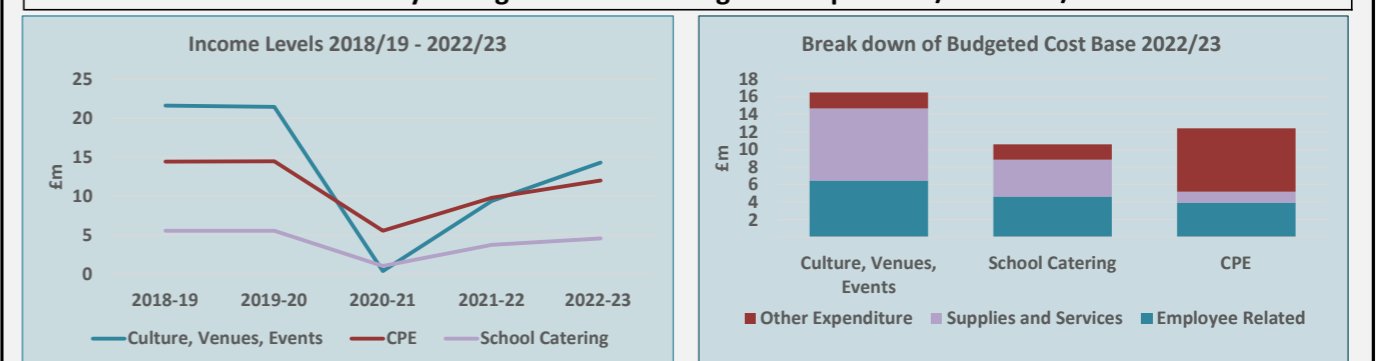
Directorate	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000
Economic Development	35,658	35,562	8,575	23,821	30,606
Central Education	7,946	7,454	1,536	5,161	6,239
Delegated Schools	6,592	7,663	3,783	5,476	5,779
Planning, Transport & Environment	23,812	23,709	14,573	21,431	25,169

Specific Grants, Highest Directorate Receipts: 2018/19 - 2022/23

Directorate	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000
Central Education	33,891	45,133	48,085	64,873	66,694
Delegated Schools	11,662	12,375	13,951	17,595	16,905
Housing & Communities*	35,463	37,722	39,358	48,898	59,479
Social Services	6,930	7,900	13,016	23,695	34,107

* Excluding HB, 20 hour childcare and concessionary fares

Trend Analysis: Highest Fees & Charges Receipts 2018/19 - 2022/23



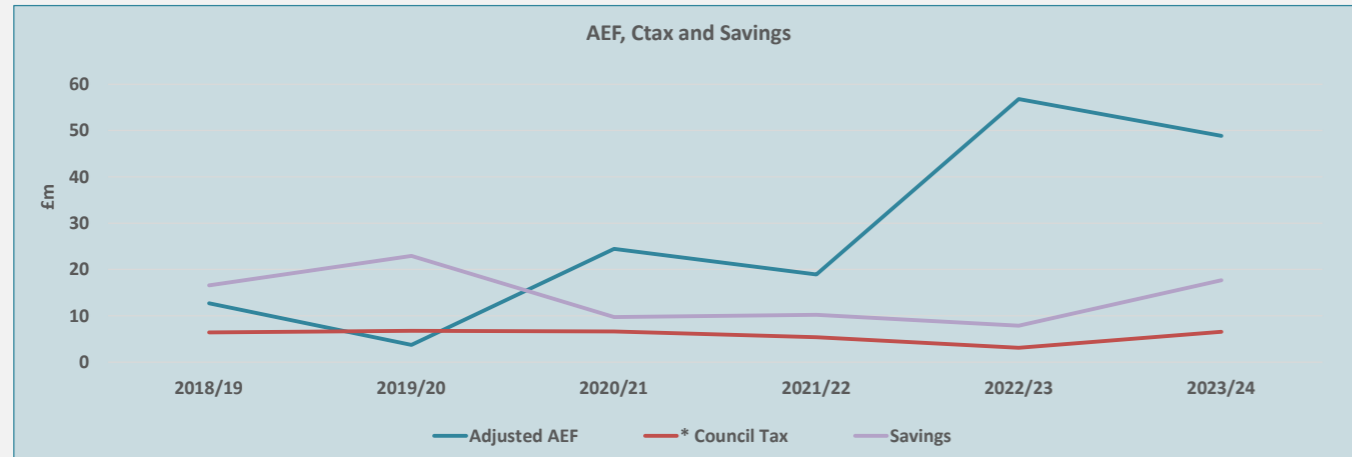
Financial Resilience Snapshot

Budget Strategy, Savings & Budgeted Resilience

Net Revenue Funding & Budget Strategy

Directorate	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000	2023/24 £000
Savings	(16,576)	(22,943)	(9,764)	(10,244)	(7,857)	(17,666)
Council Tax Increase (rate)*	(6,406)	(6,744)	(6,594)	(5,351)	(3,065)	(6,550)
Reserve Funding	(2,350)	(2,750)	(750)	(750)	0	0
Total	(25,332)	(32,437)	(17,108)	(16,345)	(10,922)	(24,216)

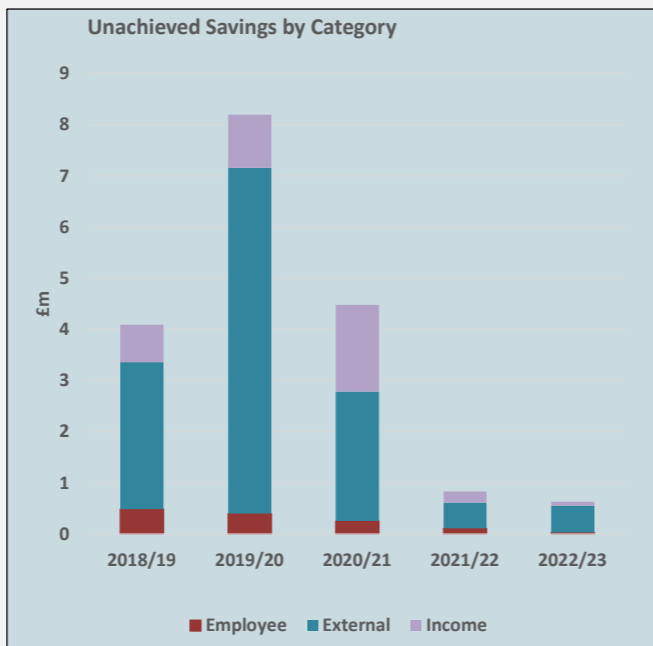
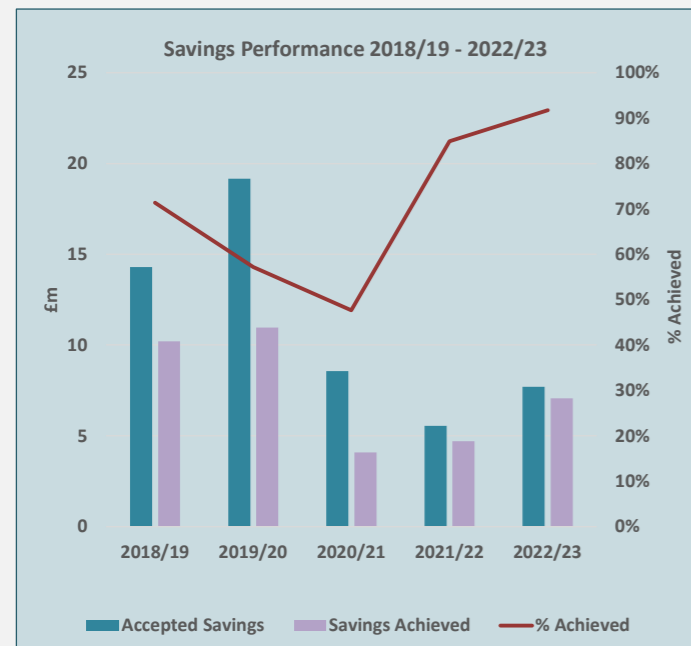
* Net of impact on Council Tax Reduction Scheme



* Indicative AEF shows a drop back in 2023/24 and 2024/25

Budget Corporate Resilience

Directorate	2018/19 £000	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000	2023/24 £000
Covid Recovery Budget	0	0	0	0	10,000	0
Financial Resilience Mechanism	4,000	3,800	3,800	3,800	3,800	2,000
General Contingency	3,000	3,000	3,000	3,000	2,000	1,000
Adults' Contingency	0	0	0	0	3,000	2,000
Children's Contingency	950	2,000	2,175	2,175	2,175	2,175
MRF	350	350	350	350	350	350



* Achievement of Directorate Savings in year - Savings unachieved in year would either be achieved in future years or would require budget realignment.

Financial Ratios and Earmarked Reserves

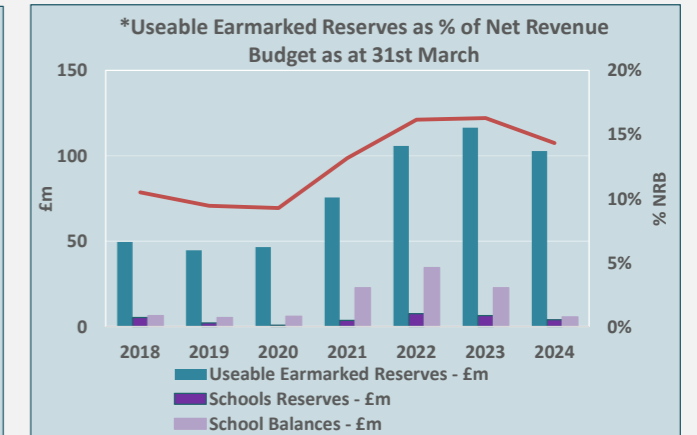
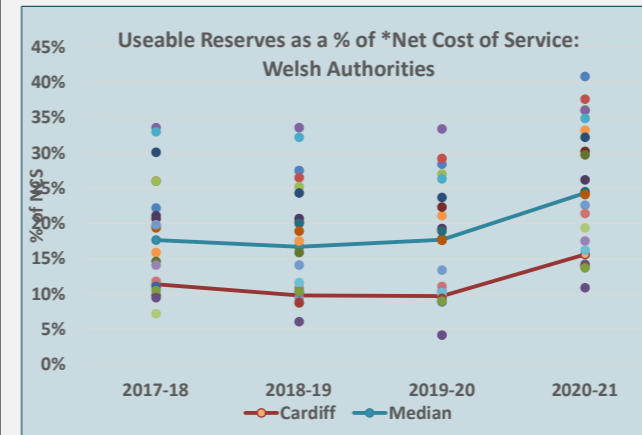
Financial Indicators : Cardiff Council Single Entity

Ratio / Indicator - Availability of Resources	2017/18	2018/19	2019/20	2020/21	2021/22*
** Changes in Useable Reserve	3.33%	(10.68%)	1.74%	68.85%	41.55%
Net CTAX Proceeds / Net CTAX budgeted	100.15%	100.48%	102.16%	100.55%	103.87%
Current Ratio	1.65	1.47	1.61	1.77	2.03
Working Capital as % of Gross Revenue Expenditure	9%	7%	11%	15%	16%
General Reserve to Gross Revenue Expenditure (days)	6	6	6	5	4
Capital Funding Req/Net Revenue	116%	114%	121%	109%	102%
LT Borrowing to LT Assets (ratio)	36%	37%	38%	37%	37%
LT Borrowing to Tax & AEF	103%	104%	115%	100%	96%
Interest Payments / Net Revenue	7%	7%	7%	8%	9%

* 2021/22 - Draft Statement of Accounts figures - Subject to Audit.

** Useable Reserves defined as Council Fund and Earmarked Reserves, School Balances and Reserves, and Joint Committee reserves in line with Audit Wales definition.

- 2018/19 - Reduction in Useable reserves due to in year funding of higher than anticipated pay award and a reduction in School balances.
- 2020/21 and 21/22 - Increase in reserves to fund short term Covid based pressures and recovery.

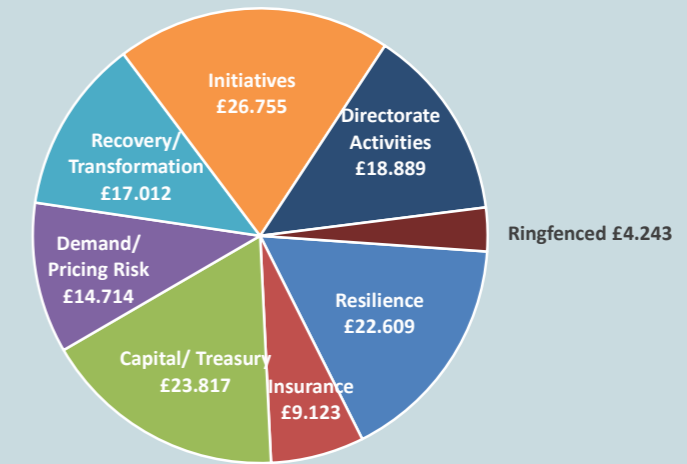


* Latest available information provided from Audit Wales.

Usable reserves is Council Fund and Earmarked Reserves, School Balances and Reserves and Joint Committee reserves. Net cost of Services includes Precepts, Levies and Debt but excludes HRA.

* This is a local Financial Resilience Indicator that diverges from Audit Wales reserve indicator. Useable Reserves definition is more stringent than Audit Wales and only includes funds readily available to fund Council Revenue activities i.e. - Council Fund and Council Earmarked Reserves. Measures coverage of reserves as at 31st of March to fund revenue activities in the preceding year. NB. 2022 data is based on the Draft Financial position of the Council as the accounts for 2021/22 remain the subject of audit, with final accounts due for consideration at Full Council at end of March 2023. No change is currently expected.

Earmarked Reserves Categorised by Purpose (£m) Balance as at 31st March 2023



Financial Resilience Snapshot

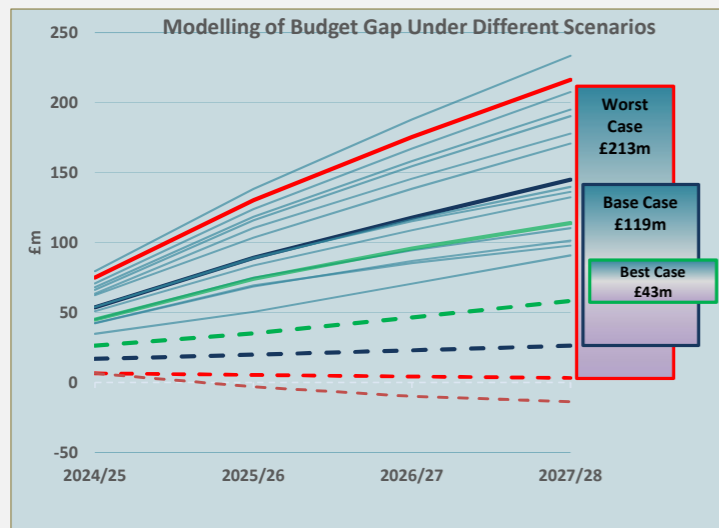
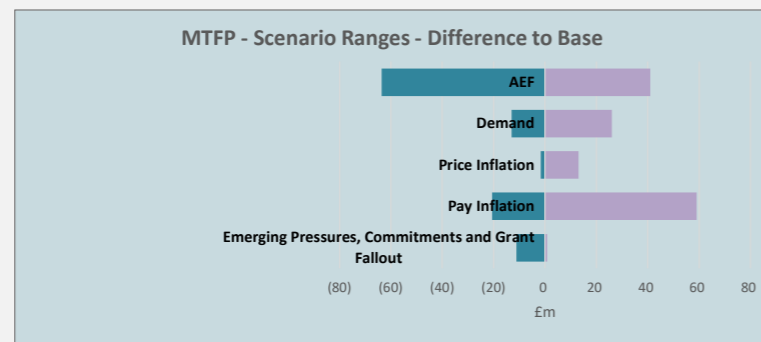
Medium Term Financial Outlook: Revenue

Medium Term Budget Gap

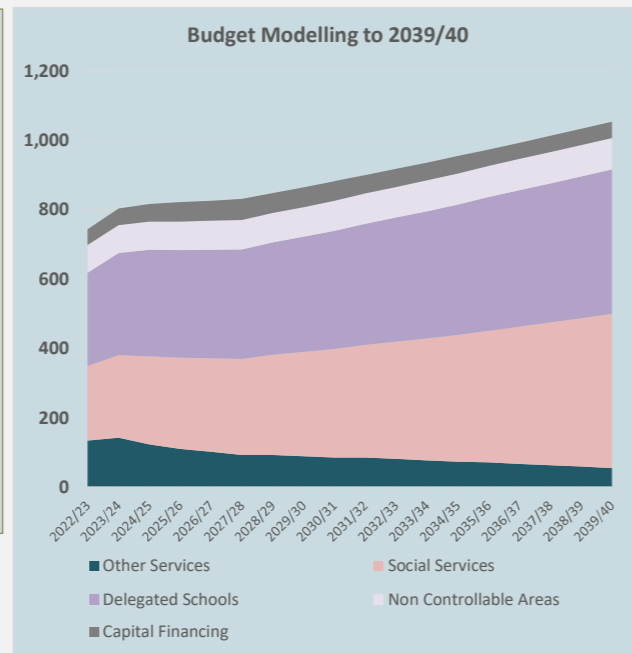
Directorate	2024/25 £000	2025/26 £000	2026/27 £000	2027/28 £000	Total £000
Pay Inflation	21,529	12,631	5,660	6,725	46,545
Price Inflation	9,708	5,995	8,222	8,081	32,006
Capital Financing (pre school Band B Cont.)	5,591	4,099	2,378	2,970	15,038
Commitments & Realignments	6,175	625	1,197	(107)	7,890
Demographic Pressures	7,565	9,214	8,672	6,511	31,962
Emerging Financial Pressures	3,000	3,000	3,000	3,000	12,000
Funding - AEF & Reserves	(16,808)	(3,057)	(3,072)	(3,299)	(26,236)
Total Budget Gap	36,760	32,507	26,057	23,881	119,205
Council Tax - Modelled at 3%	(5,172)	(5,327)	(5,487)	(5,652)	(21,638)
Savings	(31,588)	(27,180)	(20,570)	(18,229)	(97,567)
Budget Strategy Requirement	(36,760)	(32,507)	(26,057)	(23,881)	(119,205)

Medium Term Budget Gap Scenario £m		Demand - Scenarios		
		High	Base	Low
Economic Scenarios	Recession - High Inflation	94+	69+	56+
	Recession - Low Inflation	31+	5+	-7
	Base	26+	£119m Budget Gap over 4 yrs	-13
	Economic Growth - High Inflation	24+	-2	-14
	Economic Growth - Low Inflation	-37	-63	-76

7 of the 14 alternative scenarios had a lower Budget Gap than the Base case. The single biggest variable in the MTFP budget Gap is AEF - i.e. Local Government Settlement



Graph above illustrates the different planning scenarios. Maximum budget gap over medium term period is £213m, minimum is £43m and the average was £125m which is comparable to base case of £119m.



Capital Financing

Capital Financing Requirement as at 31st March each year

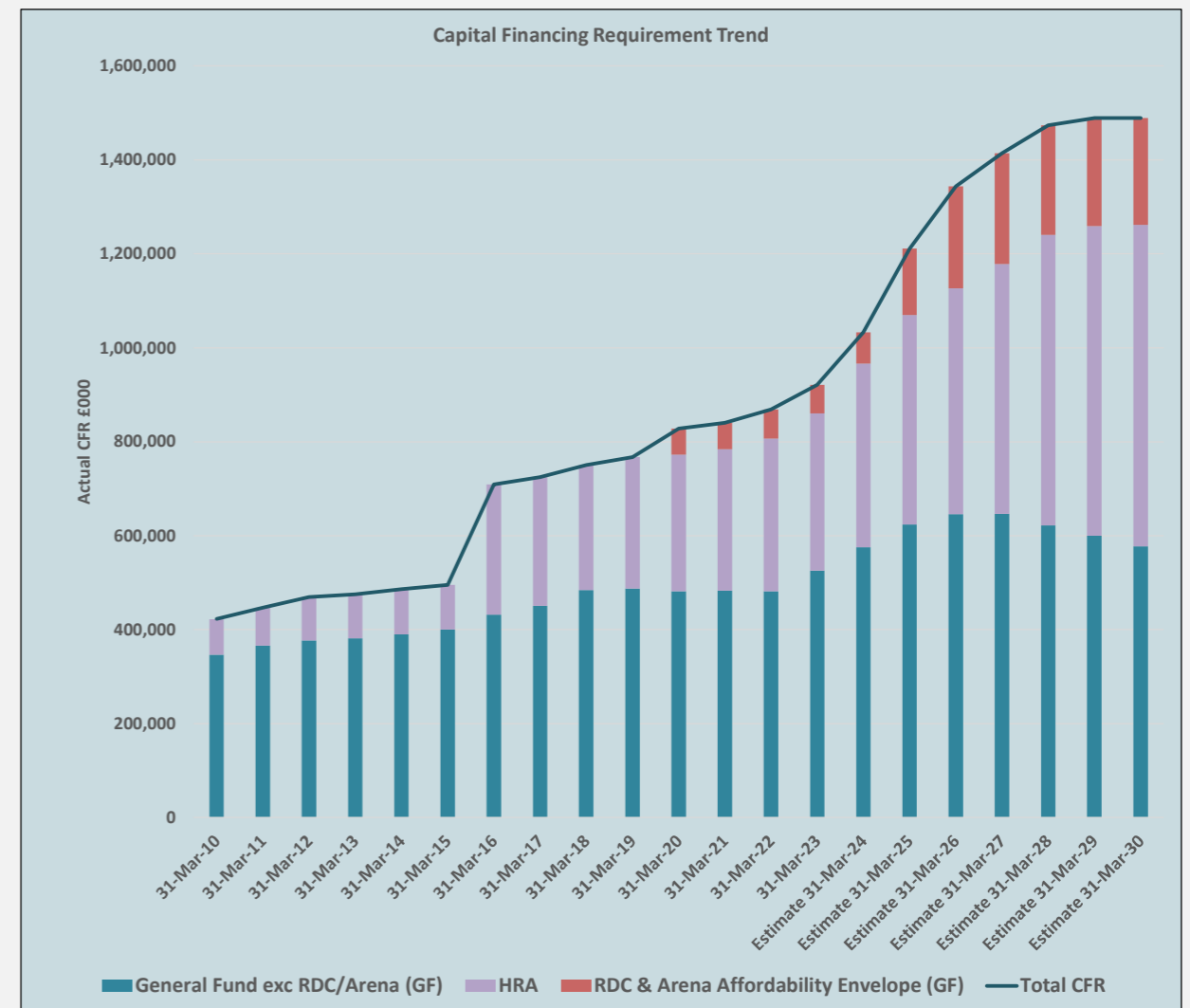
Element	2022 Actual £m	2023 Actual £m	2024 Estimate £m	2025 Estimate £m	2026 Estimate £m	2027 Estimate £m	2028 Estimate £m
General Fund	482	526	575	624	646	646	622
General Fund (Arena Affordability Envelope)	62	60	67	141	217	236	233
Housing Revenue Account	325	335	391	446	480	532	618
Total	869	921	1,033	1,211	1,343	1,414	1,473

Capital Financing Requirement as Ratio of the Net Revenue Stream

Element	2021/22 Actual %	2022/23 Actual %	2023/24 Estimate %	2024/25 Estimate %	2025/26 Estimate %	2026/27 Estimate %	2027/28 Estimate %
General Fund	0.80%	0.78%	0.80%	0.93%	1.04%	1.04%	1.00%
Housing Revenue Account	3.81%	3.76%	4.04%	4.25%	4.39%	4.72%	5.28%

Ratio of Financing Costs to Net Revenue Budget Stream

Element	2021/22 Actual %	2022/23 Actual %	2023/24 Estimate %	2024/25 Estimate %	2025/26 Estimate %	2026/27 Estimate %	2027/28 Estimate %
General Fund - Gross Capital Financing Budget	7.27%	6.09%	6.64%	7.38%	8.44%	8.90%	9.02%
HRA - Gross Capital Financing Budget	30.84%	29.29%	28.80%	30.66%	32.84%	34.34%	36.57%



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**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 13 JULY 2023

DELIVERING A MODERN CARDIFF WORKS AND AGENCY PROVISION

FINANCE, MODERNISATION & PERFORMANCE (COUNCILLOR CHRIS WEAVER) AND TACKLING POVERTY, EQUALITY & PUBLIC HEALTH (COUNCILLOR PETER BRADBURY)

AGENDA ITEM: 7

Reason for this Report

1. To provide an update on the current and proposed service activity of the Council's in-house recruitment agency "Cardiff Works".
2. To ensure that formal and appropriate contract arrangements for the re-procurement of a Vendor Neutral brokerage service to provide specialist agency staff are put in place.
3. To delegate authority to the Corporate Director of People and Communities in consultation with the Cabinet Member for Finance, Modernisation and Performance, to determine all aspects of the procurement process (including approving the evaluation criteria to be used, commencement of the procurement process, the award of the contracts and all ancillary matters pertaining to the procurement of the Vendor Neutral brokerage service to enable the placement of orders for the provision of agency workers).

Background

4. The management of Cardiff's in-house recruitment agency "Cardiff Works" transferred to the Housing and Communities service from HR People Services on 1st April 2019 so as to align the service with the activity of the Into Work Advice service. It was anticipated that the transfer would provide an opportunity to increase the numbers of internal temporary staff secured directly rather than via an external agency.
5. A key principle in the establishment of Cardiff Works was that Cardiff Council jobs should be accessible to all.
6. A full review of Cardiff Works was completed following the service transfer and a report outlining the proposed service development strategy was presented to Cabinet in September 2020. The review highlighted five

significant changes that were required for the service to develop effectively. These were:

- Digitalisation of the service
 - Streamlining of recruitment processes
 - The development of a new marketing and branding strategy
 - Ensuring increased service accessibility (such as via a public access point at Central Library Hub)
 - Achieving greater visibility in the community, including attendance at jobs fairs and job clubs alongside the Into Work Services.
7. The review also proposed a more detailed plan for the alignment with Into-Work Services to assist people to become “Cardiff Works Ready”. It was identified that many people were failing the Cardiff Works assessment and so were unable to register with the service. Tailored support would focus on helping more vulnerable individuals and creating a pathway supporting clients from unemployment into training, volunteering opportunities, temporary jobs with Cardiff Works and then on into permanent employment.
8. The review concluded that further opportunities could be explored to create additional income including:
- Delivering a wider variety of roles through Cardiff Works, including waste management operatives and cleaners.
 - Reviewing how placements are charged to give service areas better value for money, whilst still generating income.
 - Exploring the provision of services to other public services, on an “ethical agency” basis.
9. External agency staff remained an important part of the Cardiff Works offer provided through a contract with Matrix SCM Ltd (Matrix). Matrix is a vendor-neutral provider that does not provide agency workers directly. Instead, it provides a brokerage service, entering into contractual arrangements with a number of different agencies to provide workers from these agencies as required by the Council. Of the £29 million spend on external agency staff in 2022/23, only £144,103 was retained by Matrix. This current contract expires on the 31st October 2023.

Issues

Update on Progress of Cardiff Works

10. The five significant changes that were required to meet the strategic outcomes for Cardiff Works have now been completed producing some excellent results for both the Council and candidates.

➤ Digitalisation of the service

Significant progress has been made to digitalise the service. This has helped to improve the quality and efficiency of service processes for both staff and candidates. Candidates can now apply for posts and sit any necessary entry assessments online. (For those who do not have access

to online facilities this can still be done face-to-face in Central Library Hub.) This has resulted in over 200 additional applications being made to Cardiff Works compared to the previous year, and a 56% increase in the number of people in the Cardiff Works pool over the same period.

➤ **Streamlining the recruitment process**

The whole recruitment process has been streamlined so both candidates and recruiting managers are able to access roles in a timely manner. This has resulted in candidates being able to take up their post more swiftly and backlogs in the applications and assessment processes have been eradicated. In addition, the average time taken for a candidate to be accepted into the Cardiff Works pool has improved from the previous 40 days to now being 48 hours.

➤ **A new marketing and branding strategy**

A wide-reaching communications campaign was launched at the end of 2021 to raise awareness of Cardiff Works. This included promoting the different types of roles available and the commitment of supporting people into temporary roles as a pathway to permanent employment within the Local Authority.

The campaign's aim was to raise the profile of Cardiff Works across the city and to engage with a range of communities to create a diverse candidate pool, as well as promoting the unique benefits of working for Cardiff Council. The campaign included:

- A branding refresh; including new logos and promotional materials
- A new dedicated Cardiff Works website
- Local advertising visuals; including in community venues, bus stops and on waste lorries
- Local radio advertising
- Digital screens in supermarkets
- Targeted Social Media posts – Facebook, YouTube, Spotify.

The number of people contacting and registering with Cardiff Works increased by 290% in the 3 months after the website and publicity campaign launched (with the website receiving over 9,000 hits on average per month). Applications to join Cardiff Works increased from 300 to over 900 in the same period. Regular, ongoing publicity continues to be carried out to further promote Cardiff Works.

Overall, since April 2019 there has been a 12% increase in the number placements provided via Cardiff Works, with an average of 435 placements or jobs created each year. The number of agency placements has remained at around 1,900 each year for the same period.

➤ **Increased accessibility of the service, with a public access point at Central Library Hub**

A public access point is now located on the second floor of Central Library Hub. This ensures that the Cardiff Works team operate closely with other Advice Services and can refer candidates seamlessly for help. This could include assistance with their CV, interview skills or advice on additional financial support they may be eligible for when they are working.

➤ **Greater visibility in the community, including attendance at jobs fairs and job clubs alongside the Into Work Services**

By fully aligning the Into Work and Cardiff Works teams, there have been some excellent outcomes for those seeking work. Additional external funding was secured to appoint Community Engagement Officers within the Cardiff Works team. Their role is to connect with communities that are under-represented in the current workforce and also to engage with younger people, promoting the Council as a great place to work.

- The Community Engagement Officers have carried out a programme of events in the Southern Arc of the city, working with community groups to raise awareness of the types of roles available and the support on offer for those who have little or no work history.
- Several specific BME Jobs Fairs have taken place in local mosques, Grangetown Pavilion and Grange Gardens working with the Race Equality Taskforce. The percentage of BME applicants applying and successfully entering the Cardiff Works pool has risen to 37% at the end of March 2023, compared to just 7% in June 2021. Whilst this increase is significant a programme of further engagement events has already commenced to further increase diversity in the pool.

Cardiff Works Ready

11. To help address the range of barriers to employment that were identified through the community engagement process the “Cardiff Works Ready” project was launched in September 2021. Adult Learning Employability courses were created to help improve candidates’ communications skills and confidence. Recruiting managers from across the Council are invited to join the last day of each training course to carry out informal interviews, often resulting in candidates being offered placements on the day. Over 100 people completed the training last year and successfully entered the Cardiff Works pool and a monthly programme of Adult Learning Employability courses has been established to build on last year’s achievement.
12. In total over 1,000 individuals have come through the Cardiff Works pool and moved into placements during the last financial year: a 40% increase on the previous year.
13. To support priority sector roles such as Social Care, Hostel Support Workers, and HGV Drivers, the Into Work Advice Service joins together resources from Adult Learning and Cardiff Works to create dedicated project

teams, ensuring suitable candidates are identified and upskilled as quickly as possible. This has been particularly successful in the recruitment of Social Care Workers for both Council vacancies and contracted care providers via the Cardiff Cares Academy, with 135 people helped to secure employment in this sector during the last financial year.

Cardiff Works For You

14. Using Cardiff Works' income, the new "Cardiff Works for You" (subsidised placement) initiative was recently launched to provide temporary employment opportunities within the Council for young people and people from under-represented communities. Many of those the service aims to assist would struggle to secure employment due to little or no work experience. The initiative aims to allow candidates to gain skills by funding their first month's salary in exchange for a commitment from the host service to cover a further month. The Cardiff Works Team provides support to the recruiting manager by selecting appropriate candidates for interview and addressing any issues raised. The team also assigns a mentor to the candidate to ensure they have help to transition into employment smoothly and will work with the person to find further employment opportunities nearing the end of the placement.

Proposed Future Enhancements of Cardiff Works

15. Future proposed plans include digitalising the Cardiff Works billing and payroll system to further increase efficiency. Assessments for candidates will also be amended to make the process more accessible to those who are dyslexic and require reasonable adjustments.
16. There is also an opportunity for the Into Work team to match people who are working with the service to the roles posted on the Matrix system; with a potential for customers to have 'early access' to the vacancies. This will be further explored.
17. Over the past 12 months, other Local Authorities have sought advice from the team on setting up their own in-house recruitment agency. Several Local Authorities have also enquired about the possibility of using Cardiff Works as their agency provider. Work is ongoing to consider this as a possibility which could extend the work of the team, provide additional income for the Council, and give greater employment opportunities to jobseekers in Cardiff and the surrounding areas.
18. If successful, it is proposed to further consider the growth of the 'Cardiff Works for You' subsidised placement (subject to a satisfactory business case).

Agency Worker Contract

19. The Council's current contract with Matrix SCM will expire on 31st October 2023 having already been extended previously via Direct Award following approval by Cabinet in September 2020.

20. An options appraisal has considered whether a Master Vendor or Vendor-Neutral strategy should be undertaken as part of the re-procurement.
21. A Master Vendor Model secures a Provider where agency workers are supplied directly or from a small pool of recruitment agencies. The risk with this approach is that the number of agency workers supplied directly can be limited impacting on the ability to fill roles within the Local Authority quickly and especially in relation to more specialist or qualified roles. Using a Master Vendor may also encourage off-contract spend, as recruiting managers will not be able to access the staff required through the procured, compliant route. This could also lead to increased costs.
22. A Vendor-Neutral provider is a third-party organisation which manages a large number of agency contracts, and effectively delivers a “brokerage service” to its customer. It is the responsibility of the Vendor-Neutral company to enter into contracts with agencies on a neutral basis, and to ensure that workers are provided from these agencies to the Council. The positive of a Neutral-Vendor provider is that the pool of agency suppliers is far greater, offering a wide range of potential candidates, and access to agency suppliers who specialise. Using a Vendor-Neutral organisation will reduce off contract spend, meaning the Council receives better value for money.
23. It is proposed that a mini competition is carried out through the National Procurement Service (NPS). It is anticipated that the new NPS framework for the provision of Agency Workers will go live in June 2023. Alternative framework options have been identified (ESPO MSTAR4 Managed service for temporary agency resources and CCS RM6277 Non-Clinical Staffing Lot 7 MSP: Master/Neutral Vendor) should the National Procurement Service framework not be available.
24. It is proposed that a contract be awarded for 5 years with the option for a 2-year extension, if needed.
25. It is necessary for the Council to continue to engage agency workers to allow flexibility in the workforce and it is also vital the Council has an agreement in place with a partner that will ensure that the benefits of encouraging access to local SME's is maintained. Continuing with the current Vendor-Neutral model will maintain the existing local supply base and will protect agency margins, ensuring that all relevant local agencies have access to agency opportunities. It is therefore proposed that a Vendor Neutral organisation is procured.
26. Further economies of scale are possible through a joint tender process with neighboring Local Authorities who are also looking to implement a Vendor-Neutral provider. Other Local Authorities have expressed an interest in collaborating on this tender. Each Local Authority will be required to seek individual approval for this approach and complete a separate Technical Specification but would join together to complete the tender process. Viability and details of this joint approach are currently being considered.

Reasons for Recommendations

27. To note the update on Cardiff Works.
28. The proposed procurement of a Vendor Neutral organisation will allow the benefits that have been achieved from the current arrangement to continue under a compliant contract.
29. The published rates contained within the new NPS All Wales Agency Framework remain at a lower level and will potentially reduce through the proposed further competition.
30. Without an Agreement in place, the Council will be unable to effectively manage the use of Agency Workers. This will result in increased charges.

Procurement Implications

31. Based upon a review of the existing NPS ALL Wales Agency rates, the Council can, through further competition, potentially improve its current agency management fee. This would provide security of provision at a lower cost, whilst also providing access to improvements in the market since the last arrangement was let in terms of portal improvement, including regulatory compliance and better management reporting.

Financial Implications

32. The current costs of the agreement for the Managed Service for Provision of Agency Workers are recovered from directorate revenue / approved capital budgets along with the costs of meeting any direct costs of the agency provision. The estimated cost of the Managed Service is dependent on use, but to support an understanding of the impact of the procurement proposed in this report, this was circa £145,000 in 2022/23.
33. Whilst the report highlights progress and improvements in respect to Cardiff Works, no data is included in terms of costs, income and people on the role to determine whether there are any financial implications that are required to be highlighted. Where future enhancements are to be considered such as partnering or providing agency services to others, the financial implications including systems and taxation should be considered as part of the options appraisal.
34. For any agency services including Cardiff Works, robust processes need to be in place to ensure the need for and to ensure budgets are in place to meet costs of any resource to be drawn down. Once in place, ongoing monitoring should be in place to ensure the outcomes envisaged are being delivered and any agreement is ceased or reviewed for need. Any third-party system in place should enable the provision of data and reports that allow the effective monitoring and review of commitments by users of such agency contracts.

Legal Implications

35. There are no direct legal implications arising from the first recommendation in this report. The second and third proposed recommendations are put simply to ask Cabinet to approve the overarching approach to the procurement of a Vendor Neutral brokerage service to provide specialist agency staff and to delegate authority to the Corporate Director of People and Communities in consultation with the Cabinet Member with responsibility for Finance, Modernisation and Performance to determine and put in place the arrangements for procurement of such services.
36. Full legal advice should be sought on the proposals, the procurement process and in relation to the drafting of the draft terms and conditions of contract, as the same are developed.

Equality Duty

37. 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.

Well-being of Future Generations (Wales) Act 2015

38. 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.
39. 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.
40. 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.

41. 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

42. The decision maker should also have regard to, when making its decision, to the Council's wider obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

HR Implications

43. The progress regarding Cardiff Works placements is beneficial to the overall employment within the Council and provides alternative routes into the organisation for applicants.
44. There are no HR implications with regards to the procurement of the Agency Worker Services contract.

Property Implications

45. There are no property implications in respect of this report. Where there are property transactions or valuations required to deliver any proposals, they should be done so in accordance with the Council's relevant Asset Management process and in consultation with appropriate service areas.

RECOMMENDATIONS

Cabinet is recommended to:

1. Note the progress being made by the Council's in house recruitment service "Cardiff Works".
2. Approve the overarching approach for the procurement of Vendor Neutral Agency Worker Services.
3. Delegate authority to the Corporate Director of People and Communities, in consultation with the Cabinet Member for Finance, Modernisation & Performance, to determine all aspects of the procurement process

(including approving the evaluation criteria to be used, commencement of the procurement process, the award of the contracts and all ancillary matters pertaining to the procurement).

SENIOR RESPONSIBLE OFFICER	Sarah McGill Corporate Director for People & Communities
	7 July 2023

The following appendix is attached:

Appendix 1: Single Impact Assessment

Single Impact Assessment

Cardiff Council



1. Details of the Proposal

What is the proposal?

Title: Delivering a Modern Cardiff Works and Agency Provision

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

New

Existing

Directorate/Service Area:

People & Communities / Adults, Housing & Communities

Who is developing the proposal?

Name: Hayley Beynon

Job Title: Operational Manager - Advice

Responsible Lead Officer (Director or Assistant Director):

Helen Evans; Assistant Director – Housing & Communities

Cabinet Portfolio:

Finance, Modernisation & Performance
Tackling Poverty, Equality & Public Health

Authorisation	
Completed By:	Hayley Beynon
Job Title:	Operational Manager – Advice
Date:	07/6/23
Approved By:	Helen Evans
Job Title:	Assistant Director, 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.

1. To provide members with an update on Cardiff Works, the Council's in-house agency, and proposed future enhancements of the service including:
 - Digitalisation of the service,
 - Streamlining recruitment processes,
 - New marketing and branding strategy,
 - Increased accessibility of the service, with a public access point at Central Library Hub,
 - Greater visibility in the community alongside the Into Work Advice Service,
 - Implementing the Cardiff Works Ready programme,
 - The introduction of Cardiff Works For You (subsidised placement initiative),
 - Opportunities to create additional income and providing better value for money,
 - Supporting service areas who are facing difficulties recruiting.

2. To consider the re-procurement for the provision of a brokerage service to provide external agency staff via a mini-competition tender.

External agency staff are currently provided through a contract with Matrix SCM Ltd; the current contract is Vendor Neutral and expires on 31st October 2023.

A Vendor Neutral provider is a third-party organisation which manages a large number of agency contracts, and effectively delivers a "brokerage service" to its customer. It is the responsibility of the vendor-neutral company to enter into contracts with agencies on a neutral basis, and to ensure that workers are provided from these agencies to the Council.

Both Master and Neutral Vendor options have been considered, however the positives of choosing Neutral vendors includes a bigger supply chain, meaning a wider pool of candidates to recruit from, and access to specialised recruitment agencies for qualified roles; reducing the need for off contract spend.

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?

The current Agency Worker Provision Neutral Vendor retains £144,000 of the contract value per year; the cost is carried by each Service Area according to each team's recruitment spend.

Economies of scale are possible through a joint tender process with neighbouring Local Authorities who are also looking to implement a Vendor Neutral approach. Each Local Authority will be required to seek individual approval for this approach and complete a separate Technical Specification, but would join together to complete the tender process.

The Local Authority's current recruitment freeze has had an impact on the amount of agency worker orders being placed, with a drop of 43% since the freeze was implemented in November 2022. By teams closely monitoring recruitment activity, this will automatically reduce spend on agency spend across the council.

To ensure best value for money, the Framework used changed from a % levy formula to a £/p per hour worked model. The National Procurement Services (NPS) rates were originally £0.02 per hour worked in the previous iteration of the NPS Temporary Agency Works framework, which was applicable on the previous 2020-2023 arrangement and has now subsequently changed to £0.01 per hour worked for the new iteration of the framework that is currently being evaluated by the NPS.

Further savings will be achieved through the National Procurement Service's new framework, which will be launched mid-June 2023; using this framework will ensure the lowest rates.

Economies of scale are possible through a joint tender process with neighbouring Local Authorities who are also looking to implement a Vendor Neutral. Each Local Authority will be required to seek individual approval for this approach and complete a separate Technical Specification, but would join together to complete the tender process.

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	N
C. Welsh Language Impact Assessment	11	Y
D. Habitats Regulations Assessment	16	N

E. Strategic Environmental Assessment	17	N
F. Data Protection Impact Assessment	18	Y
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	Y		
18 - 65 years	Y		
Over 65 years	Y		

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

The implementation of the Cardiff Works Ready programme and the Cardiff Works for You subsidised placement scheme has had a positive impact on young people and people from under-represented communities who have little or no work experience.

The Cardiff Works Ready programme provides additional support to become employment ready by accessing Adult Learning courses and one-to-one mentoring. The Cardiff Works for You subsidised placement initiative was launched to provide Cardiff Council temporary employment opportunities for young people and for people from under-represented communities who would normally struggle to secure employment. The initiative fully funds the first month salary cost to allow candidates to gain work experience within the Council.

The proposed Neutral Vendor option for the re-procurement of the Agency Work Provision contract will allow for temporary employment opportunities from a wider pool of agency providers, giving more candidates a chance of employment with the Local Authority.

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

In addition to the support provided specifically to young people. The Into Work Advice Service will be carrying out dedicated recruitment events to engage with older jobseekers.

The tender Quality Questions will include a section around how agency providers will engage with people of different age groups and what support they will provide to encourage people to sign up to their agency.

Disability

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

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

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

The Cardiff Works Ready project has had a positive impact on disabled people. By providing one-to-one mentoring on the Cardiff Works assessment it ensures that prospective candidates who may have previously been deterred from sitting the assessment (for example, people with dyslexia) are provided with additional face-to-face support. Cardiff Works Ready mentors are also able to accompany candidates as they sit the assessment as a confidence boosting measure.

The Cardiff Works For You scheme will also benefit people with a disability. Going forward, the scheme will work alongside the Local Supported Employment project to help place disabled job seekers in suitable Cardiff Works placements. In order for Cardiff Works to subsidise a placement, recruiting managers will be expected to complete a business case as to how they will support the disabled job seeker in their role. In addition, a Cardiff Works Ready Mentor will be allocated to provide support.

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

The Cardiff Works Ready scheme is open for all job seekers alongside the support detailed above. The Into Work Advice Service is also able to provide recruitment support to all job seekers.

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

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

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Marriage and Civil Partnership

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

	Yes	No	N/A
Marriage			N/A
Civil Partnership			N/A

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

--

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

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Pregnancy and Maternity

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

	Yes	No	N/A
Pregnancy			N/A
Maternity			

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

--

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

Race

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

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

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
<p>The implementation of the Cardiff Works Ready programme and the Cardiff Works for You subsidised placement scheme has had a positive impact on people from under-represented communities, who have little or no work experience.</p> <p>The Cardiff Works Ready programme provides additional support to become employment ready by accessing Adult Learning courses and one-to-one mentoring. The Cardiff Works for You subsidised placement initiative was launched to provide Cardiff Council temporary employment opportunities for people from under-represented communities who would normally struggle to secure employment. The initiative fully funds the first month's salary cost to allow candidates to gain work experience within the Council.</p> <p>The proposed Neutral Vender option for the re-procurement of the Agency Work Provision contract will allow for temporary employment opportunities from a wider pool of agency providers, giving more candidates chance of employment with the Local Authority.</p>
What action(s) can you take to address the differential impact?
<p>By fully aligning the Into Work and Cardiff Works teams, there has been some fantastic outcomes for those seeking work. Additional external funding was secured to appoint Community Engagement Officers. Their role is to connect with communities that are under-represented in the current workforce and engage with younger people. The Community Engagement Officers have carried out a programme of events in the Southern Arc of the city, working with community groups to raise awareness of the types of roles available and the support on offer for those who have little or no work history.</p>

Several specific BME Jobs Fairs have taken place in local mosques, Grangetown Pavilion and Grange Gardens. From the involvement of the Community Engagement Officers across the Into Work team, and the work with the Race Equality Taskforce, the percentage of BME applicants applying and successfully entering into the Cardiff Works pool has increased from just 7% in June 2021, to 37% at the end of March 2023. Whilst the increase has been welcomed by the whole service, a programme of further engagement events has already commenced to further increase the diversity in the pool.

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

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

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

Sex

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

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

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

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

Sexual Orientation

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

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

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
What action(s) can you take to address the differential impact?

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		N	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
The change will positively impact on those from low-incomes/living in deprived areas, through the creation of the Cardiff Works Ready project and the Cardiff Works For You initiative.
Increased visibility in deprived communities has already begun with a scheduled community engagement programme; the team has already seen an increase of 30% in

the number of people engaging with the Into Work Service and Cardiff Works over the past 12 months.

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

Welsh Language

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

	Yes	No	N/A
Welsh language	Y		

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

A wide-reaching bilingual communications campaign was launched at the end of 2021 to raise awareness of Cardiff Works. This included promoting the different types of roles available and the commitment of supporting people into temporary roles as a pathway to permanent employment within the Local Authority.

The number of people contacting and registering with Cardiff Works increased by 290% in the 3 months after the website and publicity launch (with over 9,000 hits on average per month). Applications received to join the Cardiff Works pool jumped from just over 300 in the first 6 six months of the year, to over 900 following the end of the successful publicity campaign. Regular, ongoing publicity continues to be carried out to further promote Cardiff Works.

The new Agency Worker contract holder will be required to use a bilingual online system and promote the use of Welsh Language, ensure that the supply chain under the neutral vendor is aware of the council's commitment to the Welsh Language, and ensure the option of Welsh correspondence is offered.

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

We will ensure all promotional materials, advertising and marketing campaigns are bilingual, together with the presence of Welsh speaking staff.

We will ensure recruiting managers are aware of the requirement of bilingual adverts and the need for Welsh essential posts.

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?

The Race Equality Taskforce (RET) and the Council’s internal BAME network were consulted closely on the suggested improvements to Cardiff Works’ service delivery. Increased accessibility and new branding were implemented following engagement with the RET. The Disability Network and other specialist disabled groups will be consulted for the expansion of the Cardiff Works For You scheme.

Summary of Actions (Listed in the sections above)

	Actions
Age	<p>In addition to the support provided specifically to young people, the Into Work Advice Service will be carrying out dedicated recruitment events to engage with older job seekers.</p> <p>The tender Quality Questions will include asking how agency providers will engage with people of different age groups and what support they will provide to encourage people to sign up to their agency.</p>
Disability	<p>Cardiff Works Ready is able to provide additional support with the Cardiff Works assessment to disabled job seekers. Cardiff Works For You will provide subsidised placements for job seekers by working alongside the Local Supported Employment project.</p>
Gender Reassignment	N/A
Marriage & Civil Partnership	N/A
Pregnancy & Maternity	N/A
Race	<p>By fully aligning the Into Work and Cardiff Works teams, there has been some fantastic outcomes for those seeking work. Additional external funding was secured to appoint Community Engagement Officers. Their role is to connect with communities that are under-represented in the current workforce and engage with younger people. The Community Engagement Officers have carried out a programme of events in the Southern Arc of the city, working with community groups to raise awareness of the types of roles available and the support on offer for those who have little or no work history.</p> <p>Several specific BME Jobs Fairs have taken place in local mosques, Grangetown Pavilion, and Grange Gardens. From the involvement of the Community Engagement Officers across the Into Work team and the work with</p>

	<p>the Race Equality Taskforce, the percentage of BME applicants applying and successfully entering into the Cardiff Works pool has increased from just 7% in June 2021, to 37% at the end of March 2023</p> <p>Whilst the increase has been welcomed by the whole service, a programme of further engagement events has already commenced to further increase the diversity in the pool.</p>
Religion/Belief	N/A
Sex	N/A
Sexual Orientation	N/A
Socio-economic Impact	N/A
Welsh Language	<p>Ensuring all promotional materials, advertising and marketing campaigns are bilingual, together with Welsh speaking staff.</p> <p>Ensuring recruiting managers are aware of the requirement of bilingual adverts and the need for Welsh essential posts.</p>
Generic/ Over-Arching (applicable to all the above groups)	N/A

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-child-friendly-cities-communities)

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

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

The Council uses both Cardiff Works and the procured Agency Worker Supplier contract to recruit for agency and temporary workers for Council roles; both recruitment pathways require the same effort in recruiting Welsh speakers for the Local Authority.

Cardiff Works is the Council's in-house agency provision, whereas the Agency Worker Supplier contract is external to the Local Authority, which manages its own supply chain. Currently, Matrix SCM is the contract holder and has committed to adhering to the Welsh Language Standards, however the contract will expire on 31st October 2023 and will require reprocurement via a mini-competition process.

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?

Cardiff Works provides candidates for temporary placements within the Council. The team are actively seeking potential workers who are able to speak Welsh – and have held dedicated Welsh Speaker recruitment fairs to increase the number of Welsh speakers within the Cardiff Works pool.

All publicity campaigns are bilingual, and do not treat Welsh language documents any less favourably than English language documents.

The new Agency Worker contract holder will be required to use a bilingual online system and promote the use of Welsh Language. The team will ensure that the supply

chain under the neutral vendor is aware of the Council's commitment to the Welsh Language, and ensure the option of Welsh correspondence is offered.

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?

As above.

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?

The Welsh Language Act has been considered when completing the procurement pack; a quality question has been included, as part of the pre-tender report, and has been designed to ensure all tenders submitted guarantee that all online systems, advertising, forms, websites, training and correspondence are bilingual, as well as ensuring that their supply chain also adheres to the standards.

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?

As above.

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?

As above.

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?

N/A

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?
N/A

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?
N/A

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?
N/A

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?

Yes, for Cardiff Works and the current Agency Work Supplier; however this will need to be confirmed with the new Agency Work Supplier at the tender stage.

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?

Yes; 25% of the Into Work Advice Service staff-force (including Cardiff Works and the Agency Work Contract) are Welsh Speakers.

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 checked="" type="checkbox"/>	<input 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 \(phwwhocc.co.uk\)](http://phwwhocc.co.uk)

Email: WHIASU.PublicHealthWales@wales.nhs.uk

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**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 13 JULY 2023

**RESPONSE TO THE COMMUNITY AND ADULT SERVICES
SCRUTINY COMMITTEE REPORT ENTITLED 'CARDIFF
COUNCIL'S SUPPORT TO RESIDENTS WITH THE COST-OF-
LIVING'**

**HOUSING & COMMUNITIES (COUNCILLOR LYNDA THORNE)
AND TACKLING POVERTY, EQUALITY & PUBLIC HEALTH
(COUNCILLOR PETER BRADBURY)**

AGENDA ITEM: 8

Reason for this Report

1. To approve the response to the report of the Community and Adult Services Scrutiny Committee entitled 'Cardiff Council's Support to Residents with the Cost-of-Living'.

Background

2. At the 2022 Community and Adult Services Scrutiny Committee Work Programme Forum, Members agreed to undertake an Inquiry exploring Cardiff Council's support for residents who have been affected by the cost-of-living crisis. Remaining mindful of the nature of the issue, Members concurred on the need for the Inquiry to provide timely, focused assistance to the Council in its review of services.
3. The task group reviewed a draft scope for the Inquiry at its first meeting and agreed they would:
 - Review issue-related Council services and propose actions, on the offer available to Cardiff residents.
 - Examine the scope, remit, demand, capacity and join up of services on offer.
 - Assess, in consultation with key stakeholders, community awareness and accessibility of services and schemes available.
4. To inform their considerations, Members agreed to hold several meetings which included talking to officers, third sector organisations, and clients of the services.

5. The Inquiry report was presented to cabinet in January 2023 and is attached at Appendix 1.

Findings and Response to the Recommendations

6. The report sets out 32 important key findings in relation to the current impacts of the cost-of-living crisis.
7. The findings of the report are welcomed, and it is pleasing to note that the report recognises and commends the work of the Council's Advice Services management and staff specifically, for leading and delivering vital services against a backdrop of continued uncertainty and ever-growing demand.
8. The report found evidence that there has been a significant and continued increase in demand for Advice Services. There has also been a notable increase in the number of older people presenting for help and, significantly, from those who have never experienced financial hardship before.
9. The importance of considering the methods of communication across the city was a key theme. The report identified the outcomes of the Cost of Living publicity campaign, which used a variety of methods to communicate to residents about the help on offer. These included drop-in sessions held at local Hubs and Community Centres and liaising with existing local groups to meet specific needs, for example for elderly or disabled residents.
10. The findings highlighted the importance of continuous training for staff, to ensure that all information and advice provided is accurate and up to date, an essential requirement in such a fast-moving environment.
11. The reliance on external short-term / grant-based funding streams to maintain and widen provision was clearly identified as both an opportunity and a risk.
12. It was found that the Council has strong relationships with external partners, which can be developed further with a focus on the integration of services to meet local needs.
13. The Inquiry made **10 recommendations**. A detailed response to the recommendations is set out at Appendix 2, with **8 being fully accepted** and **2 being partially accepted**.
14. Actions have been identified, where appropriate, to deliver against the recommendations and these are included alongside the specific responses to the recommendations. Deadlines for completion of these actions have also been set.

Reason for Recommendation

15. To respond to the report of the Community and Adult Services Scrutiny Committee entitled 'Cardiff Council's Support to Residents with the Cost-of-Living'.

Financial Implications

16. When reviewing actions required in response to recommendations, the financial implications on the Council of such actions should be considered with any alternative sources of funds to manage the Council's affordability for such actions alongside other competing priorities. Where activities or posts are to be supported by external grants, any expenditure and outcomes should be in accordance with the terms and conditions of such grant awards and the financial implications of continuity of service provision, should such grants cease, should be monitored as part of directorate financial planning, performance and monitoring at an early stage.

Legal Implications

17. In considering this report, Cabinet should have regard to:
 - (a) the Public Sector duties under the Equalities Act 2010 (including specific Welsh Public Sector duties). Pursuant to these legal duties, when making decisions, Councils must 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.
 - (b) The Well-Being of Future Generations (Wales) Act 2015. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') is about improving the social, economic, environmental, and cultural well-being of Wales. The Act places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language and is globally responsible. In discharging their respective duties under the Act, each public body listed in the Act must set and publish well-being objectives. These objectives will show how each public body will work to achieve the vision for Wales set out in the national well-being goals. When exercising its functions, Cabinet should consider how the proposed decision will contribute towards meeting the well-being objectives set by the Council, and in so doing achieve the national well-being goals. 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 Cabinet must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, Cabinet must:
 - a) *look to the long term*
 - b) *focus on prevention by understanding the root causes of problems*

- c) *deliver an integrated approach to achieving the 7 national well-being goals*
- d) *work in collaboration with others to find shared sustainable solutions, and*
- e) *involve people from all sections of the community in the decisions which affect them.*

- c) Cabinet must also 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 deals with all these obligations.

HR Implications

18. The Community and Adult Services Scrutiny Committee (CASSC) recommendation 2 highlights the current and continued demand to invest in more long-term employment opportunities for advice staff members by increasing the number of permanent positions and, where possible, limiting the use of temporary or fixed term employment contracts.
19. Historically, grant funding has been allocated to the Advice Service on a year-by-year basis whereby some employees have been appointed on successive temporary or fixed term contracts.
20. The funding stream for the Shared Prosperity Fund is in place until 2025 and will enable the service to appoint prospective employees on longer term contracts. This will hopefully bring greater stability to the service and its employees and is likely to attract a higher number of applicants for advertised roles.
21. The service will need to closely monitor the ongoing renewal of fixed term/ temporary contracts. Under the provisions of the Fixed Term Employees (Prevention of Less Favourable Treatment) Regulations, if a contract is successively renewed for more than four years the employee has the right to treat the contract as being that of a permanent employee, unless there is a specific business reason for it to remain on a fixed term/ temporary basis.
22. CASSC recommendation 3 highlights the need to appoint mental health champions across the service. It is recognised that frontline employees within the service will deal with many vulnerable service users. It is important that support mechanisms remain in place for employees, initially through line management and through access to the Council Employee Assistance Programme including Care First, Employee Counselling, and Occupational Health where further specialist support is required. Connect 5 Mental Health training has also been rolled out across the organisation both directly and through train the trainer sessions.
23. CASSC recommendation 9 highlights the need to ensure workforce diversity within the Advice teams. The service has undertaken some additional work with regards to the Cardiff Works Ready scheme to support underrepresented groups obtain temporary roles with the Council. Additionally, the role of Community Engagement Officer within the Into Work

Advice Service will engage with communities who historically have not sought to work for Cardiff Council. The Council recognises in its Workforce Strategy key priorities that it is vitally important that the makeup of the workforce is reflective of the communities and citizens that we serve.

Property Implications

24. There are no property implications in respect of this CASSC Cost of Living Inquiry Recommendations report. Where there are property transactions or valuations required to deliver any proposals, they should be done so in accordance with the Council's relevant Asset Management process and in consultation with appropriate service areas.

RECOMMENDATION

Cabinet is recommended to approve the response to the findings and recommendations of the Community and Adult Services Scrutiny Committee report entitled 'Cardiff Council's Support to Residents with the Cost-of-Living'.

SENIOR RESPONSIBLE OFFICER	Jane Thomas Director of Adults, Housing & Communities
	7 July 2023

The following appendices are attached:

- Appendix 1:** Cardiff Council's Support to Residents with the Cost-of-Living Inquiry Report
- Appendix 2:** Response to the Recommendations of Community and Adult Services Scrutiny Committee's report entitled 'Cardiff Council's Support to Residents with the Cost-of-Living'

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Appendix 1



An Inquiry Report of the: Community & Adult Services Scrutiny Committee

Cardiff Council's Support to Residents with the Cost-of- Living

January 2023



Cardiff Council

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CHAIR'S FOREWORD

The UK is in the midst of a cost-of-living crisis. Soaring fuel and food prices, alongside rising interest and inflation rates are leaving people in dire financial situations. The cost of living in the UK has been increasing since early 2021. With a backdrop of growing demand and continued uncertainty, the picture is complex and vast.

In recognition of the wide-ranging nature of the topic, the council's Community & Adult Services Scrutiny Committee wished to review how we as a council are alleviating pressures and supporting all cohorts of Cardiff communities. Remaining mindful to the nature of the topic, Members concurred on the need for the Inquiry to provide, timely, focused assistance to the council in its review of services.

All recommendations proposed in this Inquiry have been based on the evidence received and valued perspectives of all stakeholders involved. They are presented to Cabinet in a bid to supplement the service area's ethos of providing the best possible support to all of Cardiff residents', regardless of their individual circumstance.

Inquiry Members have remained mindful to the financial pressures placed on local authorities and the current context on which this Inquiry is based, and so, the recommendations we have made centre largely around maximising current resource, strengthening external support and allowing greater flexibility in service provision. Inquiry Members concur that officers and executive personnel involved in this work hold a strong passion and commitment toward providing the best possible support and assistance to Cardiff residents. The work they do is invaluable and, given the likelihood of demand remaining, or even increasing, myself and Inquiry Members would strongly champion the team being protected and grown wherever possible.



On behalf of myself, and the Inquiry Members, our most sincere thanks to all stakeholders who engaged in this work. For so openly sharing their valued perspective and knowledge and offering their time and continued assistance. My deepest thanks also to the Inquiry Members, for their time, dedication, and invaluable contributions. It has been a pleasure working with all stakeholders involved in this Inquiry.

Councillor Margaret Lewis - *Task & Finish Inquiry Chair, Community & Adult Services Scrutiny Committee.*

CONTEXT

1. Millions of households across the UK are struggling to make their incomes stretch to cover the rising cost of living. With the Office for National Statistics reporting that in December 2022, 92% of adults in Great Britain, reported an increase in their cost of living compared to a year ago¹. In addition, as of August 2022, nearly 90% of food banks in the Independent Food Aid Network reported an increase in demand since April 2022, compounded by a decrease in food donations.²
2. 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, affecting the affordability of goods and services for many households³.
3. Support offered by the UK Government included:
 - ❖ £1.5 billion⁴ allocated to the national Household Support Fund
 - ❖ Energy price guarantee
 - ❖ £400 off energy bills for all households
 - ❖ £150 rebate on energy bills through the Warm Home Discount to households eligible for support.
 - ❖ VAT on energy saving materials reduced from 5% to 0% until March 2027.
 - ❖ Help to Heat energy grants
 - ❖ Cost of living payment for households receiving means-tested benefits. With pensioners receiving an additional £300 (through the Winter Fuel payment) and, for individuals receiving disability payments, an additional £150
 - ❖ A £150 council tax rebate for households in council tax band A to D
 - ❖ A 5p cut to fuel duty (until March 2023)
 - ❖ Employees who earn £36,600 or under to pay less National Insurance.
 - ❖ Working age and disability benefits to increase inline with inflation.
 - ❖ State pension and pension credit to increase by 10.1%
 - ❖ As of April 2023, the national living wage will be £10.42

¹ [Public opinions and social trends, Great Britain - Office for National Statistics](#) [Accessed Friday, 9 Dec 2022]

² [Food bank demand and the rising cost of living \(parliament.uk\)](#)

³ [Rising cost of living in the UK - House of Commons Library \(parliament.uk\)](#) [Accessed Friday, 9 Dec 2022]

⁴ As of October 2022 – for devolved administrations, the Barnett Formula would apply.

4. Additional support provided by Welsh Government included:
- ❖ Winter Fuel Support Scheme to provide eligible claimants with a one-off £200 payment from their local authority toward fuel costs⁵.
 - ❖ The council tax rebate of £150 offered by the UK Government be provided to households living in homes in council tax bands A-D, *and* all households receiving support through the Council Tax Reduction Scheme.
 - ❖ A £25m discretionary fund to local authorities, allowing Councils to help people they consider to be in need of assistance.
 - ❖ Extending flexibilities for emergency assistance provided through the Discretionary Assistance Fund (DAF) and continuing to provide support to off-grid households to buy oil or Liquefied Petroleum Gas through the DAF.
 - ❖ Developing a Fuel Voucher Scheme, which provides support to households with pre-payment meters, and off-grid households.
 - ❖ Temporarily increasing the Pupil Development Grant Access scheme to help families with children in receipt of free school meals
 - ❖ Developing a Discretionary Homelessness Prevention Grant.
5. It is to be noted, the lists detailed in points 3 & 4 are not intended to be exhaustive. In addition, due to the fluidity of the current context, it must also be recognised that the information detailed in points 3 & 4 may not be current for long periods of time.
6. Recognition should also be made on other long-standing measures to help low-income households such as free school meals, council tax reduction scheme (et al.).
7. Many of the initiatives detailed in points 3 & 4 are due to end in March 2023. The ending of these initiatives coupled against the likelihood that demand for assistance will still be high, was a key concern raised by all stakeholders who engaged in this inquiry.

⁵ Between September and November 2022, Cardiff Council received over 33,000 applications for the Winter Fuel Scheme, with 24,032 applications approved and paid by the Council's Benefits Team.

KEY FINDINGS

Inquiry Members wish to place on record that all stakeholders who engaged with this inquiry, hold a strong passion and commitment toward providing the best possible support and assistance to Cardiff residents with the current cost of living.

The Inquiry team wish to commend the work of the Council's Advice Services management and staff, who are leading and delivering vital services against a backdrop of continued uncertainty and ever-growing demand. It is for this reason why Inquiry Members wish to voice their view of protecting and growing this service wherever possible.

The below Key Findings have arrived after five meetings which included visits to Council hubs and a roundtable with external representatives.

Context

Cardiff Council's Advice Service is made up of the following teams:

- Money Advice,
- Into Work and
- Adviceline.

Support for help with the cost of living can also be accessed through the Council's Housing Solutions and Prevention Team, and Welfare Liaison Team. All teams offer direct support, information, advice, and guidance regarding cost of living and carry out referrals into other services where appropriate.

KF1

The advice service teams are all based in Cardiff Central Library Hub and operate an outreach service, visiting identified hubs, and some other community locations across Cardiff on a rota basis. Resource constraints do not allow advice services to have a constant presence in all parts of the city. Presence of the team is determined by need and where it is known the demographic may have a higher risk of poverty and low-income.

KF2

The advice team operates a 'tell us once approach'. During the inquiry, Members found Cardiff Central Library Hub benefits from all the advice services being under one roof, including consistent presence from relevant external partners, allowing for a strong 'tell us once approach'. However, in local hubs, which do not benefit from all of the services being under the same room at one time, an individual requiring support may need to be signposted to other teams or support services; depending on the level of support required.

KF3

Inquiry Members were informed by council staff there are many financial support schemes made available by UK & Welsh Government to alleviate cost of living pressures for individuals; however, the challenge is working within the bureaucracy surrounding those schemes to ensure staff can quickly distribute money to an individual.

KF4

Inquiry Members were informed speedy financial assistance or support can sometimes be difficult to achieve due to the regulations set by both the Welsh Government and the council in its decision-making process.

Examples provided to Committee Members, where a simplification of the council's internal process would be welcomed included:

- Lowering the threshold of when a decision must be made by the cost-of-living discretionary schemes panel
- Reallocation of outreach services in the city
- Wording on publication documents

KF5

Senior Managers who engaged with the inquiry identified the following as the key challenges the services currently face:

- Raising awareness of the Councils support to tenants in the private rented sector.

- Uncertainty over what will happen once government led initiatives end. With significant concern this will lead to surge of demand with little support available for the teams to offer.
- Sustainability of resource – many of the advice services are grant funded resulting in the staff delivering services being on temporary, annual based contracts; this lack of employment security provides a high level of anxiety and worry for staff members.
- More resource and funding is required to allow services to be provided in more parts of the city. Inquiry Members recognise due to the council budget deficit, external funding may be required, and the service area has a dedicated bid writer who supports with this.

KF6

Demand

Since the outbreak of Covid-19, the council's advice teams, and externals who engaged with the inquiry, have seen a significant, and continued, increase in demand. There has also been a notable increase of people presenting for help from the older population, and those who have never experienced financial hardship before.

KF7

It is widely anticipated the demand for cost-of-living related support will continue and remain high. For this reason, the council's advice services are an area where sufficient resource, and sustained investment from the council is vital.

KF8

There has been an increase in complexity of the cases presented to staff with frontline staff, and externals, advising the council needs a stronger offer of mental health support for residents.

KF9

As Inquiry Members were informed a gap in the council's offer is around mental health support, it was confirmed all staff delivering services do get training around mental health: however, one staff member in a local hub informed Members they had not yet received any training around mental health.

KF10

The typical answer rate for the Advice Line is 9 seconds. At busy times in Cardiff Central Library Hub, residents can be waiting up to 2-3hours to see an advisor. Reasoning for the lengthy wait time was attributed to the length of time it takes to provide cost-of-living related support (average 1hour).

KF11

During the Inquiry, Members visited a hub which does not receive outreach services. Staff at the hub informed Members:

- Their current offer does not meet demand and they would benefit from outreach services, or third sector organisations being present
- They are unable to provide residents with confidential support due to lack of facilities – they would welcome a private area to provide confidential advice to residents

KF12

Other hubs visited who receive outreach services advised, they would benefit from increased outreach provision due to demand.

KF13

Externals who engaged with Inquiry Members felt their provision is not being fully utilised by the council. Some externals who provide outreach services within council hubs shared this view, and have experienced appointments not being made for their services when present in local hubs. They attributed this to a lack of awareness among council staff of their presence.

KF14

To cope with demand, the service area continually reviews services to determine resource need, with reallocation of resource within teams if required. In addition, managers are continuously and proactively applying for bids for external funding to widen their provision further, with many of the advice services also benefiting from volunteers helping to deliver assistance.

KF15

To manage increased demand, externals advised they have deployed hybrid offers – offering individuals face to face support or virtual sessions on an appointment basis.

KF16

Accessibility

To ensure council services are accessible for all cohorts, inquiry members were informed:

- A leafleting campaign is underway utilising connections in Pensioner Clubs, Council Tenant Forums, Independent Living Services, Community Resource Team, Meals on Wheels, Day Centres, Lunch Clubs, Bingo Halls, Hospitals, Schools and Parent Portals, Carers Network, Unpaid Carers, Care Forum, Telecare and places of worship.
- DigiVans advertising the Council's services will be placed in areas of lower take up.
- Community Inclusion Officers and staff from hubs/day centres are encouraged to spread the word of help available.
- Staff have access to a 'Language Line' resource – frontline staff who engaged with this inquiry confirmed it worked well, however there was lack of awareness of the WITS service.
- At the time of the inquiry, advice services staff can speak over 29 community languages.
- Information on services available has been circulated to Elected Members with the request they spread the message with their residents

KF17

It was recognised by all stakeholders some individuals may not wish to seek assistance due to stigma and personal pride; changing society's perception around accessing help is a key barrier the council is working to address, particularly through the work of its community and engagement officers.

KF18

The council must ensure the language on council publication is correct – for example use the word entitlement instead of benefit and apply instead of claim. This could significantly help to address the barrier created by stigma and perception.

KF19

To improve access within specific cohorts such as the elderly or those with disabilities, the advice team:

- Hold drop-in sessions at local hubs and community centres
- Liaise with local groups
- Ensure staff have continuous training
- Apply for grants to widen service provisions and offers

KF20

For wards in Cardiff that do not have a hub, the service area engages with local community groups and external partners to offer drop-in sessions at community venues. Externals who work with the council on such community events informed Members the events are very successful.

KF21

The majority of stakeholders who engaged in this Inquiry, voiced the benefits of providing services to individuals face to face, as they felt this allowed for stronger interaction and subsequent support.

KF22

Some externals who engaged in this Inquiry stressed although hubs play a significant role in facilitating community engagement; it must be recognised that they are not the only route to gain community engagement. The council must place less

reliance on individuals going to hubs to access services. There must be a flexibility in service provision, with the council offering a range of different means to access services for example through, home visits and greater presence in public buildings and digital offers.

KF23

Relevant external organisations stressed to Members that those from BAME communities tend to be most comfortable engaging with people they trust such as faith leaders, or culturally related organisations. It is therefore crucial the council establish robust relationship with such figure points to ensure that trust is transferred.

KF24

Council senior managers and externals highlighted the importance of providing services away from local communities as many residents may not want to be seen accessing services close to where they live due to embarrassment.

However, when engaging with staff working in local hubs, they stressed the importance of individuals being able to access services locally as residents may be unable to travel due to mobility issues. In addition, externals highlighted some individuals may not be able to afford transport, and that an individual dealing with trauma or mental health may not be able to visit a busy environment such as Central Library Hub or have the confidence to wait for services for a lengthy period.

KF25

Partnership Working

It was acknowledged by all stakeholders' effective partnership working, and a robust referral process between the council and externals is key. In recognition of this, the council has strong relations with a number of external bodies and has also established a Cost-of-Living Task Force with membership comprising of 15 external partners:

- Citizens Advice
- Department for Work and Pensions

- Cardiff 3rd Sector Council
- Age Connect Cardiff
- WLGA
- Public Health Wales
- National Energy Action
- Cardiff Food Bank
- NEST
- Cardiff and Vale Credit Union
- NUS Wales
- Representation from Cardiff Housing Associations
- Llamau
- Cardiff & Vale College
- Welsh Water

KF26

The majority of externals engaged in this Inquiry confirmed they have a strong working relationship with the authority; those that didn't, would welcome a relationship including the ability to offer their services in hubs.

KF27

The Welsh Government initiative, the 'Regional Advice Network' has membership from third sector partner representation and Cardiff Council to enable the sharing of information knowledge and skills. However, some of the externals who engaged in this Inquiry did not have access to the forum or received dissemination of its information.

KF28

To stimulate a strong community context and knowledge of services available, many externals voiced they would welcome the council facilitating a partnership network which enabled information sharing and relationship building locally.

KF29

Public Awareness

The publication campaign surrounding the Council's support for cost-of-living assistance includes:

- Social and digital media
- Wales Online adverts and articles
- Radio advertising on Capital FM and Spotify
- City Centre posters – including a digital screen on Westgate Street.
- Digi vans
- Letters sent to all households across the city on a phased basis detailing the council support available
- Printed and digital leaflets distributed to all hubs across the city, and shared with partner organisations
- Leaflets provided to front-line council workers to offer their clients, with some leaflets translated into community languages such as Arabic, Polish, Bengali, Somali and Ukrainian.
- E-flyers circulated to the advice teams stakeholders lists for circulation, which comprises over 120 organisations.
- In-person promotion of services in St David's 2 on 4th November and 16th January 2023.

KF30

Senior council managers and externals confirmed raising public awareness can not only be done through a digital approach as this is not viable for certain cohorts. For this reason, more traditional routes such as leaflets, and letters to all households in Cardiff advising them of services is being deployed by the council.

KF31

Externals would welcome more partnership events between themselves and the council, such as 'one stop shops' which offers support in public buildings.

KF32

RECOMMENDATIONS

Following a review of the evidence received during this Inquiry, Members have agreed the following recommendations for Cabinet consideration:

Context

R1. To ensure support to residents is not delayed, undertake a review of all relevant internal processes that relate to both strategic and operational matters, identifying where simplification can occur. The review should be done in consultation with relevant managers and frontline staff. In particular, the review should consider the decision-making process in relation to:

- Cost of Living Discretionary Schemes
- Relocation of advice services
- Publication material

KF4, KF5, KF6, KF7

Demand

R2. Due to the current, and highly anticipated continued demand, invest in more long-term employment opportunities for advice staff members. This could be achieved through an increase in permanent positions, or where temporary contracts are deployed, a year-by-year basis is avoided wherever possible.

KF2, KF6, KF7, KF11

R3. To strengthen the council's mental health support, widen the partnership work with primary mental health services and mental health related organisations. In addition, look to enrol 'mental health champions' across the teams who can establish links with local mental health organisations, utilising the externals knowledge and training on offer.

KF7, KF8, KF9, KF10

R4. Introduce a target to monitor residents' waiting times in hubs for cost-of-living related support. The target should set a feasible waiting time and will help monitor levels of demand and evidence if additional resource is required. To ensure the target is achieved and lengthy wait times do not occur, or are reduced, alternative service provisions could be offered such as virtual or in-person appointments at set times.
KF7,8,11,14,16,23,25

Accessibility

R5. To strengthen the local model and its offering undertake a review. In particular, the review should consider:

- Increasing hub facilities, such as more Hubs offering 'free phones' to residents and phones can be used to access any freephone number.
- Ensure all hubs offer confidential areas for residents to receive support.
- Widening the access for grass-root organisations to hold pop-up spaces in local hubs, offering cost-of-living related support, particularly those who specialise in representing population groups where engagement levels are low.
- The internal information sharing within all council departments on the external support on offer; including how information detailing the days externals are present in local hubs is circulated.

KF3, KF7, KF8, KF11, KF12, KF13, KF14, KF18, KF20, KF21, KF25, KF27, KF32

R6. Hold more pop-up events, in partnership with local organisations, both within council owned buildings and those outside of council control where footfall is high, such as local supermarkets. Areas where council hubs are not present must also be at the forefront when determining locations.

KF3, KF7, KF8, KF11, KF12, KF13, KF20, KF 21, KF23, KF25, KF27, KF32

R7. Consider enhancing the flexibility of service delivery by offering home visits or virtual appointments (where appropriate).

KF15, KF16, KF23, KF25

R8. As a way of addressing public perception and stigma, continue to ensure within all cost-of-living related publication, words such as benefits, and claim are avoided – instead using words such as access and entitlement.

KF18, KF19

R9. To stimulate a feeling of trust between the council and individuals from minority backgrounds, and to strengthen the outreach and engagement with all cohorts of Cardiff communities, ensure workforce diversity within Cardiff's Advice Teams.

KF17,18,24,

Partnership Working

R10. To strengthen the city-wide offer to residents, explore the possibility of establishing a Neighbourhood Partnership which allows partners to share information and knowledge of local support. Learning should be applied from the Cost-of-Living Taskforce but wider membership should be applied, including:

- Wide ranging grass root and third sector organisations
- Community leaders

KF26,27,28,29

Introduction

8. At the 2022 Community and Adult Services Scrutiny Committee Work Programme Forum, Members agreed to undertake an Inquiry exploring Cardiff Council's support for residents with the cost-of-living. Remaining mindful of the nature of the issue, Members concurred on the need for the Inquiry to provide, timely, focused assistance to the Council in its review of services.
9. The establishment of this Inquiry was endorsed by the Council's Cabinet Member for Tackling Poverty and Supporting Young People, who noted he would welcome the committee's assistance and oversight on this matter when his suggestions on work topics for the committee was requested.
10. The task group reviewed a draft scope for the Inquiry at its first meeting and agreed for the terms of reference to be:

To assist the council in its response to the cost-of-living crisis, this Inquiry will:

- *Review issue-related council services and proposed action on offer to Cardiff residents.*
- *Examine the scope, remit, demand, capacity and join up of services on offer.*
- *Assess, in consultation with key stakeholders, community awareness and accessibility of services and schemes available.*

11. It was agreed that the Inquiry was to be chaired by Councillor Margaret Lewis with membership as follows:

- Councillor Saleh Ahmed
- Councillor Mike Ash-Edwards
- Councillor Claudia Boes
- Councillor Peter Littlechild
- Councillor Bablin Molik

12. To inform their considerations, Members agreed to hold a number of meetings as detailed in the ‘Inquiry Methodology’ section of this report.

Council Services

13. Cardiff Council’s Advice Services provide Cardiff residents with a range of support through different means. A brief overview of the teams within the Council’s Advice Services are captured below.

Money Advice Team (MAT) & Advice Line

MAT provides face to face support across the city in community venues such as Hubs, foodbanks, schools and supported accommodation (et al). The service also has an Advice Line allowing residents to access support via the telephone along with a dedicated website and webchat facility.

Services the team provides include:

- Maximising income by looking at people’s circumstance, providing help to apply for benefits, schemes and foodbank vouchers
- Help with grants and discounts
- Accessing schemes and discretionary funding
- Budgeting and low-level debt advice
- Supporting people who are in rent arrears or having difficulty paying their mortgage
- Helping people who are disabled via a specialist advisor

Into Work Advice Services

The Into Work team is a wraparound employment support service for people of working age 16+. Like the Money Advice Team, Into Work offers services in a range of community settings such as Hubs, support accommodation settings and schools. The service also provides ‘job clubs’ in 40+ locations across the city offering support with job applications and CV’s.

Within these teams, they are also specific projects, such as:

- Bright Start, Bright Futures for care experienced young people
- Local Supported Employment for adults with a learning disability or autism
- Refugee Employment Support Programme
- Community Digital Support Team
- The Adult learning team offers bespoke training packages for those wishing to change career
- Cardiff Works; the Council's temporary recruitment agency; has also introduced courses for those where an entry test to be part of the Cardiff Works pool would not be suitable, for example where English isn't someone's first language.
- Volunteering team

Housing Solutions and Prevention

The Housing Solutions and Prevention Team provides support to people living in Cardiff who are struggling to remain in their homes. The team assist clients who are threatened with homelessness to remain in their homes or assists them with securing alternative accommodation, usually in the private sector.

At the time this Inquiry was conducted, Members were informed the Housing Solutions and Prevention team are working toward rolling out a face-to-face prevention service across all hubs in the city.

14. In addition, the council's Welfare Liaison Team provides council tenants with one-to-one help with income maximisation and budgeting. The team works from Hubs, hospitals, sheltered housing along with providing council tenants with home visits.
15. In addition to specific teams, the council also provides the following support to assist residents with financial concerns as detailed below:

Rent Arrears Pathway

The Rent Arrears Pathway was launched in April 2021 and offers 'one front door' to residents who are struggling to pay their rent. Clients are provided with rapid help, advice and practical support.

Mortgage and Debt Officers

These officers have recently been aligned with the Advice Services, moving from the Housing Options Centre. Mortgage and Debt Officers provide support to those in mortgage arrears. In 2021/2022 the team assisted 131 clients with mortgage or debt arrears with a 94% success rate.

Warm Welcome Spaces

Autumn 2022, saw 'Warm & Welcome spaces' launched across Cardiff's hubs and libraries and at Llanover Hall. Providing residents with a dedicated space that offers free tea and coffee, library provision, Wi-Fi, public PC use, and tablet hire. In October 2022, it was reported 750 Cardiff residents had made use of the spaces. When Inquiry Members questioned the limitations of this service due to hub opening times, they were informed demand for the provision would be monitored to inform consideration of providing this space out of hours, whilst considering the current economic and fiscal challenges.

To further support the Warm Welcome Spaces initiative, Cardiff Council and Cardiff Third Sector Council have partnered to deliver a 'Loneliness and Isolation' fund which provides successful applicants a grant of up to £1,500 towards setting up a warm and welcome space in their community buildings.

Alongside this, a Welsh Government 'Warm Spaces' fund was also made available, offering £500 to local groups to provide their own welcome spaces. The Council was involved in managing applications for this fund with applications for the grant open for three weeks.

During the Inquiry, Members were informed the reason for the short time frame (within round one, of a two round process) for applications to be submitted was due to limitations set by the Welsh Government. It was acknowledged this in turn may

have resulted in difficulties for organisation being able to apply. Inquiry Members wish to stress the importance of the council, or relevant partners, clearly and widely communicating such initiatives with potential beneficiaries, including the full detail of the application process when short time frames are applied.

Food and Fuel Champions

Food and Fuel Champions provide practical advice across the city's Hubs. Between 10th October 2022, to early November 2022, 798 people have been supported by the Council's Food and Fuel Champions

Free Phones

Some Council hubs also benefit from 'free phones' allowing residents to make phone calls to companies; helping to save money on their utility bills. During the Inquiry, Members heard from hubs who offer the phones how useful and popular they are. One hub Inquiry Members visited, didn't offer this service and the frontline staff advised offering this to their residents would prove useful.

16. During the inquiry, Members were also informed designated cost of living 'Information Stations' have been placed in every hub across the city, which provide residents' with information and practical tips on how to reduce costs and save money. Although the majority of hubs visited by Members held good stations on display, Members did hold concerns that there was inconsistency across the hubs. With some hubs benefiting from more leaflets, and one Hub visited not having a visible, well-resourced station but instead a turnstile with one cost-of-living related leaflet on display.

Welsh Government's Cost of Living Discretionary Scheme

17. Welsh local authorities were provided £25m (nationally) under the Welsh Government's 'Cost of Living Discretionary Support Scheme'. The Scheme can be used to support households in need of assistance with their living costs. Each local authority can determine its use of the discretionary scheme as it deems appropriate.

18. As part of the inquiry, Members were informed Cardiff Council has used their allocation to enhance the support on offer to those on benefits, and those experiencing in-work poverty. How the scheme has been distributed and its allocation is detailed in the below bullet points.

- Enhance the Discretionary Housing Payment scheme
Allocated budget £700,000.
- One-off payments applications via the Money Advice Team
Allocated budget £700,000.
- Fuel Voucher Scheme
Allocated budget £50,000.
- £150 payment for those affected by the benefit cap
Allocated budget £205,000.
- £150 payment for those in receipt of Free School Meals⁶
Allocated budget £300,000.
- Payments to those require care struggling with the cost of living
Allocated budget £50,000.

19. Inquiry Members were informed payment of the above schemes are mostly paid within 5 days, and, as of October 2022, Cardiff Council has paid over £289,814.46 to households via the above six schemes.

20. It was confirmed to Members the Cost-of-Living Discretionary Scheme has proven particularly useful as it allows staff to assist those who may not qualify for wider, national, schemes. Given the extent of the scheme's benefits, coupled by the understanding this scheme is expected to end in its entirety in 2023, presented significant concerns for senior managers in terms of future demand.

21. Over the course of the Inquiry, Members heard how some of the council's decision-making process within the cost-of-living support can add longevity to the process; hindering the team's ability to provide quick financial assistance to individuals or respond quickly to the national context.

⁶ That have not been awarded £150 through the main scheme

22. It is the Inquiry Members view that greater autonomy for the team and managers delivering services, will ensure offerings provided to Cardiff residents do not occur unnecessary delays. Although it is recognised if a decision may result in significant financial impact it must include prior executive oversight and decision, this should be relaxed for the more operational matters.
23. In a similar vein, externals who engaged with this inquiry highlighted the need and importance of flexibility in service delivery and provision; allowing staff to quickly respond to national context and avoiding lengthy processes wherever possible.

Demand for Services

24. As part of the Inquiry, Members requested evidence on the demand and use of the council's cost of living related services and received the following information:

MONEY ADVICE	OCT 2021 – MAR 2022	APR 2022 – SEPT 2022
Advice Provided to People	5,784	7,320
Total Amount Saved	£530,639	£679,896
Weekly Benefits Identified	£6,895,176	£10,183,176
Advice Line Calls Answered	28,433	27,804

INTO WORK	OCT 2021 – MAR 2022	APR 2022 – SEPT 2022
Number of people receiving Into Work Advice	27,797	36,745
Number of people known to have gained employment after support	514	563
Number of Employers assisted with recruitment	127	188
Number of people assisted with their claims for Universal Credit	2,152	2,940

Number of Volunteering Hours given to the Service	5,023	7,439
Number of Council Posts filled through Cardiff Works Placements	2,209	2,095

HOUSING SOLUTIONS	OCT 2021 – MAR 2022	APR 2022 – SEPT 2022
Housing Helpline Calls	18,206	27,978
New Tenancy Interviews	356	388
Waiting List Interviews	1524	1699
The percentage of households threatened with homelessness successfully prevented from becoming homeless	85%	80%
Total No. of households successfully prevented from becoming homeless.	1073	669
Amount of Prevention Funding spent to keep people in their own homes	-	£50,935
Rent Arrears Pathway	1,379 supported across the scheme 1/4/21 – 31/3/22.	1,367 total supported via the scheme – 425 tenancies saved.

Welfare Liaison Team	OCT 2021 – MAR 2022	APR 2022 – SEPT 2022
Total Number of Tenants Supported	Data not available due to change in reporting.	1,153
Total Benefits Gained	£1,710,855	£1,599,139
Rent Related Benefits Gained	£21,000	£12,728
Potential Savings for Tenants Identified	£1,718,859	£667,628
Rent Arrangements made	£23,855	£27,651

25. In November 2022, it was reported that since April 2022, the Council's Advice Line have assisted almost 32,000 residents. The main calls received related to Welsh Government support grants such as Winter Fuel Payments, Cost-of-Living Payments, as well as emergency support for those struggling with the cost of living.

On average, over 81% of queries were resolved at first contact, although the current cost-of-living crisis has also increased the amount of more complex enquiries being received by the team. It was noted by Inquiry Members that due to time constraints; they were unable to fully investigate the Advice Line's offering within this work.

26. When Inquiry Members were informed that at busy times in Central Library Hub, residents could be waiting up to 2-3 hours to be seen, staff confirmed Central Hub does operate on a ticketing system which does provide an estimated wait time. Further, the hub has also trialled an 'appointment based' system but found individuals were not returning for help or showing up at their allocated time.
27. Whilst individuals are waiting to be seen at Central Library Hub, 'floor advisors' will triage those waiting to ensure they are waiting for the service best suited to their need. In addition, the teams also undertake surveys with residents accessing services to assist in identifying areas for improvement.
28. To manage demand, Inquiry Members were informed the following is monitored on a weekly basis:
 - Number of people supported by Advice Teams
 - % of calls answered by the Adviceline
 - Waiting times for the Money Advice and Welfare Liaison team
 - Numbers of people using the Warm and Welcome Spaces
 - Balance of funds administered by the authority
29. Council officials confirmed services at present can cope with the level of demand, though there is concern with the continued rise in popularity; compounded by the uncertainty of support available once government initiatives end in March 2023.
30. Given the increased demand on services, Inquiry Members questioned how services were prioritised. They were informed services are constantly reviewed by assessing numbers and waiting times, and where some teams may be quieter those staff may be reallocated onto busier teams.

Staff Training

31. Inquiry Members were informed staff within the advice services receive an initial training induction programme. Staff then receive training on an ongoing basis, with information also being disseminated via email on a frequent basis.
32. The majority of staff who engaged with this Inquiry appeared satisfied with the level of training provided and recognised the need for its high frequency citing they had received training on a wide range of topics such as trauma informed and react training, BSL, safeguarding, mental health, all being cited as examples.

Staff Capacity

33. As part of the inquiry, Members wished to explore staff capacity. The following evidence was received, which detailed team capacity, as of November 2022:

Money Advice Staff including Advice Line:

Money Advice = 27 Members of staff

Advice Line = 16 Members of staff

Food & Fuel Champions = 4 members of staff

Into Work Advice Service Staff

136 members of staff

Housing Solutions & Prevention Staff

Housing Solutions & Prevention = 44 members of staff

Housing Helpline = 16 members of staff

Welfare Liaison Team Staff

20 members of staff

34. Inquiry members were also informed many of the council's advice teams' benefit from the support of volunteers.

Support for Council Staff

35. A key concern shared by all stakeholders who engaged in this Inquiry was around the wellbeing of staff delivering advice services, and their access to support services confidentially; providing staff with reassurance that any personal issues or support they need to discuss, can be dealt with privately and not known within their team. Externals also shared the concern of staff wellbeing, stating staff wellbeing is imperative due to the continued increase demand and the complexity of cases presenting.
36. Over the course of the Inquiry, frontline staff confirmed to Inquiry Members, they can access services confidentially should they require (as the system benefits from restricted viewing access), and they feel their wellbeing is constantly being reviewed by managers. The ethos and team spirit amongst the staff and management also appeared positive with strong working relations and team spirit presented. Although frontline staff did advise due to the increased demand and resulting pressures; an increase in staff numbers is required.
37. In relation to the wider cohort of council staff accessing service; the Advice Team have created an information video which is promoted internally to all council staff. There is also a dedicated section on the council's intranet page which leads to the Money Advice Team's information site. In addition, information on the services available has also been added to staff's payslips.
38. Regarding staff wellbeing, a key issue raised by both staff and managers, was that a significant majority of advice team members are grant funded with a small element core funded. As such, grant funded staff tend to be on year-on-year contracts. This stimulates a high level of anxiety amongst staff, particularly when considering the national context. Given the likelihood that the demand on services will continue for some time, Inquiry Members felt providing staff in this field with a greater level of job security should be a key priority.
39. When they met with the Welsh Government representative, Inquiry Members raised this concern over the number of staff in Advice Services on temporary contracts, mainly as a direct consequence of annual funding.

40. The Welsh Government representative confirmed the key reason for why the Welsh Government provides annual funding is due to the way they are themselves funded from UK government. As a result, they have the same limitations and concerns as local authorities.
41. The Welsh Government representative did advise the 2022-23 budget settlement did include an indicative 3-year funding proposal, however it will be revisited due to the current financial context.
42. The Welsh Government representative recognised all local authorities in Wales are pushing for less annual funding and the Welsh Government and Centre for Excellence is exploring how it can provide more certainty around funding.
43. Externals also shared the local authorities concerns regarding funding, and voiced their frustration with duration of funding they receive, stating this leads to the same issues surrounding staff wellbeing.

Accessibility

44. The council's advice teams can support anyone living in Cardiff. Where a customer is deemed to live outside of the local authority, the teams will help to connect the customer with the support services in their own local authority area.
45. People can access the council's cost of living related services in a variety of ways. An individual can self-refer (by making direct contact with services), or they can be referred to the teams by partner organisations. People can receive support over the phone through the Advice Line, or receive face to face advice in community hubs, food bank locations, hostels/supported accommodation settings, schools and other venues when the teams hold outreach sessions.
46. For self-referrals, support can be provided immediately on the day; for referrals from partner organisations, a delay of up to 48 hours can occur while contact is made and referrals triaged accordingly.

47. At point of entry, an individual is assessed or triaged with the view they are then placed with the right team, first time.
48. Most individuals who approach the council's Advice Services tend to be at crisis point. In recognition of this, it became apparent to Inquiry Members that the sooner an individual engages with support the less interventions required. In line with this, the council's advice teams work toward a 'tell us once approach'. It is also for this reason, why the service area recognises and concurs with Inquiry Members on the need to ensure strong, accessible routes to its services, for all populations groups.
49. Inquiry Members heard from frontline staff having all services located under 'one roof' in Cardiff's Central Library Hub; strengthens the referral process and 'tell us once' approach.
50. However, when inquiry Members visited local hubs they were informed by staff present they provide baseline advice surrounding cost-of-living support. Although all staff stated they would always try their utmost to fully assist an individual with any query, they confirmed they do often need to signpost the individuals to the advice teams; meaning they are unable to assist them immediately.
51. It is the Inquiry Members view that since the pandemic, many population groups, particular the elderly, are no longer able, or confident to leave their local community. They feel this is a key reason why full access to the council's range of services must be made available locally. Externals seemed to concur with this view, emphasising the need for services to be offered where an individual feels safe, which could be within their own home environment.
52. To increase accessibility, a new section on the Money Advice Team's website (www.cardiffmoneyadvice.co.uk), is being created, which will allow residents to search for various types of cost-of-living support in their area, by list or map view. This will include information about food banks, food pantries, community fridges and local organisations that can offer support.

53. Although Inquiry Members recognise the importance in ensuring good digital means to the council's Advice Services, they do wish to stress that not all of Cardiff's population groups will be able, or wish, to access services through such means.

Joint Working

Internal Working

54. In order to ensure the council provides a joined up, holistic service, Inquiry Members were informed excellent internal partnership work has been developed across a number of council services including the Money Advice Team, Tenant Support, Independent Living services, community hubs, and the Allocations Team. However, from their engagement with externals, it appeared to Members internal communication could be strengthened.

55. In addition, the advice teams also work closely with the council's education department and youth services by working closely with internal programmes such as Early Help and Flying Start to ensure help with challenges such as childcare costs are also delivered to those who may require it.

56. The frontline staff from Cardiff's Central Library Hub confirmed to Inquiry Members, that in their view the pathway process into Council services, or the process of referral toward external organisations is effective and robust.

Working with Externals Partners

57. The Council's Cost of Living Taskforce aims to identify priorities for those affected by the cost-of-living crisis. Securing the commitment of partners and funding opportunities, sharing good practice and marketing, and developing ways to enhance work by Cardiff Council, the third sector and other public sector bodies to support residents.

58. During the Inquiry, Members were informed the Money Advice Team have an 'advice contract' with Citizens Advice which has been in place since 2016, with the two services working together and co-locating in Central Library Hub and several out-of-town hubs on a timetable basis⁷.

59. In addition, the Money Advice team also works closely with Credit Union and 'Action in Caerau and Ely'. The Into Work team has also established strong relationships with external partners such as the University Hospital of Wales to deliver a Project SEARCH programme and offer work experience within their premises.

60. The council also has strong working relations with local foodbanks and has provided direct support to Cardiff Foodbank by grant funding £46,000 via the Household Support Fund to purchase food stocks.

61. During the Inquiry, Members engaged with the local food bank, who confirmed they hold a strong working relationship with the council and the two organisations work together to:

- Provide cost of living leaflets detailing the council's advice services with each food parcel.
- Money advice officers attend 9 Cardiff Foodbanks a week providing help and support to those accessing food parcels.
- Money advice team provide training to foodbank volunteers to ensure their knowledge is current and able to give accurate information and signposting effectively.
- Through the council's Meals on Wheels teams, distribute food parcels when the hubs are closed for seasonal holidays such as Christmas and Easter.
- The Advice Service have also supported the foodbank with essential item purchases via the Household Support Fund.

⁷ For information purpose the funding provided under this contract is just for Central Library Hub, not outreach services.

62. In line with the council's work with the local foodbanks; Inquiry Members wish to stress the need for the council to ensure culturally appropriate food offers are made available.

63. Other partnership working mentioned to the Inquiry Members included:

- YMCA
- Cardiff & Vale Health Board
- Job Centre
- All leading housing associations

64. Externals who engaged in this Inquiry advised the Regional Advice Network and Dewis Cymru does provide a level of assistance for informing them of local support. However, the offering of a wider neighbourhood partnership would prove extremely useful when working to ensure strong, joined-up, local cost-of-living support.

65. Externals also confirmed it would be useful for the council to publicise more widely who it has commissioned, so smaller organisations can work with them.

66. Externals further stressed to Inquiry Members that local organisations are community experts and their offering should be fully utilised by the council.

Public Awareness

67. All stakeholder who engaged in this inquiry reiterated the importance of council services being advertised as universal to all, regardless of the individual's circumstances and income. Although it is recognised not all grants/schemes will be available for those earning above a certain threshold, and so in some instances discretionary funding may be used, and each case will be dealt with on its own merit.

68. Working within the ethos of promoting services as universal to all, the council's Advice Services are working to ensure all schemes are widely and clearly

promoted to all Cardiff residents. Senior managers also placed emphasis on the need to collaborate with the third sector to maximise resources, reduce duplication and strengthen the reach. Inquiry Members heard how the advice teams engages with over 50 local networks to help with the distribution of the campaign's publication material.

69. Inquiry Members noted the work to increase publication and questioned why the 'pop-up' stations being placed in St David's 2, is occurring once in November 2022 and one in January 2023. Members queried why they would not be present during the month of December, when footfall at that location would likely be higher due to the festive period. At the same time, Members also queried if they could also be placed in other locations across the city. In the response, Members were informed the reason for not increasing the pop-ups was largely due to resource constraints.

70. Inquiry Members raised the challenge, and need, to remove the stigma around claiming benefits. Inquiry Members felt it was essential Cardiff residents' are supported to understand that support on offer is not a 'hand out' but help they are entitled too. All stakeholders who engaged in the inquiry also recognised this challenge and the need to address it.

71. The importance of cross-party working among Councillors was also raised, along with the significant role of Councillors in ensuring Cardiff residents are aware of the council support on offer.

72. When Inquiry Members explored how the service area looks to raise awareness amongst the ethnic minority population, Members were informed the council's Advice Service is linking in with local Mosques and other places of worship as well as key community leaders to discuss distributing community leaflets and offering briefing sessions on the types of support available.

73. Another particular population group the service area are looking to target to increase awareness is those who reside in private rented sector properties. It was

confirmed the council’s advice teams have strong relationship with the Landlord Forum, however, as not all landlords engage with the forum the team are working toward strengthening their reach within this group.

INQUIRY METHODOLOGY

This report uses the evidence gathered by the task group to make key findings and recommendations to the Cabinet in respect of the current arrangements for supporting residents with the cost of living. To achieve this, the task group received evidence from the following witnesses:

Date of Meeting	Witnesses
<p>Meeting 1 – 7 Nov 2022 <i>‘Setting the Context’</i></p>	<p>Cllr Peter Bradbury (Cabinet Member for Tackling Poverty and Supporting Young People) Cllr Lynda Thorne (Cabinet Member for Housing & Communities) Helen Evans (Cardiff Council’s Assistant Director, Housing & Communities) Hayley Beynon (Operational Manager – Advice) Sam Gane (District Hub Manager) Khalid Osman (Into Work Co-Ordinator) Emma Dennett (Benefit Assessment Manager)</p>
<p>Meeting 2 – 17 Nov 2022 <i>‘Observe services and meet frontline staff and clients – Cardiff Central Library Hub’</i></p>	<p>Frontline staff & members of the public accessing services.</p>
<p>Meeting 3 – 18 Nov 2022</p>	<p>Cardiff & Vale Citizens Advice Cardiff & Vale Credit Union</p>

<p><i>‘Roundtable: Public demand, Awareness & Access’</i></p>	<p>Cardiff Foodbank Community Housing Cymru Welsh Women’s Aid Diverse Cymru Gypsy & Traveller Wales Riverside Advice Welsh Government</p>
<p>Meeting 4 – 28 Nov 2022 <i>‘Observe services and meet frontline staff and clients – Butetown Hub, Penylan Library & Community Centre, Fairwater Hub’</i></p>	<p>Frontline Staff & Members of the public accessing services.</p>
<p>Meeting 5 – 9 Dec 2022 <i>Summing up Meeting</i></p>	<p>Inquiry Members</p>

The key findings and recommendations are the unanimous view of the task group. Details of all evidence considered by the task group and used in the preparation of this report is available for inspection upon request

LEGAL IMPLICATIONS

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. Any report with recommendations for decision that goes to Executive/Council will set out any legal implications arising from those recommendations. 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. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

FINANCIAL IMPLICATIONS

There are no direct financial implications arising from this report. However, financial implications may arise if and when the matters under review are implemented with or without any modifications

COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE MEMBERSHIP



Councillor Ali Ahmed



Councillor Bablin Molik
(Chair)



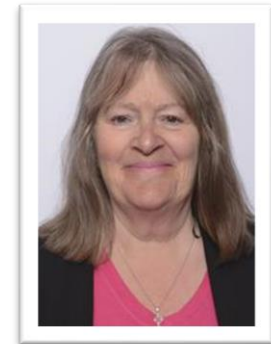
Councillor Saleh Ahmed



Councillor Mike Ash-Edwards



Councillor Claudia Boes



Councillor Sue Lent



Councillor Margaret Lewis



Councillor Peter Littlechild



Councillor Mary McGarry

TERMS OF REFERENCE OF THE COMMUNITY & ADULT SERVICES SCRUTINY COMMITTEE

To scrutinise, measure and actively promote improvement in the Council's performance in the provision of services and compliance with Council policies, aims and objectives in the area of community and adult services, including:

- Public and Private Housing
- Disabled Facilities Grants
- Community Safety
- Neighbourhood Renewal and Communities First
- Advice & Benefit
- Consumer Protection
- Older Persons Strategy
- Adult Social Care
- Community Care Services
- Mental Health & Physical Impairment
- Commissioning Strategy
- Health Partnership

To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, joint local government services, Welsh Government-sponsored public bodies and quasi-departmental non-governmental bodies on the effectiveness of Council service delivery.

To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures which may enhance Council performance and service delivery in this area.

To be the Council's Crime and Disorder Committee as required by the Police and Justice Act 2006 and any re-enactment or modification thereof; and as full delegate of the Council to exercise all the powers and functions permitted under that Act.

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Appendix 2
CASSC Inquiry - Cardiff Council's Support to Residents with the Cost-of-Living
Recommendations

Recommendation	Accepted / Partially Accepted / Not Accepted	Comments
Context		
<p>1. To ensure support to residents is not delayed, undertake a review of all relevant internal processes that relate to both strategic and operational matters, identifying where simplification can occur. The review should be done in consultation with relevant managers and frontline staff. In particular, the review should consider the decision-making process in relation to:</p> <ul style="list-style-type: none"> • Cost of Living Discretionary Schemes • Relocation of advice services • Publication material 	Accepted	<p>Processes are regularly reviewed. We have already simplified some processes such as the application for Free School Meals and ask for the minimum amount of evidence allowable for support schemes, where we have the discretion to do so. This helps to make the process of claiming and administering payments quicker. However, the application process of some benefits and grants that are funded by Central or Welsh Government dictate eligibility and evidence requirements and these requirements have to be abided by.</p> <ul style="list-style-type: none"> - Currently there are no specific Cost of Living Discretionary schemes. Should this change, we will consider the process that was used previously and amend to provide simplification where required and link this with Action 1 below. - We regularly review the location of our Advice Services, looking at data in terms of footfall and where able,

		<p>add additional resources to areas in high demand. We have also recently expanded our services to include schools and supported accommodation venues as locations where advice sessions are provided. We also work with our partners, to ensure that we are not duplicating efforts but are providing services where there is a need.</p> <p>Action 1 - We will carry out a full review of our website and publication material by September 2023, ensuring it is accurate and up to date and available in community languages.</p> <p>Action 2 - A task and finish group will be set up with managers and frontline staff to investigate, and then implement, any additional changes to processes to make any existing and planned processes simpler. This will be completed by December 2023.</p>
Demand		
<p>2. Due to the current, and highly anticipated continued demand, invest in more long-term employment opportunities for advice staff members. This could be achieved through an increase in permanent positions, or where temporary contracts are deployed, a year-by-year basis is avoided wherever possible.</p>	<p>Partially Accepted</p>	<p>There are a significant number of permanent members of staff with the service. However, unfortunately, funding has historically often only been allocated on a year-by-year basis and therefore posts have reflected this. This is similar to many advice services across the</p>

		<p>sector as grant funding is often relied on to provide resources.</p> <p>Support is provided to staff and to date, though funding streams have changed there have been very few members of staff that have no had contracts renewed.</p> <p>With the introduction of the Shared Prosperity Fund, funding is in place until 2025, which has allowed us to commit to these posts for 3 years, which we hope will bring some additional stability to officers.</p> <p>We also have a dedicated bid writer that continues to bid for further funding opportunities.</p> <p>We will consider whether or not to increase the number of permanent posts to be funded temporarily but will continue to be mindful of the financial resilience risk in the event of grant funding being reduced to such a significant level that permanent posts may need to be deleted. Officers will work with finance colleagues to mitigate within the parameters of finite and increasingly constrained budgetary allocations.</p> <p>Action 3 – To work with finance colleagues identifying crucial posts that although may</p>
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		be funded temporarily could be made into permanent posts, being mindful of the financial resilience risk in the event of grant funding being reduced.
<p>3. To strengthen the council's mental health support, widen the partnership work with primary mental health services and mental health related organisations.</p> <p>In addition, look to enrol 'mental health champions' across the teams who can establish links with local mental health organisations, utilising the external knowledge and training on offer.</p>	Accepted	<p>Support to staff is provided by seniors and managers who are always on hand should officers require. Officers also have access to the CareFirst service and the Council's Employee Counselling Service. However, we are aware that our frontline staff deal with many vulnerable clients who have been through very difficult times. It is therefore vital that we strengthen support on hand from within our teams.</p> <p>Action 4 – To create 'mental health champions' in our teams by September 2023 Staff will be made aware of who these champions are and who they can talk to. Training will be sourced for these champions but will not replace the professional service that is already provided, instead it will aim to help signpost to further help where required.</p>
<p>4. Introduce a target to monitor residents' waiting times in hubs for cost-of-living related support. The target should set a feasible waiting time and will help monitor levels of demand and evidence if additional resource is required. To ensure the target is achieved and lengthy wait times do not</p>	Accepted	<p>We are committed to reducing waiting times in our Hubs. Prior to the Covid pandemic, we set targets and monitored waiting times for the Money Advice Team in some of our Hubs. This was not possible in all Hubs at the time due to system restrictions.</p>

<p>occur, or are reduced, alternative service provisions could be offered such as virtual or in-person appointments at set times.</p>		<p>We can provide general information and advice over the phone, through our Adviceline and can also provide lower-level advice, referrals and signposting through our webchat. We have also provided appointments on Microsoft Teams and Facetime, where appropriate. Finally, appointments can be made in people's homes where a phone call is not sufficient or clients are not able to access Hubs, due to a disability perhaps.</p> <p>In our experience, appointments are not the most effective use of officers' times. This has been trialled previously and there were a large number of no shows. This resulted in officers waiting for 10 minutes with no customer before calling someone else from the drop-in queue. This caused further delays and was far from effective. However, if someone specifically asks for an appointment, where possible we do try and accommodate this.</p> <p>Action 5 – To reintroduce a target for waiting times for the Money Advice Team. This could be completed for Central and Ely Hubs by May 2023 (as there is a calling in system in place that records wait times) and could be reported on and monitored via Housing & Communities Core Data. Further</p>
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		<p>exploration of IT systems will be required to understand how and if this can be implemented in other Hubs and locations. This investigation and viability report /assessment will be completed by February 2024.</p>
<p>Accessibility</p>		
<p>5. To strengthen the local model and its offering, undertake a review. In particular, the review should consider:</p> <ul style="list-style-type: none"> • Increasing hub facilities, such as more Hubs offering ‘free phones’ to residents and phones can be used to access any freephone number. • Ensure all hubs offer confidential areas for residents to receive support. • Widening the access for grass-root organisations to hold pop-up spaces in local hubs, offering cost-of-living related support, particularly those who specialise in representing population groups where engagement levels are low. • The internal information sharing within all council departments on the external support on offer; including how information detailing the days externals are present in local hubs is circulated. 	<p>Accepted</p>	<p>All Hubs have freephone access. The public phones are pre-set with numbers for useful organisations such as the DWP and utility companies. We will review the pre-set numbers by June 2023 in our Hub phones to ensure the most relevant and up to date numbers are included.</p> <p>If a customer needs to phone any other appropriate organisation or their landlord, then they can use Hub Officers’ phones.</p> <p>All our Community Hubs have confidential areas and offices that customers can use if a confidential conversation is required. Penylan does not have this space as it is a library and has not been transformed into a Community Hub.</p> <p>The teams work together to deliver Cost of Living event days and also attend other community events where pop-up spaces and stalls provide information advice and guidance.</p>

		<p>A significant amount of work has already been carried out to ensure that Council staff are aware of the help on offer. This has included briefing sessions for Managers and Senior Managers, via the Cardiff Managers forum and the Equality Network Chairs meeting. The team also added Cost of Living information on staff payslips and added information, leaflets and videos on the intranet. Advice staff hosted pop up events for council staff to receive help and support at their places of work, for example in Lamby Way and County Hall. Trade Union Representatives and Councillors were also briefed and kept up to date with the support available for Council Staff.</p> <p>Action 6 – District Hub Managers to actively engage with local communities in collaboration with the Advice and Into Work Advice managers to put on events across the year in their local communities. This information is to be shared with the Council’s Communications Team, so internal staff are aware.</p>
<p>6. Hold more pop-up events, in partnership with local organisations, both within council owned buildings and those outside of council control where footfall is high, such as local supermarkets. Areas where</p>	<p>Accepted</p>	<p>Events are hosted jointly across the Advice Team and are held in high footfall areas across the city. Over the past 6 months, Cost of Living and Employment/Recruitment events have been held in city centre</p>

<p>council hubs are not present must also be at the forefront when determining locations.</p>		<p>shopping centres, supermarkets, places of worship, primary and secondary schools, food banks, at community fun days and on busy shopping streets. The team will continue to work with community groups and third sector organisations to link in with existing engagement events.</p> <p>Action 7 – In partnership with organisations and as a follow on from Action 6, at least 4 pop up events are to be held across the city throughout the year.</p>
<p>7. Consider enhancing the flexibility of service delivery by offering home visits or virtual appointments (where appropriate).</p>	<p>Accepted</p>	<p>Home visits are already available to those who cannot access our face-to-face provision and where a phone call may not suffice in dealing with the issue in hand. We will be increasing web chat availability over the year and already make use of Microsoft Teams, Facetime and WhatsApp video for clients who request this.</p> <p>The teams also work closely and refer seamlessly into the Floating Support Service and Independent Living Service who can provide additional help and support for people in their own home where appropriate.</p>
<p>8. As a way of addressing public perception and stigma, continue to ensure within all cost-of-living related publication, words such as benefits, and</p>	<p>Accepted</p>	<p>Action 8 - In conjunction with Action 1, a full review of terminology will also be carried</p>

<p>claim are avoided – instead using words such as access and entitlement.</p>		<p>out when reviewing our publications. This will be completed by September 2023.</p>
<p>9. To stimulate a feeling of trust between the council and individuals from minority backgrounds, and to strengthen the outreach and engagement with all cohorts of Cardiff communities, ensure workforce diversity within Cardiff’s Advice Teams.</p>	<p>Accepted</p>	<p>We have always been proud that our face-to-face services, including our advice services are representative of the communities that we serve.</p> <p>A significant amount of work has been undertaken with the introduction of the Cardiff Works Ready scheme, a recent development, designed to support those with no or little work experience from under-represented communities to secure temporary roles within the Local Authority, with the hope of them progressing into permanent employment. The Into Work Advice Service have recently employed a Community Engagement Coordinator to work as part of the Cardiff Works team to engage with communities who have historically not used Council Services or looked to work for the Local Authority; this has already proven to be successful with a number of young people from Southern Arc communities securing Trainee positions within Advice Services and has encouraged additional community engagement through association.</p> <p>Action 9 - As part of the overall Directorate Equality Action Plan we will continue to ensure the Advice Service area recruits from</p>

		<p>within our communities, including where new funding opportunities arise and from the introduction of new trainee posts. This will be monitored as part of the Adults, Housing & Communities Equality Action Plan.</p>
<p>Partnership Working</p>		
<p>10. To strengthen the city-wide offer to residents, explore the possibility of establishing a Neighbourhood Partnership which allows partners to share information and knowledge of local support. Learning should be applied from the Cost-of-Living Taskforce but wider membership should be applied, including:</p> <ul style="list-style-type: none"> • Wide ranging grass root and third sector organisations • Community leaders 	<p>Partially Accepted</p>	<p>The Cost-of-Living Taskforce was set up in September 2022 as a direct result of the crisis, bringing together organisations in a multi-agency approach to ensure a joined-up way of supporting the communities we serve. There is a specific focus on collaborative working, funding opportunities, sharing of resources and local intelligence. The Taskforce continues to meet monthly despite a reduction in press coverage of the crisis, to ensure residents of Cardiff are fully supported.</p> <p>In addition to this there are regular ‘Anchor Group’ meetings with Community Leaders and grass root / third sector organisations. These meetings were set up during the Covid pandemic and have continued as members found them useful. These are chaired by the Council and allow local knowledge to be shared and importantly, disseminated to other groups. The creation of a Neighbourhood Partnership would duplicate this work.</p>

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ANNUAL PROPERTY PLAN 2023/24**INVESTMENT & DEVELOPMENT (COUNCILLOR RUSSELL
GOODWAY)****AGENDA ITEM: 9**

Reason for this Report

1. To approve the Annual Property Plan 2023/24.

Background

2. The Council's land and property estate is considerable, with property running costs representing the second largest call on the Council's budget after staff costs. Changes to the way in which the Council delivers its services is inextricably linked to the management of its operational property estate and therefore strategic estate management offers an ongoing opportunity to support improved efficiency and service delivery. This is particularly relevant to the delivery of new corporate objectives such as the One Planet carbon reduction targets, and implementation of the Hybrid Working model.
3. Land and property management is a key strategic activity which aligns the Council's service and financial objectives with the property estate. It ensures optimisation of property assets to support the Council's business goals and objectives. The requirement for effective land and property management is based on treating property as a corporate resource which forms the basis of the County Estates team and Corporate Landlord principles.
4. In December 2021, Cardiff Council adopted a five-year Corporate Property Strategy 2021-2026 setting out a framework within which all Council property related matters are to be managed. The Cabinet approved Strategy, entitled "*Leaner and Greener*", established a series of targets over the five-year period designed to support core corporate objectives relating to service delivery, regeneration and the Council's budget.
5. The Annual Property Plan (APP) is the annual report which serves as the implementation plan for the Strategy in each relevant year. The information set out within the APP contributes towards the five-year targets set out in the Corporate Property Strategy 2021-26, reporting the transactions completed from the previous financial year, as well as the transactions

planned for the current financial year. The APP also provides updates on any relevant property projects or initiatives and their relevance to the Corporate Property Strategy.

6. An update on selected key issues relevant to the Council's property estate in 2023/24 is described below.

Issues

Hybrid Working

7. Development of the Council's Hybrid Working accommodation strategy is at an advanced stage. This is a significant workstream in the context of the Council's operational estate, particularly in regard to County Hall & City Hall (Core Office Strategy report to Cabinet on 22 June 2023), as the outcome will have an impact on the Council's future office requirements. Specific governance has been established to manage Hybrid Working and Core Office work streams.

Regeneration

8. Utilisation of the Council's land and property assets is fundamental to the delivery of large-scale regeneration schemes aligned with the Council's economic development and well-being initiatives. Examples include the International Sports Village and the Atlantic Wharf masterplan. These schemes are of a scale that require specific governance and individual cabinet reports. Regeneration schemes also take place on a smaller scale to deliver specific community or economic development objectives. For example, the recent regeneration of Maelfa in Pentwyn. The related land and property transactions are reported through the Annual Property Plan.
9. Given the community impact of major regeneration schemes it is important to ensure appropriate consideration is given to equality impact and future generations. County Estates work closely with service areas to ensure that all proposed transactions detailed in the APP 2023/24 (see **Appendix 1**), have been considered in regard to Equality Impact Assessments.

Housing

10. The Council's Housing targets remain a significant corporate priority. The Corporate Property Strategy established the principle that any Council owned sites declared surplus to requirements should firstly be assessed for suitability to meet Housing Revenue Account (HRA) housing objectives. This is a key element of the decision-making process when disposing of surplus land assets. From 2023/24, a defined timescale is to be proposed and agreed to allow Housing to undertake the required due diligence on sites prior to appropriation. Prompt and decisive decision making is essential as part of the Council's governance process to ensure that any costs of holding onto property are minimised. This includes maintenance liabilities, insurance obligations as well as operating costs such as security.

11. Any appropriation to the HRA, however, is required to be supported by an approved viability assessment; the site value and development cost be affordable within the HRA budget and be completed promptly to ensure the holding costs to the Council are minimised. Council capacity to implement alternative uses for sites should also be considered to ensure any new housing or regeneration benefits are delivered promptly, rather than sites remaining vacant for some time.
12. The appropriation of general fund sites to the HRA has made up a significant proportion of the annual capital receipt targets in previous years. As new housing programmes are developed, it is anticipated further appropriations will be required to ensure an adequate supply of suitable sites. These are reported through the APP, established corporate asset management governance and within specific HRA governance.

School Organisation Programme (SOP)

13. Implementation of the Sustainable Communities for Learning Band B Programme is ongoing. The replacement Fitzalan High School on Leckwith Road is nearing completion and handover, and the St Mellons CiW Primary is also progressing well on site. A number of other projects are progressing through the design phase, including the Fairwater Campus and the new Willows High School. The programme has successfully developed Net Zero Carbon (NZC) standards for new build schools and improved procurement processes. Welsh Government has supported strategic land transactions to enable the implementation of the programme, such as the acquisition of the former HMRC site at Ty Glas, Llanishen, with demolition now underway.
14. The SOP strategic plan establishes principles for decision making and priorities. As there is limited land available within the Council's estate, there may be a requirement for further acquisitions and disposals to support future projects, working with Welsh Government to support funding and affordability of any options to be considered. The Additional Learning Needs (ALN) provision is a key objective in 2023/24 and any transactions relating to this or any other scheme will be reported through Cabinet and also outlined in the Annual Property Plan in future years.

Depots Review

15. A review of the Council's depot estate will commence in 2023/24. The review will align with the key themes of the Corporate Property Strategy, taking into consideration carbon impact, revenue requirement, impact on planned and routine maintenance, service needs and historic maintenance liabilities, capital requirements. It will also consider the added dynamic of any EV fleet / vehicle charging requirements and align with the imminent Cabinet report on the Fleet Strategy in Q3 of 2023/24.

Land

16. The Council's estate includes considerable land assets principally used either operationally for purposes such as education, recreation and public open space or is held of planning purposes to deliver future development

and regeneration. Where land becomes surplus to service requirements it is assessed to determine the most appropriate future use. This includes potential alternative operational uses by other service areas to deliver different services – i.e. a change of use. However, in some instances the land is declared surplus to Council requirements and can be considered for disposal.

17. The delivery of various Council objectives is dependent on the availability of land. Examples include established regeneration programmes such as Housing and SOP. More recently, One Planet Cardiff and the Council’s objectives relating to sustainability and carbon reduction have introduced land dependent projects, such as Coed Caerdydd.
18. Finally, the Council has a capital receipts target to support the capital programme. Consideration will be given to the delivery of each requirement for land and any recommendations will be made on a case-by-case basis.

APP Targets

19. The Corporate Property Strategy 2021-26 identified five performance targets to be achieved by the end of the strategy. Each year, the APP determines targets to be achieved annually that contribute to the overall strategy target.

2022/23 – end of year summary

20. Table 1 shows the APP 2022/23 performance. The Annual Property Plan is a dynamic process and the annual transaction list is subject to change throughout the year. A variety of factors will influence the timescale and progress of property projects, such as market forces, changing operational requirements and other external factors / decisions sometimes outside of the Council’s control. Some transactional delays and revised project timescales have resulted in selected transactions being moved to 2023/24. The proposed property targets will still be achieved; however, over a longer timescale than first projected.

	Carbon reduction	Priority 1 works commissioned	Running Cost reduction	General Fund Capital Receipts	Investment estate target
2022/23 Target	Maintain current position	100%	£100k	£5.5m	n/a (5 year target)
2022/23 Achieved	-2%	100%	£88k	£3.12m	n/a

Table 1. Annual Property Plan result 2022/23

2023/24 – new targets

21. Table 2 shows the targets proposed for 2023/24. These targets have been calculated from the projected impact of the transactional list detailed in Appendix 1 together with any additional transactions originally approved in APP 2022/23 and now forecast to complete in the current financial year.

The general fund capital receipts target reflects previous experience of a proportion of the full list identified in year transactions being delayed and rolled over to following years owing to factors outside of the Council's control.

	Carbon reduction	Priority 1 works commissioned	Running Cost reduction	General Fund Capital Receipts	Investment estate target
Target	Maintain current position	100%	£1.6m	£3m	n/a (5 year target)

Table 2. Annual Property Plan targets 2023/24

Carbon reduction in the Built Environment

22. The carbon reduction target tracks the contribution of property towards the built environment stream of the One Planet Cardiff Strategy. The Corporate Property Strategy 2021-26 set a target of reducing the carbon footprint in the Built Environment by 30% by 2025/26.
23. In 2022/23, a slight decrease in carbon emissions was observed from the previous year. This was largely attributed to the reduced use of Council properties resulting from Hybrid Working, and to the lifting of COVID-19 measures such as building ventilation etc. Significant decreases may not be seen until later years of the Corporate Property Strategy and the One Planet Cardiff Strategy due to the time required for large schemes to be devised, procured, and implemented.
24. The Corporate Property Strategy sets out the key areas of focus to permanently reduce the built environment carbon footprint including:
 - **Modernisation** of the estate through physical interventions;
 - **Behaviour change** through more efficient use of our properties;
 - **Passive decarbonisation** of the grid; and
 - **Rationalisation** of property.
25. Modernisation of the estate is the most challenging area of focus due to the resource, time, scale and complexity associated with the type of physical interventions required to make a significant reduction to carbon footprint in buildings.
26. Refit has been used previously as a means to implement such interventions, but recent modelling shows that even if an estate wide refit programme could be devised (which is very unlikely given the scale and resource required), then this would need to be complemented with other capital works outside existing budget allocations in order to meet the One Planet Cardiff carbon reduction target within the current timescale.
27. Nineteen school sites have previously benefited from Refit programmes delivering an average of 13% carbon reduction. A new Refit programme is being developed which will again include schools but will also be extended to the corporate estate. Due to the scale of works required to meet One Planet Cardiff carbon reduction targets, Refit 2023/24 will be the largest

programme thus far. The aspiration is to progress a programme value of £3m in the first year, however the detail of the programme is still being developed and will be subject to a separate cabinet report later in 2023/24, setting out a business case for investment in sites.

28. A combination of rationalisation, behaviour change, passive decarbonisation and modernisation will likely result in a significant reduction to the carbon footprint of the corporate estate in the next few years. However, achieving the same degree of reduction in the schools estate is significantly more challenging given the statutory operational requirements of the service, types of properties, potential disruption, and scale and cost of the interventions required. Further work is ongoing to fully articulate the options and requirements to meet the Built Environment carbon reduction target. Further One Planet Cardiff progress updates, including Built Environment details, will be presented to Cabinet in due course.
29. The legislation on Energy Performance Certificates (EPC) changed in April 2023 and, as Landlord, the Council is required to hold an EPC for each asset and that the asset obtains a certain grade of energy performance ranging between A-G. An estate wide survey programme (operational and leased assets) is underway to ascertain the EPC rating of all properties and whether works are needed to achieve the new legal performance rating.
30. The initial EPC survey programme is proposed to be met within existing revenue budgets. Depending on the results of the surveys and the requirement for works, additional capital budget may be required in excess of existing asset renewal allocations in order to comply with this evolving new legislation. Future asset renewal priority allocation will be required to consider these works in future years. Survey results are expected to be returned in Q3/Q4 of 2023/24.

Priority 1 works

31. Modernisation of the estate describes the planned investment, repair and improvement of the councils corporate and education properties. The Corporate Property Strategy sets a target of ensuring all priority 1 works identified (through surveys, suitability assessments and statutory maintenance) are commissioned on an annual basis through a planned works programme. This was achieved in 2022/23 with c.£31m works commissioned in total, £2m in the corporate estate and £29m in the schools estate.
32. The draft programme in 2023/24 has a provisional total works value of £37m, split £2m corporate and £35m education. This programme is still in development and subject to affordability, grant allocation and contractor availability. The programme is comprised of works identified through condition and compliance surveys. A key piece of ongoing work relates to the alignment of planned capital works (asset renewal) with carbon reduction modernisation proposals. It is important that going forward these work streams are planned together and complement each other to ensure maximum value for money and impact within the retained estate.

33. In recent years following COVID-19, the cost of construction has increased across the UK considerably. In 2022/23 an increase of up to 60% for materials such as cement, timber and steel compared to pre-Covid levels was observed. Further analysis of the current market conditions indicate that construction costs will remain close to this increased state through 2023/24. This also impacts revenue maintenance costs and statutory compliance related works. Further work is underway to fully understand this increase in the context of annual asset renewal and revenue maintenance budget allocation.
34. Despite the significant recent investment in essential repairs, risks and challenges remain due to the age of the estate. Regular non-planned reactive works are still required on a regular basis, some of which are significant. Examples include Cathays Library, Mansion House, Albany Primary School, Marlborough Primary School and Roath Park Primary School, Tremorfa Nursery structural works; Gwaelod Y Garth demountables and various stonework related issues.
35. In recent years, surveys and practical works have revealed that water leaks and drainage issues resulting from end-of-life infrastructure, particularly in the Education estate, are becoming an increasing priority within asset works programmes. As these are emerging issues undergoing further investigation, they may result in the need for further works outside currently allocated capital and revenue repair budgets.
36. In 2023/24, County Estates will work with Finance colleagues to reaffirm the spend criteria for the asset renewal budget and the principle that capital works relate to improvement and day to day maintenance and repair is undertaken using property revenue budgets. It is acknowledged that this approach is highly likely to require a realignment or increase to existing revenue budgets, particularly if considering an alignment between budget allocation and UK construction cost increases. Examples include minor improvement works such as small scale roof repairs, drain and gutter clearances etc that, if left unattended, lead to larger capital repairs in the future.

Running cost reduction through relinquishment

37. The Corporate Property Strategy 2021-26 identifies a £6m reduction target over the course of the strategy. The principle means of achieving savings is through rationalisation of the Council's operational footprint. The implementation of Hybrid Working, and reviews of the operation estate are anticipated to deliver larger running cost savings in later years of the strategy.
38. The cost of energy has risen significantly over the last 18 to 24 months. Cardiff Council is part of a UK wide consortium via CCS (Crown Commercial Services), which includes all other public sector bodies. The CCS purchases the Council's power and gas on the market over a set period of time. The Council has large economies of scale to support achieving the very best prices on the market and negate as much risk as possible. As such, the

Council has been protected from the widely publicised energy spikes, with the increases not filtering through until April 2023.

39. Both the CCS and Cardiff Council's in-house Energy Team continue to monitor the utility markets and work closely with finance to set budgets. The prevailing sentiment is that the current financial year will be the highest in terms of cost with gas and electricity unit prices doubling in some instances. It is anticipated that although prices will not go back down to historic levels (pre-COVID), trend analysis shows a softening of the market from 2024. The market is expected to remain high until at least 2030.
40. The Council has acquired a number of property assets for various service areas to deliver Council services which are managed until occupied or developed, often whilst remaining vacant. The Council also holds assets that have been declared surplus or are going through a consultation process. The holding costs need to be identified at an early stage and managed in conjunction with the relevant service teams and supporting financial advice. Additionally, a dedicated resource has been created within County Estates to adequately coordinate management of vacant property and protect these assets on a day-to-day basis. It is important this is supported through the property decision making process, to ensure holding costs and liabilities can be minimised and the responsibility for such costs are clearly identified.

Capital Receipts

41. Capital receipts from the disposal or appropriation of general fund land and property is critical to support the Council's capital programme. An original target of £40m was established in 2018 to be delivered over the following five years, made up of £25m of general disposals and £15m of SOP disposals. That original timeline would have ended in April 2023, at which point c.£13m of disposals had been made, the vast majority of which were made up of non-SOP related disposals.
42. Owing to the Covid related disruption and delays to the delivery of SOP related land, at the time of the approval of the Corporate Property Strategy 2021-26, the progress was reviewed and a new target of achieving £25m of capital receipts by 2025/26 was established during the five-year period of the Strategy. In the first relevant year 2021/22, £2.2m general fund receipts were achieved, whilst during 2022/23 a total of £3.1m was achieved.
43. In some instances, all or part of capital receipts received from selected disposals is ringfenced to deliver project specific investments. For example, the former Glan Morfa school site will now be appropriated to the HRA in 2023/24, as well as land at the former Llanedeyrn Family Centre and St Teilo's School, with the capital receipt captured to include provision for ring-fenced sums for new school pitches and other relevant community proposals.
44. Whilst it is currently anticipated that general fund receipts will be close to the original target original anticipated total of £25m by the end of the 2021-

26 strategy period, it is noted that the total Capital Receipts sums being raised are not currently sufficient to reach the original £40m target.

45. Other Council policies and objectives developed since 2018, such as Coed Caerdydd and the Greening agenda, have also had a bearing on the ability to sell land originally considered suitable for sale into the private sector.

Investment Estate

46. The Investment Estates currently produces an income of c.£4.25 million which supports delivery of wider council services and provides a strategic land holding which may also complement operational requirements.
47. The Corporate Property Strategy identifies a £600k net increase in rental income by 2025/26. This is not tracked in the APP on an annual basis due to the generally infrequent nature of significant transactions in the portfolio. However, it is managed through established governance process, and it is noted that in the first two years of the five-year strategy the income has increased by c.£202k to c.£4.28m from a commencing income of £4.08m in 2020/21.
48. The Red Dragon Centre is managed on a standalone basis and is subject to separate governance linked to the arena masterplan. Since the site was acquired, the Centre has been managed by the Council's retained asset manager Savills, in conjunction with input from specialist letting agents, as well as in liaison with the Estates and Major Projects teams. Regular monitoring and income reporting is in place with the Council's Estates and Finance teams.
49. Recent regulations and activity across the UK have aimed to control any investment primarily for yield. The Council's Investment Estate will continue to be managed with a commercial approach, completing outstanding lease events and where opportunities arise, seek to re-gear leases and potentially re-let at higher commercial market rents.
50. Where a decision is taken to dispose of an investment asset, this may have a short-term adverse impact on income receivable, until the disposal proceeds are re-invested. In the medium to long term, reinvestment will be targeted to sustain and improve the Estate's longer term income profile.
51. A draft report "Investment Management Practices 2023/2024" has been completed which identifies/adopts the relevant principles and practices required in Investment Property activities to comply with the Chartered Institute of Public Finance and Accountancy (CIPFA) Treasury Management Code of Practice (2021). This aims to set out the principal risks of managing the investment property estate, how they are mitigated, decision making, governance, reporting of past performance and risks to future income of the estate, capacity and skills. It is a key requirement of the CIPFA code that such practices are developed, embedded in processes and reviewed regularly to ensure up to date. These practices are to be considered via the Asset Management governance process.

52. The report will maintain a risk register to recognise and alleviate some of the principal risks associated with Investment Property activities. The Risk Register is to be reviewed through the Investment Estate Working Group which meets monthly.
53. Staff engaged in Investment Property activities will be made aware of this document and the rules relating to their responsibilities. All staff engaged in Investment Property activities must observe the instructions and recommendations stated in the document.
54. The Council has successfully acquired the leasehold interests in four public houses that were formally owned and operated by Brains across the city. The Council already owned the freehold interest in these properties and therefore now has the unencumbered freeholds to consider for disposal on a case-by-case basis. A number of these properties are being brought forward for disposal in 2023/24 as per programme list.

Non-Operational Estate

55. In 2022/23, the Non-Operational Estate benefitted from the recruitment of new staffing resources to meet the management requirements identified in the APP 2022/23. This resource has been used to ensure a proactive approach to case work and management of new leases generated from surplus operational assets.
56. The retail parades sit in the non-operational portfolio and disposal of parades has contributed towards the capital receipt target in previous years. Further retail parade sales are included in the APP 2023/24 and the intention is to sell these via auction throughout the year. As retail parade disposals lead to a loss of revenue when sold, the impact of this loss of income will need to be considered when bringing forward future retail parade disposals.
57. In addition to the retail parades, other selected non-operational assets have been assessed and declared surplus to Council requirements. Some of these assets are let on commercial terms and, therefore, disposal gives rise to a permanent loss of income. The financial impact of this needs to be managed in the context of the Council's budget process.

Budgets

58. In addition to setting out the proposed property transactions for the forthcoming year, the Annual Property Plan provides an update on progress towards meeting the 5-year performance target commitments in the Corporate Property Strategy. The Council's property estate has not historically been managed on a full life-cycle cost basis. As such, over the years, the Council has built up a significant maintenance backlog that is not provided for in the Council's capital programme. This situation is exacerbated by the current requirement to reduce the Council's carbon footprint.

59. The Annual Property Plan therefore seeks to retain assets with the lowest maintenance/carbon liability, and to dispose of assets with the highest liability where that is possible. Allocated revenue and capital budgets for maintenance are not sufficient to meet the full list of priority works and therefore priority is given to ensuring the Council's assets remain Health & Safety compliant.
60. Any investment required that falls outside of allocated revenue and capital budgets needs to be brought forward through the Council's established property governance arrangements on a case-by-case basis subject to Cabinet approval as required.

Local Member Consultation

61. Member engagement will take place through the implementation of the plan.

Reasons for Recommendations

62. To enable Cabinet to approve the Annual Property Plan 2023/24.

Financial Implications

63. The successful delivery of outcomes in this property plan should both be aligned with the Capital Programme approved in March 2023 and provide assurance that the appropriate level of funding is available. The Annual Property Plan also needs to be underpinned by an effective and robust governance and assurance framework that delivers clear and measurable results through informed and prompt decision making.
64. The report raises a number of areas where there are potential adverse financial implications. This includes:
 - the backlog of repairs and maintenance to property
 - the holding costs of property purchased or deemed surplus to requirements awaiting a confirmed way forward on future approach
 - the impact of new Energy performance regulations on the investment estate
 - the income lost when properties which generate income to support the existing budget are sold to generate a capital receipt
 - increasing costs of construction, day to day repairs and compliance impacting on existing revenue and capital budgets and the sustainability of the existing property estate.
65. It is essential any commitments arising from the overall property strategy, this annual plan and individual property transactions are identified as part of options appraisals for properties. The historic backlog of repairs and maintenance of properties makes such option appraisals essential in any, buy, retain, rationalise or dispose of decision making. The Annual Property Plan acknowledges in paragraph 59 that current budgets are not sufficient to meet the pressures in all areas, but it should be noted that if such pressures exist and are intended to be considered along with other competing priorities, they need to be clearly demonstrated, prioritised, be

affordable and aligned to the budget framework so that risks and any mitigating actions and alternative funding sources can be considered.

66. Any costs charged as capital should ensure a budget is in place, the impact on wider planned programme is considered and also that such costs meet the eligibility to defined as capital expenditure (e.g. being a significant enhancement). To do otherwise would make the capital budgets already approved and the borrowing that underpins them unsustainable.
67. In respect of the Council's One Planet Strategy and decarbonisation targets, several initiatives such as refit, behaviour change, passive decarbonisation of the grid and rationalisation of property are considered to contribute to future changes to the carbon footprint for the Authority. Any plans and programmes which develop from these initiatives will need part of an overall agreed strategy rather than a piecemeal approach and be supported by robust business cases which clearly identify the funding source and provide assurance that they remain affordable within the Council's overall financial position. It is suggested that a future cabinet report will consider the overall strategy and how schemes such as REFIT fit in to that overall strategy and the financial implications, achievability and deliverability of commitments in respect to decarbonisation and energy efficiency.
68. Where the report refers to schemes such as Atlantic Wharf Masterplan, Core Office Strategy, International Sports Village etc, the financial implications of such strategies are considered by those specific Cabinet reports so are not repeated here. Specific property proposals may often be the subject of specific Cabinet reports (e.g. Pentwyn Leisure Centre and St David's Hall), with specific financial implications included in those proposals.
69. The appendix to this report highlights a list of known property transactions that may be undertaken during the year. Each such transaction will need to be considered as part of this existing governance and due diligence process as set out in the constitution. This will be dependent of factors such as value, ownership, viability assessments, where the proceeds are requested to be earmarked for an alternative approved purpose etc.
70. The report provides an update on the target for non-earmarked capital receipts set in 2018/19 and now extended to 2025/26. Capital receipts from the disposal or appropriation of General Fund land and property are intended to support the Council's capital programme. The report identifies that the target for 2023/24 is £3m. Where capital expenditure is undertaken on the basis of future receipts, this represents a risk to increasing the level of the Council's borrowing.
71. Lost income from sites to be disposed of towards capital receipts targets that are not part of the investment property estate will have an impact on the property budget and will need to be managed within the existing budget or as part of the increased income target. Where such sites are to be disposed of, there needs to be a clear rationale for disposal as part of the Council's governance processes including consideration of yield lost and the extent of any liability inherent in the asset which forms the rationale for disposal.

72. Where proposals are reliant on the generation of earmarked receipts, there is a risk to the budget framework and unplanned increases to the level of borrowing if such receipts are not realised in terms of value and timing. Where additional sites are acquired to meet strategic aims, the holding costs and VAT implications should be a key financial consideration of the business case development at an early stage.
73. Where properties are the subject of lease agreements, monitoring and enforcement of tenants' obligations to repair should be taken to ensure liabilities do not fall back on the Council. In the event of liabilities being accepted (after a robust options appraisal) then these will need to be managed within existing resources and prioritised with other commitments. Where any new Community leases are proposed to be approved, these should be supported by a robust business case including consideration of sustainability of any entity to manage and operate that asset.
74. Where the Council has entered into lease agreements for its use of properties or land, regular review of the use of such properties needs to be undertaken to ensure decisions can be made in advance of any options periods identified in the lease. Any such options appraisal will need to include any dilapidations payable as well as the benefits in terms of savings in expenditure where the property can be relinquished. Where there are such leased properties, provisions should be created for future lease costs such as dilapidations as part of the continued use of such sites.
75. The report identifies that Investment Estate Practices to accord with CIPFA regulatory requirements and guidance have been developed. Such practices are in place to ensure that risks, reporting of performance (past and future), capacity, skills and governance process is in place to manage such assets. Such practices should be embedded as part of existing processes and updated at least annually in line with the requirements.
76. An additional income target of £600,000 for investment property has been set as part of the budget by 2025/26 through completion of outstanding leases, regearing of leases and relets at higher commercial market rents. This target will need to be tested and continually reviewed to ensure it is at an achievable level and is not based on the acquisition of new commercial investment solely for yield.
77. The annual property plan update sets out the income from the existing property estate. In order to ensure that the council complies with reporting requirements set by CIPFA Codes of Practice for all such income generating assets and consideration of any potential impacts on financial resilience, the approach to governance and performance reporting should be tested and clearly identified.

Legal Implications

78. This report highlights property transaction proposed by the Council for the forthcoming year. It is expected that prior to entering into any transactions, a specific decision on that transaction will be made in accordance with the

Council's decision-making processes according to the relevant values, upon which specific legal advice can be provided on the proposed terms.

79. The Council has an obligation to ensure value for money in its management, acquisition and disposal of land and property as public assets. The Council's Acquisition and Disposal of Property Procedure Rules in Part 4 of the Council's Constitution sets out the matters to be considered with reference to Property transactions.

Equalities & Welsh Language

80. In considering this matter the decision maker must have regard to the Council's duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a) Age, (b) Gender reassignment, (c) Sex, (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h) Sexual orientation (i) Religion or belief –including lack of belief.
81. 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.
82. 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 an Equalities Impact Assessment. The decision maker should be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

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

83. The Well-being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales – a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible. In discharging its duties under the Act, the Council has set and published well-being objectives designed to maximise its contribution to achieving the national well-being goals. The well-being objectives are set out in Cardiff's Corporate Plan 2023-26.
84. 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 wellbeing objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.

85. 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

86. 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 online using the link below:

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

HR Implications

87. The report refers to the Cabinet report on Core Office Strategy (22 June 2023), which outlined that far less office space will be required in the future following the adoption of the Hybrid Working Model framework. The human resources implications of this strategy were considered in the Cabinet report so are not repeated here.

88. Following the publication of the Workforce Strategy for the period 2023-2027, it is acknowledged that the Hybrid Working Model will continue to operate where it meets organisational needs.

89. The Council as a major employer within Cardiff and the wider region wishes to attract, retain and develop the best talent. To remain competitive in a fast-changing labour market, the Council is currently developing a Hybrid Working Policy which may result in employment contractual developments.

90. Trade unions will be consulted on the draft Hybrid Working Policy.

Property Implications

91. All property considerations are described in the report.

RECOMMENDATIONS

Cabinet is recommended to:

- i) Approve the Annual Property Plan 2023/24 Transactions List (Appendix 1) and Annual Property Plan 2023/24 (Appendix 2).
- ii) Note the potential revenue and capital investment requirements needed to ensure ongoing compliance in existing areas and also in respect of emerging legislation, such as works relating to Energy Performance Certificates.

SENIOR RESPONSIBLE OFFICER	Neil Hanratty Director of Economic Development
	7 July 2023

The following appendices are attached:

Appendix 1: Annual Property Plan 2023/24 Transactions List

Appendix 2: Annual Property Plan 2023/24

APPENDIX 1

Proposed APP programme of transactions for 2023/24:

Subject to due diligence

Operational Property Transactions			
Property	Ward	Tenure	Action / Status
Roath Library	Adamsdown	Freehold	SELL / LONG LEASE
Former St Isan Care Home	Llanishen	Freehold	Transfer to Housing Revenue Account
Moorland Community Centre	Splott	Freehold	Transfer to Housing Revenue Account
Land at former Llanrumney High – Changing Rooms	Llanrumney	Freehold	LEASE
Land at former Llanrumney High – Pitches	Llanrumney	Freehold	LEASE
First Floor Pontcanna Changing Rooms	Riverside	Freehold	LEASE
Adamsdown Community Centre, Metal Street	Adamsdown	Freehold	LEASE
Riverside Play Centre	Riverside	Freehold	LEASE
Mynachdy Community	Gabalfa	Freehold	LEASE

Land Disposals			
Property	Ward	Tenure	Action / Status
Land at Epstein Close, Danescourt	Llandaff	Freehold	SELL
Land at former Youth Hostel, Wedal Road	Plasnewydd	Freehold	SELL
Land adjacent to Chestnut Retail Parade	Fairwater	Freehold	LONG LEASE
Land adjacent to Ton-y-Bwlch Cottage	Tongwynlais	Freehold	SELL
Land adjacent to Bishopston Road Retail Parade	Caerau	Freehold	SELL
Land at Chartwell Drive	Lisvane	Freehold	SELL
Land adjacent to Llangrannog Road Retail Parade	Llanishen	Freehold	SELL

Investment Estate Transactions

Willows Public House	St Mellons	Freehold	SELL
The Retreat	Pentwyn	Freehold	SELL
Wolfs Castle Public House	Llanishen	Freehold	Transfer to Housing Revenue Account
Unit 14 Ipswich Road (Greenfrog)	Penylan	Freehold	Option to lease

Acquisitions

Property	Ward	Tenure	Action / Status
Ty Countisbury	Llanrumney	Freehold	Under Offer
7A Neville Street	Riverside	Freehold	Under Offer
Land at Keen Road	Splott	Freehold	Under Offer
Land at Lewis Road	Splott	Freehold	Under Offer

Annual Property Plan 23/24



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**STRONGER
FAIRER
GREENER**



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1. Summary

The Annual Property Plan (APP) is an annual report that sets out the property programme for the forthcoming financial year and summarises key property related themes and programmes. The APP applies to the operational portfolio which comprises land and property used to deliver or support Council services, and also the leased Investment and Non-operational portfolios. The Property Strategy 2021-26 established property performance targets to be achieved over a five-year period. The APP reports progress towards these targets through completed land and property transactions. The APP also lists proposed transactions for the present year, seeking authority from cabinet to proceed.

The property strategy 21-26 identified five performance targets:

- **Carbon reduction**
Supporting delivery of the One Planet Cardiff strategy and contributing to net zero by 2030. Reduce the carbon footprint in the Built Environment by 30%.
- **Modernisation: Completion of all Priority 1 works**
Achieve 100% of Priority 1 programmed asset works in each financial year based on an annually reviewed rolling programme.
- **Efficiency: Running cost reduction**
Records the degree to which the Council is using its assets in a more cost-effective way and reducing revenue costs. Reduce the running cost by £6m.
- **Capital Receipts**
Commitment to ensure support to the Council's capital programme via disposal of land and property. Achieve £25m general fund capital receipts.
- **Investment Estate: Rental income**
Target to increase the rental income from leased property by £600k.

APP 23/24 Targets

Each year the APP determines targets to be achieved annually that then contribute to the strategy target. The 2023/24 targets are as below:

	Carbon reduction	Priority 1 works commissioned	Running Cost reduction	General Fund Capital Receipts	Investment estate target
Target	Maintain current position	100%	£1.6m	£3m	n/a (5 year target)

Table 1. Annual Property Plan targets 2023/24

2. Background

The Council's land and property estate is considerable, with property running costs representing the second largest call on the Council's budget after staff costs. Changes to the way in which the Council delivers its services is inextricably linked to the management of its operational property estate and therefore strategic estate management offers an on-going opportunity to support improved efficiency and service delivery. This is particularly relevant in the post COVID recovery period as services adapt to working in new ways and different environments, for example the adoption of Hybrid Working models.

Land and property management is a key strategic activity which aligns the Council's service and financial objectives with the property estate. It ensures optimisation of property assets to best support the organisation's business goals and objectives. The requirement for effective land and property management is based on treating property as a corporate resource which forms the basis of the County Estates team and Corporate Landlord principles.

In December 2021, Cardiff Council adopted a new five-year Corporate Property Strategy (2021-2026) setting out a framework within which all Council property related matters are to be managed. The Cabinet approved Strategy, entitled "*Leaner and Greener*", established a series of targets over the five-year period designed to support core corporate objectives relating to service delivery, regeneration and the Council's budget.

The Annual Property Plan (APP) is an annual document which serves as the implementation plan for the Strategy. The annual targets within the APP contribute towards the five year targets established within the Property Strategy, setting out the transactions completed from the previous financial year, as well as the transactions planned for the current financial year. The APP also provides updates on any relevant property projects or initiatives and their relevance to the property strategy.

An Annual Property Plan will be published for each year of the five year Corporate Property Strategy. Financial year 2021/22 was the first APP in the new strategy and APP 2023/24 is the third.

3. APP 22/23 performance

Table 2 shows the 2022/23 APP performance. The Annual Property Plan is a dynamic process and the annual transaction list is subject to change throughout the year. A variety of factors will influence the timescale and progress of property projects, such as market forces, changing operational requirements and other external factors / decisions sometimes outside of the Council's control. Some transactional delays and revised project timescales have resulted in selected transactions being moved to 2023/24. The proposed property targets will still be achieved, however over a longer timescale than first projected.

	Total estate Running cost reduction	Priority 1 works commissioned	Built Environment Carbon reduction	General Fund Capital Receipts
APP target 2022/23	£100,000	100%	Maintain current position	£5.5m
Achieved 2022/23	£88,000	100%	-2%	£3.3m

Table 2. Annual Property Plan targets 2022/23

Some transactional delays and revised project timescales have resulted in selected transactions being moved to 2023/24. The proposed property targets will still be achieved, however over a longer timescale than first projected.

4. APP 23/24 Overview

The Annual Property Plan (APP) is the annual report which serves as the implementation plan for the Strategy in each relevant year. The information set out within the APP contributes towards the five year targets set out in the Property Strategy, reporting the transactions completed from the previous financial year, as well as the transactions planned for the current financial year. The APP also provides updates on any relevant property projects or initiatives and their relevance to the Property Strategy.

Hybrid Working

Development of the Council's Hybrid Working accommodation strategy is at an advanced stage. This is a significant workstream in the context of the Council's operational estate, particularly in regards to County Hall & City Hall (Core Office Strategy, cabinet report 22nd June 2023), as the outcome will have an impact on the Council's future office requirements. Specific governance has been established to manage Hybrid Working and Core Office work streams.

Regeneration

Utilisation of the Council's land and property assets is fundamental to the delivery of large-scale regeneration schemes aligned with the Council's Economic Development and Wellbeing initiatives. Examples include the International Sports Village and the Atlantic Wharf masterplan. These schemes are of a scale that require specific governance and individual cabinet reports. Regeneration schemes also take place on a smaller scale to deliver specific community or Economic Development objectives. For example the recent regeneration of Maelfa in Pentwyn. The related land and property transactions are reported through the Annual Property Plan.

Given the community impact of major regeneration schemes it is important to ensure appropriate consideration is given to equality impact and future generations. County Estates work closely with service areas to ensure that all proposed transaction detailed in the APP (See table 4), have been considered in regards to Equality Impact Assessments.

Housing

The Council's Housing targets remain a significant corporate priority. The Property Strategy established the principle that any Council owned sites declared surplus to requirements should firstly be assessed for suitability to meet HRA Housing objectives. This is a key element of the decision-making process when disposing of surplus land assets. From 2023/24 a defined timescale is to be proposed and agreed to allow Housing to undertake the required due diligence on sites prior to appropriation. Prompt and decisive decision making is essential as part of the Council's Governance process to ensure that any costs of holding onto property are minimised. This includes maintenance liabilities, insurance obligations as well as operating costs such as security

Any appropriation to the Housing Revenue Account however, is required to be supported by an approved viability assessment; the site value and development cost be affordable within the Housing Revenue Account budget and be completed promptly to ensure the holding costs to the Council are minimised. Council capacity to implement alternative uses for sites should also be considered to ensure any new housing or regeneration benefits are delivered promptly, rather than sites remaining vacant for some time.

The appropriation of general fund sites to the Housing Revenue Account (HRA) has made up a significant proportion of the annual capital receipt targets in previous years. As new housing programmes are developed it is anticipated further appropriations will be required to ensure an adequate supply of suitable sites. These are reported through the Annual Property Plan, established corporate asset management governance and within specific HRA governance.

SOP

Implementation of the Sustainable Communities for Learning Band B Programme is ongoing. The replacement Fitzalan High School on Leckwith Road is nearing completion and handover, and the St Mellons CiW Primary is also progressing well on site. A number of other projects are progressing through the design phase, including the Fairwater Campus and the new Willows High School. The programme has successfully developed Net Zero Carbon (NZC) standards for new build schools and improved procurement processes. Welsh Government has supported strategic land transactions to enable the implementation of the programme, such as the acquisition of the former HMRC site at Ty Glas, Llanishen, with demolition now underway.

The SOP strategic plan establishes principles for decision making and priorities. As there is limited land available within the Council's estate, there may be a requirement for further acquisitions and disposals to support future projects. The ALN provision is a key objective in 2023/24 and any transactions relating to this or any other scheme will be reported through Cabinet and also outlined in the Annual Property Plan.

Depots Review

A review of the Council's depot estate will commence in 2023/24. The review will align with the key themes of the property strategy, taking into consideration carbon impact, revenue requirement, impact on planned and routine maintenance, service needs and historic maintenance liabilities, capital requirements. It will also consider the added dynamic of any EV fleet / vehicle charging requirements and align with the imminent Q3 2023/24 Fleet Strategy cabinet report.

Land

The Council's estate includes considerable land assets principally used either operationally for purposes such as education, recreation and public open space or is held of planning purposes to deliver future development and regeneration. Where land becomes surplus to service requirements it is assessed to determine the most appropriate future use. This includes potential alternative operational uses by other service areas to deliver different services i.e. a change of use. However, in some instances the land is declared surplus to Council requirements and can be considered for disposal.

The delivery of various Council objectives is dependent on the availability of land. Examples include established regeneration programmes such as Housing and SOP. More recently, One Planet Cardiff and the Council's objectives relating to sustainability and carbon reduction have introduced land dependent projects, such as Coed Caerdydd.

Finally, the Council has a capital receipts target to support the capital programme. Consideration will be given to the delivery of each requirement for land and any recommendations will be made on a case-by-case basis.

One Planet Cardiff – Carbon Neutral Built Environment

The carbon reduction target tracks the contribution of property towards the built environment stream of the One Planet Cardiff Strategy. The Property Strategy 2021-26 set a target of reducing the carbon footprint in the Built Environment by 30% by 2025/26.

In 2022/23 a slight decrease in carbon emissions was observed from the previous year. This was largely attributed to the reduced use of Council properties resulting from Hybrid working, and to the lifting of COVID-19 measures such as building ventilation etc. Significant decreases may not be seen until later years of the Property Strategy and the One Planet Cardiff Strategy due to the time required for large schemes to be devised, procured and implemented.

The Property Strategy sets out the key areas of focus to permanently reduce the built environment carbon footprint including:

- **Modernisation** of the estate through physical interventions
- **Behavior change** through more efficient use of our properties
- **Passive decarbonization** of the grid, and
- **Rationalisation** of property

Modernisation of the estate is the most challenging area of focus due to the resource, time, scale and complexity associated with the type of physical interventions required to make a significant reduction to carbon footprint in buildings.

Refit has been used previously as a means to implement such interventions, but recent modelling shows that even if an estate wide refit programme could be devised (which is very unlikely given the scale and resource required), then this would need to be complemented with other capital works outside existing budget allocations in order to meet the One Planet Cardiff carbon reduction target within the current timescale.

Nineteen school sites have previously benefited from Refit programmes delivering an average of 13% carbon reduction. A new Refit programme is being developed which will again include schools but will also be extended to the corporate estate. Due to the scale of works required to meet One Planet Cardiff carbon reduction targets, Refit 2023/24 will be the largest programme thus far. The detail of the programme is currently being developed and will be subject to a separate cabinet report later in 2023/24, setting out a business case for investment in sites.

A combination of Rationalisation, Behavior change, Passive decarbonization and Modernisation will likely result in a significant reduction to the carbon footprint of the corporate estate in the next few years. However achieving the same degree of reduction in the Schools estate is significantly more challenging given the statutory operational requirements of the service, types of properties, and scale and cost of the interventions required. Further work is ongoing to fully articulate the options and requirements to meet the Built Environment carbon reduction target. Further One Planet Cardiff progress updates, including Built Environment details, will be presented to cabinet in due course.

The legislation on Energy Performance Certificates (EPC) changed in April 2023 and as Landlord, the Council is required to hold an EPC for each asset and that the asset obtains a certain grade of energy performance ranging between A-G. An estate wide survey programme (operational and leased assets) is required to ascertain the EPC rating of all properties and whether works are needed to achieve the new legal performance rating.

The initial EPC survey programme is proposed to be met within existing revenue budgets. Depending on the results of the surveys and the requirement for works, additional capital budget may be required in excess of existing asset renewal allocations in order to comply with this evolving new legislation. Future Asset renewal priority allocation will be required to consider these works in future years. Survey results are expected to be returned Q3/Q4 2023/24.

Priority 1 works

Modernisation of the estate describes the planned investment, repair and improvement of the councils corporate and education properties. The Property Strategy sets a target of ensuring all priority 1 works identified (through surveys, suitability assessments and statutory maintenance) are commissioned on an annual basis. This was achieved in 2022/23 with c£31m works commissioned in total, £2m in the corporate estate and £29m in the schools estate.

The draft programme in 2023/24 has a provisional total works value of £37m, split £2m corporate and £35m education. This programme is still in development and subject to affordability, grant allocation and contractor availability. The programme is comprised of works identified through condition and compliance surveys. A key piece of ongoing work relates to the alignment of planned capital works (asset renewal) with carbon reduction modernisation proposals. It is important that going forward these work streams are planned together and complement each other to ensure maximum value for money and impact within the retained estate.

In recent years following COVID-19, the cost of construction has increased across the UK considerably. In 2022/23 an increase of up to 60% for materials such as cement, timber and steel compared to pre-Covid levels was observed. Further analysis of the current market conditions indicate that construction costs will remain close to this increased state through 2023/24. This also impacts revenue maintenance costs and statutory compliance related works. Further work is underway to fully understand this increase in the context of annual asset renewal and revenue maintenance budget allocation.

Despite the significant recent investment in essential repairs, risks and challenges remain due to the age of the estate. Regular non-planned reactive works are still required on a regular basis, some of which are significant. Examples include Cathays Library, Mansion House, Albany Primary School, Marlborough Primary School and Roath Park Primary School, Tremorfa Nursery structural works; Gwaelod Y Garth demountables and various stonework related issues.

In recent years, surveys and practical works have revealed that water leaks and drainage issues resulting from end-of-life infrastructure, particularly in the Education estate, are becoming an increasing priority within asset works programmes. As these are emerging issues undergoing further investigation, they may result in the need for further works outside currently allocated capital and revenue repair budgets.

In 2023/24 County Estates will work with Finance colleagues to reaffirm the spend criteria for the asset renewal budget and the principle that capital works relate to improvement and day to day maintenance and repair is undertaken using property revenue budgets. It is acknowledged that this approach is highly likely to require a realignment or increase to existing revenue budgets, particularly if considering an alignment between budget allocation and UK construction cost increases. Examples include minor improvement works such as small scale roof repairs, drain and gutter clearances etc that if left unattended lead to larger capital repairs in the future.

Running Cost reduction through relinquishment

The property strategy identifies a £6m reduction target over the course of the strategy. The principle means of achieving savings is through rationalisation of the Council's operational footprint. The implementation of hybrid working, and reviews of the operation estate are anticipated to deliver larger running cost savings in later years of the strategy.

The cost of energy has risen significantly over the last 18 to 24 months. Cardiff Council is part of a UK wide consortium via CCS (Crown Commercial Services) which includes all other public

sector bodies. The CCS purchase the Council's power and gas on the market over a set period of time. The Council has large economies of scale to support achieving the very best prices on the market and negate as much risk as possible. As such the Council has been protected from the widely publicised energy spikes with the increases not filtering through until April 2023.

Both the CCS and Cardiff Council's in-house Energy Team continue to monitor the utility markets and work closely with finance to set budgets. The prevailing sentiment is that the current financial year will be the highest in terms of cost with gas and electricity unit prices doubling in some instances. It is anticipated that although prices will not go back down to historic levels (pre-COVID), trend analysis shows a softening of the market from 2024. The market is expected to remain high until at least 2030.

The Council has acquired a number of property assets for various service areas to deliver Council services which are managed until occupied or developed, often whilst remaining vacant. The Council also holds assets that have been declared surplus or are going through a consultation process. The holding costs need to be managed in conjunction with finance and the relevant service team. Additionally, a dedicated resource has been created within SED to adequately manage vacant property and protect these assets on a day to day basis.

Capital Receipts

Capital Receipts from the disposal or appropriation of general fund land and property is critical to support the Council's capital programme. An original target of £40m was established in 2018 to be delivered over the following 5 years, made up of £25m of general disposals and £15m of SOP disposals. That original timeline would have ended in April 2023, at which point c.£13m of disposals had been made, the vast majority of which were made up of non SOP related disposals.

Owing to the Covid related disruption and delays to the delivery of SOP related land, at the time of the approval of the Corporate Property Strategy 2021-26, the progress was reviewed and a new target of achieving £25m of capital receipts by 2025/26 was established during the five year period of the Strategy. In the first relevant year 2021/22, £2.2m general fund receipts were achieved, whilst during 2022/23 a total of £3.1m was achieved.

In some instances all or part of capital receipts received from selected disposals is ringfenced to deliver project specific investments. For example, the former Glan Morfa school site will now be appropriated to the HRA in 2023/24, as well as land at the former Llanedeyrn Family Centre and St Teilo's School, with the capital receipt captured to include provision for ring fenced sums for new school pitches and other relevant community proposals.

Whilst it is currently anticipated that general fund receipts will be close to the original target original anticipated total of £25m by the end of the 2021-26 strategy period, it is noted that the total Capital Receipts sums being raised are not currently sufficient to reach the original £40m target.

Other Council policies and objectives developed since 2018, such as Coed Caerdydd and the Greening agenda, have also had a bearing on the ability to sell land originally considered suitable for sale into the private sector.

Investment Estate

The Investment Estates currently produces an income of c.£4.25 million which supports delivery of wider Council Services and provides a strategic land holding which may also complement operational requirements.

The Property strategy identifies a £600k net increase in rental income by 2025/26. This is not tracked in the APP on an annual basis due to the generally infrequent nature of significant transactions in the portfolio. However, it is managed through established governance involving Estates and Finance officers and it is noted that in the first two years of the five year strategy the income has increased by c.£202k to c.£4.28m from a commencing income of £4.08m in 2020/21.

The Red Dragon Centre is managed on a standalone basis and is subject to separate governance linked to the arena masterplan. Since the site was acquired, the Centre has been managed by the Council's retained asset manager Savills, in conjunction with input from specialist letting agents, as well as in liaison with the Estates and Major Projects team. Regular monitoring and income reporting is in place with the Council's Estates and Finance teams.

Recent regulations and activity across the UK have aimed to control any investment primarily for yield. The Council's Investment Estate will continue to be managed with a commercial approach, completing outstanding lease events and where opportunities arise, seek to re-gear leases and potentially re-let at higher commercial market rents.

Where a decision is taken to dispose of an investment asset, this may have a short term adverse impact on income receivable, until the disposal proceeds are re-invested. In the medium to long term, reinvestment will be targeted to sustain and improve the Estate's longer term income profile.

A draft report "Investment Management Practices 2023/2024" has been completed which identifies/adopts the relevant principles and practices required in Investment Property activities to comply with the Chartered Institute of Public Finance and Accountancy (CIPFA) Treasury Management Code of Practice (2021). This aims to set out the principal risks of managing the investment property estate, how they are mitigated, decision making, governance, reporting of past performance and risks to future income of the estate, capacity and skills. It is a key requirement of the CIPFA code that such practices are developed, embedded in processes and reviewed regularly to ensure up to date. These practices are to be considered via the Asset Management governance process.

The report will maintain a risk register to recognise and alleviate some of the principal risks associated with Investment Property activities. The Risk Register is to be reviewed through the Investment Estate Working Group which meets monthly.

Staff engaged in Investment Property activities will be made aware of this document and the rules relating to their responsibilities. All staff engaged in Investment Property activities must observe the instructions and recommendations stated in the document.

The Council has successfully acquired the leasehold interests in four public houses that were formally owned and operated by Brains across the city. The Council already owned the freehold interest in these properties and therefore now has the unencumbered freeholds to consider for disposal on a case-by-case basis. A number of these properties are being brought forward for disposal in 2023/24 as per programme list.

Non-Operational Estate

In 2022/23 the Non-Operational Estate benefitted from the recruitment of new staffing resources to meet the management requirements identified in the APP 2022/23. This resource has been used to ensure a proactive approach to case work and management of new leases generated from surplus operational assets.

The retail parades sit in the non-operational portfolio and disposal of parades has contributed towards the capital receipt target in previous years. Further retail parade sales are included in the 2023/24 Annual Property Plan and the intention is to sell these via auction throughout the year. As retail parade disposals lead to a loss of revenue when sold, the impact of this loss of income will need to be considered when bringing forward future retail parade disposals.

In addition to the retail parades, other selected non-operational assets have been assessed and declared surplus to Council requirements. Some of these assets are let on commercial terms and, therefore, disposal gives rise to a permanent loss of income. The financial impact of this needs to be managed in the context of the Council's budget process.

5. APP 23/24 Targets

Table 3 shows the targets proposed for 2023/24. These targets have been calculated from the projected impact of the transactional list detailed in table 6 together with any additional transactions originally approved in APP 2022/23 and now forecast to complete in the current financial year. The general fund capital receipts target reflects previous experience of a proportion of the full list identified in year transactions being delayed and rolled over to following years owing to factors outside of the Council's control.

	Carbon reduction	Priority 1 works commissioned	Running Cost reduction	General Fund Capital Receipts	Investment estate target
Target	Maintain current position	100%	£1.6m	£3m	n/a (5 year target)

Table 3. Annual Property Plan targets 2023/24

6. Proposed APP programme 23/24

Table 4 below shows the full list and type of proposed property transactions for 2023/24. All transactions subject to due diligence.

Operational Property Transactions			
Property	Ward	Council Tenure	Action / Status
Roath Library	Adamsdown	Freehold	SELL
Former St Isan Care Home	Llanishen	Freehold	Transfer to Housing Revenue Account
Moorland Community Centre	Splott	Freehold	Transfer to Housing Revenue Account
Land at former Llanrumney High – Changing Rooms	Llanrumney	Freehold	LEASE
Land at former Llanrumney High – Pitches	Llanrumney	Freehold	LEASE
First Floor Pontcanna Changing Rooms	Riverside	Freehold	LEASE
Adamsdown Community Centre, Metal Street	Adamsdown	Freehold	LEASE

Riverside Play Centre	Riverside	Freehold	LEASE
Mynachdy Community	Gabalfa	Freehold	LEASE

Land Disposals			
Property	Ward	Council Tenure	Action / Status
Land at Epstein Close, Danescourt	Llandaff	Freehold	SELL
Land at former Youth Hostel, Wedal Road	Plasnewydd	Freehold	SELL
Land adjacent to Chestnut Retail Parade	Fairwater	Freehold	LONG LEASE
Land adjacent to Ton-y-Bwlch Cottage	Whitchurch & Tongwynlais	Freehold	SELL
Land adjacent to Bishopston Road Retail Parade	Caerau	Freehold	SELL
Land at Chartwell Drive	Lisvane	Freehold	SELL
Land adjacent to Llangrannog Road Retail Parade	Llanishen	Freehold	SELL

Investment Estate Transactions			
Property	Ward	Council Tenure	Action / Status
Willows Public House	St Mellons	Freehold	SELL
Wolfs Castle Public House	Llanishen	Freehold	Transfer to Housing Revenue Account
Retreat Public House	Pentwyn	Freehold	SELL
Unit 14 Ipswich Road	Penylan	Freehold	Option to lease

Table 4. Annual Property Plan – transaction programme 2023/24

6. APP transactions completed in 22/23

Table 5 below shows the full list and type of proposed property transactions from 2022/23

Completed Transactions 2022/23			
Property	Ward	Council Tenure	Action / Status
St Mellons Housing site	St Mellons	Freehold	Sold
Canton Community Centre	Riverside	Freehold	Appropriation
Land adjacent Beechley Drive shops	Fairwater	Freehold	Sold
Coed Glas Caretakers House	Llanishen	Freehold	Appropriation
Paddlesteamer	Butetown	Freehold	Sold
Harris Avenue Retail Parade 85-87	Rumney	Freehold	Sold
Llandaff CIW caretakers house	Llandaff	Freehold	Lease
Land at Landsea Gardens	Butetown	Freehold	Lease
Land at Moundfield Changing Rooms	Radyr	Freehold	Licence
Former Riverside Changing Rooms and Land	Llanrumney	Freehold	Lease
Llanedeyrn Sports Hall, adjacent St Teilos land disposal	Pentwyn	Freehold	Lease
Westgate Street NCP car park	Cathays	Freehold	Sold
Newbridge PH	Trowbridge	Freehold	Option
Unit 7 Ipswich Road	Penylan	Freehold	Option
Willows PH	Trowbridge	Freehold	Tenancy At Will

Table 5. Annual Property Plan – transaction completions 2022/23

6. APP 22/23 Acquisitions

The acquisition of land and property is occasionally required to support delivery of the Council's business objectives. Table 6 below shows the sites acquired in 2022/23.

Property	Tenure	Action / Status
LAND ON THE NORTH SIDE OF DROPE ROAD (FORMER MICHAELSTON PUB)	Freehold	Purchased
22 COWBRIDGE ROAD WEST	Freehold	Purchased
WOMANBY STREET DEPOSIT	Freehold	Purchased
176 NEWPORT ROAD	Freehold	Purchased
LAND AT EMPIRE WAY	Freehold	Purchased
LAND AT CARDIFF POINTE	Freehold	Purchased
ICE ARENA	Leasehold	Purchased
BRAINS PUB SITES (WILLOWS, NEWBRIDGE, RETREAT, WOLF'S CASTLE)	Leasehold	Purchased
UNIT 14 IPSWICH ROAD	Leasehold	Purchased

Table 6. Acquisitions 2022/23

CABINET MEETING: 13 JULY 2023

**RESPONSE TO ECONOMY & CULTURE SCRUTINY COMMITTEE
REPORT ENTITLED 'SHAPING CARDIFF'S POST-PANDEMIC
ECONOMIC RECOVERY'**

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

AGENDA ITEM: 10

Reason for this Report

1. To provide the Cabinet response app the Economy & Culture Scrutiny Committee report, entitled '*Shaping Cardiff's Post-Pandemic Economic Recovery*'.

Background

2. In 2022, the Economy & Culture Scrutiny Committee published the report of the '*Shaping Cardiff's Post-Pandemic Economic Recovery*' task group. The group was tasked with delivering a report based on the following terms of reference:
 - To explore with key stakeholders what the Council's role should be in assisting Cardiff's economy to recover post-pandemic, in the context of limited funding, looking in particular at:
 - Remote and co-working needs and requirements;
 - Support for small businesses and independent artists;
 - Role of Local and District Centres;
 - Role of City Centre;
 - 15-minute city model; and
 - Broadband provision.
 - To reference good practice from other cities that have adopted the 15-minute city model, identifying key lessons that are applicable to Cardiff; and
 - To utilise the findings from the above to make informed recommendations to all relevant parties on the most appropriate approaches to take in Cardiff.

3. The task group took evidence from witnesses, as well as undertaking desk research and primary research. Witnesses included relevant Cabinet Members, senior officers, Creative Economy Unit/Creative Cardiff, Cwrt Co-Working, FSB Cymru, For Cardiff, Local and District Centre traders, Royal Town Planning Institute Cymru, Town Square, Stiwdio – University of South Wales, and Welsh Government.
4. The task group used the evidence gathered by the inquiry to develop a set of key findings and recommendations.
5. The final report of the '*Shaping Cardiff's Post-Pandemic Economic Recovery*' task group is attached at **Appendix A** and was received formally by the Cabinet on 2 March 2023.
6. This report provides the Cabinet's response to the recommendations included in the final report.

Issues

7. The Cabinet's response to the recommendations of the task group is attached as **Appendix B**. The response is shaped by both the Council's ability to deliver the recommendations, the consideration of value for money, and the need to consider the Well-being of Future Generations (Wales) Act 2015 and equality considerations.
8. The response has also been led by an outcomes-based approach where consideration is placed on the impact on residents and communities. This is reflected in the Council's Recovery and Renewal Strategy that was published in 2021, which considered the needs of the wider population as well as individual business needs.
9. Much of the Council's Recovery and Renewal Strategy has informed the current Corporate Plan, and links directly with a number of the recommendations of the '*Shaping Cardiff's Post-Pandemic Economic Recovery*' report.
10. In addition, the Council's Shared Prosperity Fund approach was also linked directly with the Council's Recovery and Renewal Strategy. The work of the Recovery and Renewal Strategy informed the initial Programme for the Shared Prosperity Fund, which identified the following themes for investment:
 - Neighbourhood and Community Regeneration Programme
 - Community Capacity Building Programme
 - Growing Our Cultural Capital
 - Resilient and Sustainable Communities Programme
 - Productive, Sustainable and Inclusive Business Programme
 - City Centre Recovery Programme
 - People and Skills and the Cardiff Commitment

11. The Shared Prosperity Fund Programme included a number of indicative allocations of funding. Alongside the programme an initial funding profile has been approved by Cabinet that has enabled the Council and partners to start delivering projects as part of the Shared Prosperity Fund Programme.

Reason for Recommendations

12. To approve the Cabinet's response to recommendations of the '*Shaping Cardiff's Post-Pandemic Economic Recovery*' report.

Financial Implications

13. There are no direct financial implications arising from this report and in the event of any actions being undertaken that require financial resources then these will either be found from within existing budgetary allocations or considered as part of 2024/25 Budget setting process.

Legal Implications

14. In considering this report, Cabinet should have regard to:
 - (a) the Public Sector duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties, when making decisions, Councils must 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;
 - (b) the Well-being of Future Generations (Wales) Act 2015. The Well-being of Future Generations (Wales) Act 2015 ('the Act') is about improving the social, economic, environmental, and cultural well-being of Wales. The Act places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language and is globally responsible. In discharging their respective duties under the Act, each public body listed in the Act must set and published wellbeing objectives. These objectives will show how each public body will work to achieve the vision for Wales set out in the national wellbeing goals. When exercising its functions, Cabinet should consider how the proposed decision will contribute towards meeting the wellbeing objectives set by the Council and in so doing achieve the national wellbeing goals. The wellbeing duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability

of future generations to meet their own needs. Put simply, this means that Cabinet must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, Cabinet must:

- a) look to the long term;
- b) focus on prevention by understanding the root causes of problems;
- c) deliver an integrated approach to achieving the 7 national well-being goals;
- d) work in collaboration with others to find shared sustainable solutions; and
- e) involve people from all sections of the community in the decisions which affect them.

HR Implications

15. There are no HR implications for this report.

Property Implications

16. There are no direct property implications for this report.

RECOMMENDATION

Cabinet is recommended to approve the response to the recommendations of the Economy & Culture Scrutiny Committee report entitled '*Shaping Cardiff's Post-Pandemic Economic Recovery*' as set out in Appendix B to this report.

SENIOR RESPONSIBLE OFFICER	Neil Hanratty Director of Economic Development
	7 July 2023

The following appendices are attached:

Appendix A: Economy & Culture Scrutiny Committee Report (January 2023)
– *Shaping Cardiff's Post-Pandemic Economic Recovery*

Appendix B: Cabinet Response to the *Shaping Cardiff's Post-Pandemic Economic Recovery* Report Recommendations



An Inquiry Report of the:
Economy & Culture Scrutiny Committee

SHAPING CARDIFF'S POST-PANDEMIC ECONOMIC RECOVERY

January 2023



Cardiff Council

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FOREWORD

Post pandemic, our economy is refocusing, with changing work and retail patterns. At the same time, it is becoming increasingly evident that we need to ensure our economy supports efforts to respond to the climate and nature emergencies. There is a role for the Council here, to provide leadership and vision, to ensure the replacement Local Development Plan sets an appropriate placemaking and place management strategy, to engage with stakeholders to understand their needs, and to facilitate and convene conversations to address challenges.

In the first Inquiry report from our new committee, formed following the local elections in 2022, Members therefore decided to focus on the role the Council could play in shaping our economy post pandemic. We focused on areas already highlighted by the Council as areas in which it wished to assist, and we sought stakeholders’ views on how they wished the Council to help. We considered evidence on what has worked elsewhere and sought practical examples of actions the Council could take. Throughout all our work, we bore in mind that the Council faces huge financial pressures and therefore has limited funding to bring to bear.

I am grateful to all those who met with us, to share their thoughts, ideas and experiences of living and working in Cardiff and elsewhere. I am particularly grateful to FSB Cymru for undertaking a survey of Cardiff small businesses to inform this Inquiry, to Cardiff Research Centre for their work on the Ask Cardiff 2022 survey that included questions for this Inquiry, and to Scrutiny Researcher Gladys Hingco for her bespoke survey of remote worker, co-workers, traders and small businesses.

Half of our recommendations focus on how the Council can best implement its stated aim of Cardiff becoming a 15-minute city including, critically, the need to engage in dialogue with residents, communities and stakeholders. Our remaining recommendations focus on specific actions arising from the evidence we received; these include actions to help the city centre, local and district centres, small businesses, entrepreneurs and start-ups.

This Inquiry has been far-ranging and, as such, it has inevitably been high level in places. There are areas that warrant more detailed investigation, and I am sure that this committee will want to explore these at a later date. I would like to thank my fellow task group Members – Councillors Berman, Henshaw, Jenkins, Lloyd Jones and Robinson – for completing this Inquiry in record time, and Angela Holt, scrutiny officer, for her support.



Councillor Peter Wong
Chair, Economy & Culture Scrutiny Committee
January 2023

TERMS OF REFERENCE

- To explore with key stakeholders what the Council’s role should be in assisting Cardiff’s economy to recover post-pandemic, in the context of limited funding, looking in particular at:
 - Remote and co-working needs & requirements
 - Support for small businesses and independent artists
 - Role of Local and District Centres
 - Role of City Centre
 - 15-minute city model
 - Broadband provision.

- To reference good practice from other cities that have adopted the 15-minute city model, identifying key lessons that are applicable to Cardiff.

- To utilise the findings from the above to make informed recommendations to all relevant parties on the most appropriate approaches to take in Cardiff.

KEY FINDINGS

In line with this Inquiry's terms of reference, the key findings focus on the role of the Council in shaping Cardiff's economy post-pandemic, in a time of limited funding, including how best to implement a 15-minute city, which is a key commitment of the current Administration.

Leadership

KF1. Politicians and senior officers need to provide leadership and ensure a vision for Cardiff's economy, post pandemic; these are contained in the Corporate Plan, Recovery and Renewal Plan and City Centre Recovery Action Plan. There is now a need to build on these by articulating the vision for Cardiff being a 15-minute city, clarifying for residents, businesses, and investors what Cardiff wishes to achieve by being a 15-minute city and how it intends to realise this.

KF2. Clarity of purpose and leadership will help to ensure work is implemented to align resources, enabling behaviour changes in line with 15-minute city.

Strategy and Policy

KF3. It is important to recognise the economic role Cardiff plays as a capital city and regional centre and ensure that the 15-minute city model for Cardiff recognises this and enables Cardiff to continue with this role, whilst balancing this with the need to ensure access to local services.

KF4. Different areas of Cardiff will require different approaches to being a 15-minute city – it is not a 'one size fits all' approach.

KF5. The Council should review the Corporate Plan, Recovery and Renewal Plan and City Centre Recovery Action Plan annually and enable actions to be altered as required, given the fast-changing economic landscape.

KF6. It is essential the Council demonstrates that it is pro-small business, for example the strategic commitment to ensure its procurement process is small business-friendly.

KF7. It is critical that the 15-minute model for Cardiff is enshrined in the Local Development Plan policies, as this sets the approach for placemaking and place management, providing the framework for planning decisions.

KF8. Supplementary Planning Guidance is also important to expand on how the Council favours developments that meet the 15-minute model for Cardiff.

Regional Working

KF9. Several witnesses highlighted the need for the Council to work with the Cardiff Capital Region City Deal to optimise opportunities for Cardiff’s economy, including ensuring skills training and support addresses the recruitment issues facing Cardiff, marketing, tourism, and economic development overall.

KF10. The Inquiry heard that it will not be possible for Cardiff to deliver a 15-minute model without discussion with neighbouring local authorities, due to transport interconnectedness and provision of regional services in Cardiff e.g., health services. The yet-to-be-developed Strategic Development Plan should help with these discussions, providing a regional approach to planning.

Engagement

KF11. This Inquiry heard from several witnesses that it is important the Council communicates and engages with them to enable the Council to be aware of the needs and demands in various sectors. This included:

- a. District and Local Centre Traders requesting that the Council establish Traders Forums, to share information, address issues, and work constructively to promote centres
- b. Creative Cardiff/ Creative Economy Unit highlighting the need for specific, active consultation with the creative community at an earlier stage in respect of development sites, to help understand needs and opportunities and so inform the planning process
- c. RTPI Cymru highlighting that community engagement is key to successfully implementing the 15-minute city model.

KF12. Several areas in the UK are either consulting or have consulted with their communities regarding 15-minute cities; this report includes details of work in Scotland, including Edinburgh, and Ipswich.

KF13. When developing the 15-minute city model for Cardiff, it is important to try new ways of engaging and consulting, to build trust to ensure all voices are heard as opposed to dominant voices; this requires reaching out in different ways to connect with different audiences in different parts of the city. Whilst this takes time and is resource intensive, it means that plans are truly reflective of communities and more likely to be successful.

KF14. There are several participatory planning mechanisms that would assist the Council to engage effectively when implementing a 15-minute city, including place plans and work via Planning Aid Wales.

Financial Support

KF15. Several witnesses to the Inquiry highlighted the need for the extension of business rate relief programmes to support specific sectors of Cardiff’s economy. During the Inquiry, the Welsh Government announced it is extending business rate relief to eligible businesses in the retail, leisure and hospitality sectors. Members heard that the following would also be helpful:

- a. Extension of discretionary Business Rate Relief programmes for creative sector business providing social or community value, with a sliding scale to support sustainability
- b. Extension of discretionary Business Rate Relief programme to Corp B companies, which have positive socio-economic and environmental impacts, which utilise empty units above retail, which encourages footfall.

KF16. Several witnesses to the Inquiry wondered whether there was scope to use some of the Shared Prosperity Funding awarded to the Council to:

- a. Have a lower-level enterprise fund for small businesses
- b. Support the reimagination of the city centre.

KF17. Other witnesses to the Inquiry highlighted that relatively small sums of monies (£2,000) make all the difference to start-ups that are seeking to grow and wondered whether the Council could:

- a. Set up a scheme with selected private sector lenders to underwrite small loans (£2,000) for start-ups, enabling lenders to offer more affordable rates
- b. Set up an endowment scheme for entrepreneurs.

KF18. The Inquiry also heard there may be scope for district centres to establish Business Improvement Districts (BIDs) that would raise monies to go towards community events and other activities deemed priorities by the local traders.

Understanding Needs and Demands

KF19. With changing patterns in work locations and retail, this Inquiry heard it was important the Council uses data to understand these changes and target actions accordingly:

- a. Use mobile phone usage data to understand behaviour patterns in the city centre, enabling businesses, event management and marketing to be more effectively targeted
- b. Undertake research to clarify changing habits of residents re use of city centre and use of local and district centres
- c. Map 15-minute walk/cycle areas and overlay with remote working and coworking provision to identify gaps
- d. Use available Council databases to ask about remote and coworking needs to help clarify demand.

KF20. The successful implementation of 15-minute city principles is underpinned by a thorough understanding of usage patterns and residents’ needs. This requires comprehensive gathering of data to understand usage patterns, spatial analysis, and qualitative research to understand residents’ needs.

Public Transport

KF21. Both FOR Cardiff and Creative Cardiff/ Creative Economy Unit highlighted the need for a strong public transport network later into the night, to help Cardiff’s economy longer-term. This would enable visitors and employees to get home safely. They highlighted this

would help employers who are struggling to attract staff to work late, for example in the hospitality and leisure sectors, as well as those already working late, including creatives.

KF22. FOR Cardiff highlighted that it was important to plan any extension carefully, to ensure any extension operated for a sufficient time to influence behaviour change and create the footfall required to meet the costs of late-night public transport. They added that now might not be the right time to trial an extension, given the economic pressures facing consumers, but that this is definitely something that needs addressing in Cardiff longer-term.

Active Travel

KF23. The provision of active travel routes is central to a 15-minute city. Responses to the Ask Cardiff survey indicate that only 26% of respondents felt there were safe cycling lanes and/ or routes to enable access to their local neighbourhood services and amenities, and only 48% of respondents felt there were safe walking routes.

KF24. The RTPI Cymru highlighted that the Welsh Government 21st Century Schools guidance does not cover active travel and it is therefore incumbent on the Council to ensure there are active travel routes that enable pupils, teachers and staff to access schools safely.

KF25. This Inquiry heard that businesses require advice and support to show them how some of them could utilise active travel and to share good practice amongst businesses on how best to reconfigure workspaces to provide active travel facilities.

KF26. FSB Cymru highlighted that some businesses require a vehicle to carry their tools/ equipment. They called on the Council to work with UK and Welsh Government to ensure those businesses that do require a vehicle are supported to use an electric vehicle by installing infrastructure and providing advice and guidance and lobbying for incentives for electric vehicles for businesses.

Congestion Charge

KF27. Both FOR Cardiff and the FSB Cymru highlighted the need to clarify whether or not there is going to be a congestion charge and how this would work.

Responding to Changing Work Patterns

KF28. Whilst Cardiff has provision of many types of workspace, this Inquiry heard that:

- a. Cardiff does not have the same level of coworking provision as other cities such as Amsterdam and London
- b. there is a shortage of affordable follow-on space with the right support networks to enable start-ups to grow
- c. there is a lack of suitable small industrial units in good locations, with low insurance premiums.

KF29. The Council has an important role to play in facilitating and convening conversations around the needs arising from changing work patterns. Equally, it has an important role to play in enabling the provision of appropriate workspaces.

KF30. This Inquiry heard that, through its planning role, the Council could assist workspace provision by:

- a. Including the need for coworking provision in new developments
- b. Supporting the integration of cultural and creative use buildings in long-term development plans
- c. Adopting an Affordable Workspace Policy
- d. Having more dynamic and imaginative use of Section 106.

KF31. This Inquiry heard the Council could also assist workspace provision by:

- a. Unlocking assets – its own and those of public sector partners
- b. Developing a space register
- c. Developing a risk register
- d. Utilising incentives/ disincentives to encourage landlords to bring vacant high street units back into use
- e. Buying empty warehouses across Cardiff and turning them into smaller units.

Responding to Changing Retail Patterns

KF32. Several witnesses raised the need to improve the experience of those using the city centre and local and district centres, as follows:

- a. Improve the street scene

- i. Enable more benches, tables and chairs on pavements, to provide space for socialising and create a community feel
 - ii. Brighten up streets by providing planters, rubbish bins and lamp post banners
 - iii. Introduce a busking strategy and byelaws to promote good busking that adds to the ambience and tackle poor busking that is detrimental to nearby businesses.
- b. Have visitor attractions/ events
- i. Introduce a city centre visitor attraction
 - ii. Support local and district centres with community events
- c. Address begging and shoplifting
- i. Liaise with Police regarding PCSO patrols and Radio-Net
 - ii. Appraise the use of Public Space Protection Orders in Newport and whether these would work in Cardiff
- d. Tackle homelessness
- i. Assist FOR Cardiff to market and promote their ‘*Give DIFFerently*’ homelessness project

KF33. For local and district centres, parking was also identified as an area the Council could assist in, by identifying suitable areas to provide additional spaces. This ties into the responses received to the Ask Cardiff survey, where poor parking facilities were the highest rated barrier, at 24%, to accessing local neighbourhood services.

Improving Interface with the Council

KF34. FSB Cymru highlighted that there are many aspects of the Council that interface with small businesses including planning and licensing. They highlighted their members’ view that planning and licensing processes need to be reviewed to simplify and speed-up processes, particularly at the moment when costs are increasing rapidly, and projects may become unaffordable if it takes too long to get relevant permissions.

Business Support

KF35. FSB Cymru highlighted their members view that there is a need to provide advice and guidance to small businesses. They stressed that this did not mean that the Council

needed to provide the business support but be able to signpost to organisations that can provide support to business, particularly about how small businesses can become more sustainable.

Marketing/ Publicity

KF36. Several witnesses to the Inquiry highlighted the Council could use its marketing and social media channels to assist post-pandemic economic recovery:

- a. Use Council social media to promote local and district centres and promote 'shop local'
- b. Use Council social media to generate ideas and interest in local communities to support local and district centres
- c. The Council to be involved in a publicity campaign to raise awareness of different workspaces and their benefits.

KF37. FOR Cardiff informed the Inquiry that they could take on the Destination Marketing role for Cardiff, as happens elsewhere, and that this could produce savings for the Council.

Role of Planning in implementing 15-minute city model

KF38. The Council's planning function is key to successfully developing and implementing a 15-minute model for Cardiff. RTPi Cymru stressed it is therefore important to ensure there are sufficient resources in planning, to deal with the required detailed mapping, planning and community engagement.

KF39. At a strategic level, the Local Development Plan and associated Supplementary Planning Guidance need to articulate the Council's vision, objectives and requirements regarding Cardiff being a 15-minute city, thus setting the framework for planning decisions.

KF40. Planning can assist in making Cardiff a 15-minute city, via urban retrofitting and in new developments, by undertaking spatial analysis, modelling potential interventions to restore/ensure connectivity, pursuing facilities that benefit existing and new communities, and avoiding car dependent developments.

KF41. This Inquiry heard that, for new developments, it is important the Council negotiates key infrastructure provision – such as public transport and roads – is provided up-front and before residents move in, so that residents’ habits are shaped from first occupation.

KF42. This Inquiry heard that, with regard to density and viability, the Council needs to ensure developers are given clear upfront guidance on the expectations for developments, so these are planned in from the start. Usually, more dense developments are able to meet 15-minute city principles, as population densities will support local commercial facilities and, for new developments, raise more monies for negotiation for community facility provision. However, this does not need to be high-rise development, low-rise density can be sufficient.

KF43. At a specific level, this Inquiry heard that it is important the Council consider the provision of childcare when planning Cardiff being a 15-minute city, so that working parents are supported, particularly entrepreneurs.

KF44. RTPI Cymru suggested Cardiff Council consider signing up to the Placemaking Wales Charter, which can assist in bringing together all the elements required to ensure sustainable communities.

KF45. RTPI Cymru highlighted their outcome focused toolkit, [RTPI | Measuring What Matters: Planning Outcomes Toolkit](#), would be a useful tool to monitor successes in new provision, and whether Cardiff Council is building better places.

Broadband

KF46. The majority of Cardiff has access to broadband and the recent Ask Cardiff survey found 80% respondents are fairly or very satisfied with their level of connectivity.

KF47. Welsh Government has identified 20,000 properties in Cardiff that are not included in commercial plans for Full Fibre to the Premises Gigabit roll-out. Cardiff Council has been successful in a £7.7m Local Broadband bid for funding to help address this.

KF48. The Local Broadband project runs till 2025 and should go a long way to tackling poorly served premises in Cardiff.

RECOMMENDATIONS

Having considered the evidence presented to this Inquiry, the Economy & Culture Scrutiny Committee makes the following recommendations.

- R1. *Within 6 months, the Cabinet articulates its vision for Cardiff as a 15-minute city, explaining how this will take into account the economic role Cardiff plays as a capital city and regional centre and that different areas of Cardiff require different approaches to being a 15-minute city.*
- R2. *Within 9 months, the Cabinet shares their vision for Cardiff as a 15-minute city with residents, communities and stakeholders by:*
- a. tasking officers to use the evidence gathered by this Inquiry regarding participatory planning mechanisms to develop an approach to engage residents, communities and stakeholders, which ensures all voices are able to be heard*
 - b. engaging in dialogue with residents, communities and stakeholders to help develop and refine local implementation plans.*
- R3. *Within 6 months, the Cabinet sets out how its vision for Cardiff as a 15-minute city will be embedded in Council strategies and policies.*
- R4. *Within 12 months, the Cabinet ensures the 15-minute city for Cardiff is enshrined in the Local Development Plan and future Supplementary Planning Guidance, utilising the recommendations of the Environmental Scrutiny Committee’s Supplementary Planning Guidance Inquiry (October 2022).*
- R5. *Within 12 months, the Cabinet tasks officers to ensure that future masterplans and planning policies clearly articulate the expectation for developments to support Cardiff being a 15-minute city, in terms of infrastructure and community provision, to enable developers to bear these in mind as part of their viability calculations.*
- R6. *Within 12 months, the Cabinet tasks officers to work with stakeholders to address the public transport needs of a 15-minute city, including consideration of the need for late-night public transport provision.*
- R7. *Within 12 months, the Cabinet tasks officers to ensure that, where sustainable transport infrastructure is negotiated to support Cardiff being a 15-minute city - including active*

travel and public transport - this is provided upfront and prior to residents moving in, so that residents’ habits are shaped from first occupation.

R8. Within 12 months, the Cabinet signs up to the Placemaking Wales Charter, which supports 15-minute city neighbourhoods.

R9. Within 12 months, the Cabinet considers whether an outcome-focused planning approach would assist Cardiff in its journey to be a 15-minute city.

R10. Within 6 months, the Cabinet commences an annual review of the Recovery and Renewal Plan and City Centre Recovery Action Plan, to ensure actions are altered as required to respond to the fast-changing economic landscape.

R11. Within 12 months, the Cabinet tasks officers to work with local and district centre traders to find ways to establish trader forums, including investigating the feasibility of establishing Business Improvement Districts in some District Centres.

R12. Within 3 months, the Cabinet passes on to Welsh Government the views expressed to this Inquiry regarding extending the discretionary Business Rate Relief programme, as set out in KF15 of this report.

R13. Within 3 months, the Cabinet tasks officers to explore the benefits of utilising more modern ways of using data to understand usage and behaviour patterns in the city centre, local and district centres and 15-minute neighbourhoods.

R14. Within 3 months, the Cabinet considers the suggestions for improving the experience of those using the city centre and local and district centres, as set out in Key Finding 32a-c, clarify whether resources allow for any of these to be implemented, and report back to the Economy and Culture Scrutiny Committee on the proposed way forward on these suggestions.

R15. Within 3 months, the Cabinet task officers to support FOR Cardiff to market and promote their ‘Give DIFFerently’ homelessness project, as set out in Key Finding 32d.

R16. Within 6 months, the Cabinet tasks officers to undertake a cost/ benefit analysis of the different models for providing Destination Marketing for Cardiff, to determine the best way forward for this service, as highlighted by KF37.

- R17. *Within 6 months, the Cabinet tasks officers to explore the viability of setting up a scheme to provide small sums of monies to support entrepreneurs and the growth of start-ups in Cardiff, similar to the scheme operated by Newport City Council.*
- R18. *Within 3 months, the Cabinet tasks officers to work with key active travel stakeholders – such as Sustrans Cymru and Living Streets Cymru – to address the issues set out in Key Finding 25 and 26.*
- R19. *Within 12 months, the Cabinet tasks officers to prepare an Affordable Workspace Policy, for inclusion in the replacement Local Development Plan, which includes consideration of the efficacy for Cardiff of space and risk registers as well as vacant unit incentives and disincentives for landlords.*

This Committee will also flag the following key finding to the Children & Young People Scrutiny Committee:

KF 24 – the need for the Council to ensure there are active travel routes to enable pupils, teachers and staff to access schools safely. This Committee believes this should be extended to all schools not only those in the 21st Century School programme.

INTRODUCTION

1. The pressures and challenges facing the economy post-pandemic are well-documented and include:
 - a. Energy, fuel and cost-of-living crises
 - b. Supplies and materials issues
 - c. Recruitment and retention difficulties
 - d. Inflation.

2. Many of the factors affecting the economy are beyond the remit of the Council to resolve. However, Members were keen to explore what the Council could do to help Cardiff’s economy post-pandemic. This Inquiry therefore focuses on areas already highlighted by the Council as areas in which it wishes to assist and considers evidence from elsewhere on what works well as well as evidence from relevant stakeholders in Cardiff on how they wish the Council to assist.

3. The report is structured by sub-topic, with key themes drawn together in the Key Findings. The sub-topics are:
 - a. Changing work locations - the rise in remote working
 - b. Small businesses - pressures
 - c. Changing retail patterns - district and local centres and the city centre
 - d. 15-minute city concept
 - e. Availability and affordability of Broadband.

4. This Inquiry takes place in the context of:
 - a. Welsh Government’s overarching ‘Programme for Government’, refreshed December 2021¹, which includes many relevant commitments, and
 - b. Cardiff Council’s Corporate Plan 2022-25, Recovery & Renewal Plan, City Centre Recovery Action Plan and emerging Replacement Local Development Plan.

¹ [Welsh Government - Programme for Government - Update](#)

CHANGING PATTERNS IN WORK LOCATIONS

5. The COVID–19 pandemic changed the way people worked, with lockdowns meaning that significant numbers of people worked from home instead. This shift towards remote working was reflected in falling demand for office space. The Alder King Market Monitor for Cardiff, covering 2021² highlighted:
 - a. Most enquiries and transactions were for office suites of less than 5,000 sq. ft., due to downsizing of office space because of occupiers juggling working from home and office
 - b. Take-up was down 21% compared to 2020 and 53% compared to previous 5-year average
 - c. Out of town deals accounted for over 50% of the total
 - d. Client feedback was that most would like a return to the office in some form.

6. Regarding industrial and logistics provision, the Alder King Market Monitor for Cardiff³ highlighted:
 - a. Constant demand for space under 5,000 sq. ft., with high eaves and large yards
 - b. Majority of deals in 2021 were for space under 5,000 sq. ft.
 - c. Industrial portfolios are being refurbished to meet market demand.

7. The Welsh Government is keen to support a long-term shift to more people working remotely, defined as people working at or near a person’s home. The aim is to achieve 30% of the Welsh workforce working at or near home in this Senedd term.⁴

8. Research for this Inquiry⁵ found that 34% of respondents work remotely part-or full-time, with 32% working from home. However, 21% of respondents do not have the option to work remotely, due to the nature of their work.

² Market Monitor – South West of England and South Wales Property Review 2022 – January 2022
[Alder King Market Monitor 2022 web.pdf \(alderking.com\)](#) downloaded 20 October 2022

³ As above

⁴ Smarter working: a remote working strategy for Wales – Welsh Government – 25 March 2022 available at:
[Smarter working: a remote working strategy for Wales \[HTML\] | GOV.WALES](#)

⁵ Ask Cardiff 2022- available at Appendix 7

What people want from remote working spaces

9. In recognition that working from home is not always possible or desirable, Welsh Government are working to create a network of remote working hubs in towns and communities across Wales, to trial this workplace option and assess demand and delivery options. Welsh Government commissioned research to explore views on the most important requirements for remote working hubs. 29% of respondees to this research stated their usual place of work was Cardiff.
10. The research⁶ asked respondees to rate the following factors in order of importance when choosing which remote/ co-work space to use:
- a. Short distance or commute from home
 - b. Near nature or green space
 - c. Near Shops
 - d. Near Transport Links
 - e. Near Childcare and/or schools
 - f. Near cycle paths
 - g. Near caring responsibilities
 - h. Near gym/ fitness facilities
 - i. Near place of interest
 - j. Near place of worship.
11. The research found that the five most important requirements when choosing a **location** were:
- a. near home
 - b. near nature and green space
 - c. near shops
 - d. near transport links
 - e. near cycle paths.
12. In terms of **facilities**, the research found the following to be most important:
- a. Broadband
 - b. Online booking system
 - c. Hot desks
 - d. Meeting rooms.

⁶ Remote Working public engagement exercise: local work hubs – Welsh Government – 16 March 2022

13. The research by Welsh Government⁷ asked respondees questions about paying for use of a hub and affordability and found 26% private sector workers would be willing to pay, compared to 5% public sector workers, with the majority of all groups stating they would be reluctant to pay.

14. The Welsh Government research ⁸ concludes:

Providing free to use local work hubs will need to be part of the offer in future, and the pilots will gather data so that we can devise workable options to implement the remote working hubs, and how these will be funded.’

Existing remote working and co-working spaces in Cardiff

15. There are many remote and co-working spaces in Cardiff, including commercial ventures, the Council’s hubs and libraries, and numerous coffee and tea shops/ cafés that offer informal space for remote working. A quick Google search identified over 27 different venues, including office space, studios, messy spaces, and tech spaces. Some providers are commercial, whilst others are Corp B companies and social enterprises.

16. In addition, the three Universities based in Cardiff provide start-up spaces:

a. University of South Wales – **Stiwdio** - offers dedicated start-up business support services to encourage greater levels of graduate entrepreneurship across the University of South Wales, particularly for creative industry and digital start-ups. It is based at the Atrium, Adam Street, Cardiff. Additional start-up stiwdios have also been established at Newport and Treforest campuses.

[Startup Stiwdio – USW Startup \(entrepreneurship. wales\)](#)

b. Cardiff University – **Sbarc Innovations Centre**, with co-working, offices, meeting areas, conference facilities, lab space, exhibition and presentation areas, access to professional advisors, high-speed broadband, café, and central reception.

[Cardiff Innovations@sbarc - Innovation - Cardiff University](#)
[sbarc|spark - Campus developments - Cardiff University](#)

c. Cardiff Metropolitan University – **FabLab** – digital manufacturing and rapid prototyping technology, fabrication centre

[Fablab Cardiff | Digital Fabrication Lab](#)

⁷ Remote Working public engagement exercise: local work hubs – Welsh Government – 16 March 2022

⁸ As above

Possible gaps in provision

17. The Inquiry heard from Gareth Jones, CEO - Town Square, that, compared to European cities, Cardiff is behind on having co-working spaces, with a low level of provision for its population size, with the number of co-working desks per capita in Cardiff low compared to somewhere like Amsterdam or London. Gareth explained that there needs to be a range of provision so that people can find their community, the place where they feel they fit.
18. Gareth Jones explained that Town Square is interested in setting up smaller-scale, local coworking for those who might not necessarily want/ need/ be able to access existing facilities but are looking to get out of their home-working environment for part of the working week or bring teams together once a week, for example. They are looking to see if it is feasible to use premises that are currently under-used in local communities, to understand what is needed for this demographic, and to understand what will benefit local communities. Gareth cited examples Town Square is currently working on, including:
 - a. Llangollen, North Wales – looking at using an out-of-town active pursuits centre that is not utilised during the week
 - b. Vale of Glamorgan – using a golf club
 - c. Tunbridge Wells – renting 30,000 sq. ft. in Council’s Town Hall
19. Jon Day, Operational Manager- Tourism and Investment, informed the Inquiry that the Council is looking to the private sector to provide coworking and office space and is looking at how the Council supports them in this. He emphasised that the provision of workspaces has to be led with a commercial focus, to be viable, as the Council does not have the same access to monies as the private sector. He added that the Council looks to include workspace in projects where this is appropriate, for example the Butetown Station House redevelopment includes workspace.
20. Richie Turner, Stiwdio – University of South Wales, highlighted the lack of affordable follow-on space in Cardiff for entrepreneurs who have completed their time at Stiwdio and/ or need more space to grow. He stressed the need for follow-on space to have a good support network of like-minded individuals who can draw on one another. He

explained that start-ups fuel net economic growth and therefore Cardiff needs them to succeed and to grow for there to be overall economic growth.

21. The Inquiry heard that FSB Cymru has been told there is a lack of small industrial units in good locations – those that are available are run-down and located in areas with high insurance costs due to security/ crime issues or in huge warehouses that have been empty for years and are not inviting. Jon Day, Operational Manager- Tourism and Investment, informed the Inquiry that the Council has workshops spread across the city, with easy in/ easy out terms. He added that there is high occupancy and strong demand for these spaces.
22. The Inquiry heard from Jess Mahoney, Creative Cardiff Manager, that there is good creative infrastructure in Cardiff and a real richness of performance venues attracting good artists as well as meanwhile uses and co-location in ex-industrial spaces. However, some of these are not accessible – for example, the Sustainable Studio space is a viable business model that performs a valuable role in the local community but is not wheelchair accessible due to the limitations of working in meanwhile, ex-industrial spaces.
23. Jess Mahoney, Creative Cardiff Manager, explained that Creative Cardiff will be asking creatives what is needed. She believes there are lots of opportunities in Cardiff for imaginative use of space, for example meanwhile use, placemaking initiatives, and creatives using empty spaces on high streets to provide experiential opportunities.
24. Members asked whether affordability of workspace is an issue in Cardiff. Jess Mahoney, Creative Cardiff Manager, responded that it is, particularly with other cost-of-living pressures, albeit that it is not such an issue as in London. Data is showing that rents are rising in Cardiff plus rents in Cardiff are significantly higher than elsewhere in the region, making it harder for creatives across the region – especially from communities with higher socio-deprivation indicators such as Merthyr and Rhondda – to access opportunities in Cardiff, meaning Cardiff is not attracting regional talent.

How Cardiff Council could help re provision of workspaces

25. This Inquiry noted that Cardiff Council’s Corporate Plan 2022-25 and Recovery and Renewal Plan contain several commitments to improve the provision of workspace post-pandemic in recognition of the need to adapt to the requirements of a post-Covid economy. These include working with partners and private sector to:
- a. provide co-working, innovation and start-up hubs within communities
 - b. provide creative hubs in city centre and district centres
 - c. boost supply of workspace, innovation, start-up and expansion space
 - d. develop proposals for a ‘meanwhile use’ and incubator space programme for empty and underutilised properties and places
 - e. develop Tramshed Tech network
 - f. develop a business case for a new Life Sciences Park.
26. This Inquiry sought views from those providing and using facilities on how Cardiff Council could help improve provision of workspaces; responses fall into the following categories:
- a. Understanding needs/ demands
 - b. Identifying existing spaces
 - c. Securing new spaces via strategic and policy approaches
 - d. Business Rates
 - e. Marketing and publicity.

Understanding needs and demands

27. This Inquiry heard the Council has an important role to play in facilitating and convening conversations around the need for workspaces, by engaging with different communities to understand their needs and the demand for various types of workspace. This then helps in providing evidence to inform planning discussions and mitigation strategies.
28. In terms of remote and co-working spaces, Gareth Jones, CEO - Town Square, highlighted that the Council has a database of those who received pandemic-related support grants (which includes freelancers and small businesses) and wondered whether the Council could use this database to ask recipients about their remote and co-working needs, to help understand demand.

29. FSB Cymru highlighted that it is important that current usage of coworking spaces is considered before new spaces are introduced, to ensure new provision does not disadvantage existing spaces.
30. In terms of creative use spaces, Jess Mahoney, Creative Cardiff Manager, explained the Council could create **risk registers** - to identify sites that are currently in creative use that would become ‘at risk’ through proposed development plans; the Council could then implement a mitigation plan where such occurs. She also identified that it would be useful to map cultural infrastructure, overlay planning use and proposed new developments, and so identify where cultural infrastructure could be at risk from new development. This would give time to work to identify new spaces and enable planning longer term.
31. This Inquiry also heard from Richie Turner, Stiwdio – University of South Wales, that the Council has a role to play in addressing the shortage of affordable follow-on space for start-ups that have either outgrown existing spaces or are at the end of their allocated time at the universities’ start-up spaces.
32. The Royal Town Planning Institute Cymru highlighted the need for the Council to discuss the location of any neighbourhood hubs for remote working with local communities, so they are in the places they feel will work.

Identifying existing spaces

33. This Inquiry heard the Council could help identify suitable existing workspaces by:
- a. Unlocking its own under-used assets
 - b. Being clear which buildings in the city it sees as key to be utilised
 - c. Working with public sector partners to unlock their assets
 - d. Developing a **space register** – including under-utilised sites and sites coming through the development process where developers are keen to encourage **meanwhile use**.

Space and Risk Registers

Jess Mahoney, Creative Cardiff Manager, who recently worked for the GLA explained that the GLA started the Space Register and then it trickled down to the local authority level to deliver, with the GLA collating information from the boroughs, both for opportunities and for where spaces were sought because existing spaces were at risk:

- Space registers involve working with developers to source a list of development spaces (e.g., new spaces coming forward, or development sites that are suitable for meanwhile use) that could potentially be activated by creatives for peppercorn rent.
- The GLA Cultural Infrastructure Team developed an informal online form for a risk register, where creatives completed the form if their existing space was at risk due to further development or changes to leases etc, or if they were simply looking for new opportunities (at below market rent) to grow.
- The information was then used to cross-match creatives whose spaces were at risk with developers who had spaces available, in order to ensure overall space for creatives was maintained and identify creatives to utilise opportunities and enhance locations.

Examples of Meanwhile Use of Retail Spaces

- A current example of a pop-up on Regent Street, London, delivered through the Creative Enterprise Zones, which provides experiential opportunities: Pop up space for a collective of artists from outer London boroughs – using it as a shop, place for workshops, installations, performances, during the day and night. Partnered with a charity for delivery to access 80% business rate relief, and also with Westminster Council for further reduced Business Rates (the additional 20%). It opened on 10 November 2022, initially for 3 weeks but it has been so successful that it has been extended.
- Aimie Sutton, Merthyr, - a local artist who has taken on an empty property in the town centre, providing workshops, artist studio and gallery space⁹ thus reanimating underused retail space

Benefits of Creatives Meanwhile Use of Retail Space

- reanimate retail space
- provide democratic spaces where there is no pressure to buy
- brings people in and helps to make places more attractive at a street level
- overall, helps with placemaking, making spaces more desirable, which supports reactivation from an experiential, rather than functional retail, remit.

⁹ This has been made possible by support from Merthyr Council’s Meanwhile Scheme, Welsh Government Transforming Towns Business Fund, and Community Renewal Fund funding, as well as Merthyr Tydfil Enterprise Centre (Council and Tydfil Training) [Off to a flying ‘art’ — local artist unveils first private gallery in Merthyr Tydfil town centre | Merthyr Tydfil County Borough Council](#)

Strategic and policy approaches

34. Several witnesses highlighted that some other local authorities have **Affordable Workspace** policies within their local development plans, which open up space for entrepreneurs and encourage and support co-location of workspace and retail / engagement sites in the city centre through sliding scales of affordable workspace, enforced on all new development sites. Examples provided include:
- a. Islington Council - [Affordable Workspace Providers | Islington Council](#)
 - b. Lambeth Council - [Lambeth's Affordable Workspace Policy](#) – this provides 12.5% of workspace in new developments at 50% market value on a sliding scale for creative use within the Brixton Creative Enterprise Zone, based on proximity to Brixton Creative Enterprise Zone.
35. The Inquiry also heard that the Council could use **incentives and disincentives** with landlords to encourage units being used and discourage empty units.
36. Creative Cardiff/ Creative Economy Unit argued for a dynamic and imaginative use of **Section 106 and Community Infrastructure Levy** to either replace lost cultural provision and infrastructure on a community level or create new capital opportunities through creative hubs or embedded workspace. They cited examples such as Fish Island, Hackney, as well as Tower Hamlets, and Haringey Councils where work had taken place to protect warehouse communities and enable meanwhile use on new developments where the intended use (i.e., ground floor retail) takes longer than anticipated to secure. They emphasised it is important to engage with the creative community to understand what is needed, to be able to have the evidence to inform s106s, clarifying that they are planning to work closely with the Economic Development unit on this.
37. Members sought the views of internal witnesses on the use of s106 and Affordable Workspace Strategies. Andrew Gregory, Director of Planning, Transport and Environment, responded that s106 in Cardiff does not deliver the same as in London, due to land costs being lower here, and that many Cardiff sites have low viability levels due to various encumbrances, which again lowers the amount that can be negotiated via s106. He emphasised that it is about balancing priorities, such as affordable housing, community facilities, green space, transport, creative space etc. and that this is a decision for Council – that there will be the opportunity to do this as part of finalising the RLDP.

38. Jess Mahoney, Creative Cardiff Manager, provided the Inquiry with an overview of her recent work in London regarding Creative Enterprise Zones:

Creative Enterprise Zones (CEZ)

In a CEZ, local authorities make commitments to protect, invest in and grow their cultural infrastructure by introducing pro-cultural policies, and advocating for the needs of the creative sector to be hard-wired into proposed developments. Examples of local authorities with CEZs include Hackney, Tower Hamlets, Lewisham and Haringey.

Creative Enterprise Zones were established based on a framework of four pillars designed to enable creatives and embed culture in communities for the long-term. These were –

Space – for artists to live, make and work

Skills – enable businesses to achieve their growth potential through addressing specific creative sector skills gaps and also democratising start-up culture within the creative industries and breaking down barriers to enable diverse involvement

Community – engage and embed creative activity within communities, avoiding silos and working in transparent ways that engaged community members with creative activities from the ground-up, reiterating that creative opportunities are open to all, not just affluent people. Creating ‘shop windows’ to local creative activities so that creative production becomes more engaging and visible.

Pro-cultural policy – underpinning activities and included in local authorities’ local plans, new policy development and via SPGs etc.

Whilst it may not be possible to implement exactly the same model in Cardiff, due to differing landscapes, there is potential to:

- **Use the principles** of the CEZ programme (space, skills, community and policy) to drive creative industries support initiatives across the whole city
- **Use the CEZ model** across the Cardiff capital region, supporting growth in the sector within Cardiff and its surrounding boroughs.

39. Jess Mahoney, Creative Cardiff Manager, explained she is thinking about how to map the CEZ model here in a way that works for Cardiff and the surrounding region and is keen to engage with the council and partners in the Cardiff Capital Region and relevant local authorities to begin to deliver this. The aim would be to follow a pilot/pathfinder model to enable proof of concept and then roll-out once sure it is the right approach.

40. FSB Cymru stated one of their members had asked whether the Council could buy empty warehouses and turn them into smaller units – not just in the city centre but across Cardiff.

Business Rates

41. This Inquiry heard that the Council could help workspace provision by looking again at the business rates for specific units or specific usages, including:
- a. business rates for units above retail to encourage these to be used e.g., the Council could put in place a system of charging a Corp B company less as, whilst they are not social enterprises or charities, they have positive socio-economic and environmental impacts.
 - b. Extension of discretionary Business Rate Relief programmes to creative sector businesses – supporting new enterprises to become established in the city where businesses providing social or community value, on a sliding scale to support sustainability
 - c. Business rates reductions to support pop-up usage in High Streets to reanimate spaces e.g., Westminster Council re Regent St pop-up, Haifa Studios wanting to work in Cardiff

Business Rates - Westminster Council – Regent Street

Westminster Council cut business rates for a meanwhile use pop-up on Regent Street. They were able to do this as one of the partners – Hypha Studios – is a registered charity and so eligible for 80% discount. Westminster Council then decided to write off the remaining rates due to the benefit to the local economy and surrounding areas.

Marketing and Publicity

42. Some witnesses felt the Council could help with provision of workspace by being involved in a publicity campaign to raise awareness of coworking, what it is and why it is beneficial.

SMALL BUSINESSES

Overall Economic Position

43. The impact of the pandemic has been compounded by the recent energy, fuel and cost-of-living crises, as well as increasing input and insurance costs. FSB Cymru have highlighted that their members face:

‘...soaring costs, rampant inflation, falling revenues, difficulty accessing affordable finance and a rise in invoices being paid late’

‘Our latest Small Business Index results suggest almost 35,000 small businesses in Wales are expecting to downsize, close or sell their business in the coming months. The urgency to support the small business economy cannot be overstated.’¹⁰

44. FSB Cymru informed this Inquiry that the position in Cardiff broadly mirrors the national picture¹¹ and represents a huge issue for Cardiff businesses. A survey of 25 Cardiff businesses, undertaken by FSB Cymru to inform this Inquiry, coupled with their more informal discussions with Cardiff businesses, shows:

- a. 79% respondents face increased fuel costs
- b. 78% respondents face increased energy costs
- c. 76% respondents face increased Materials/ Supplies costs
- d. 65% respondents face increased Staffing costs
- e. 64% respondents face increased Insurance – costs
- f. 63% respondents face increased Cost of Finance costs

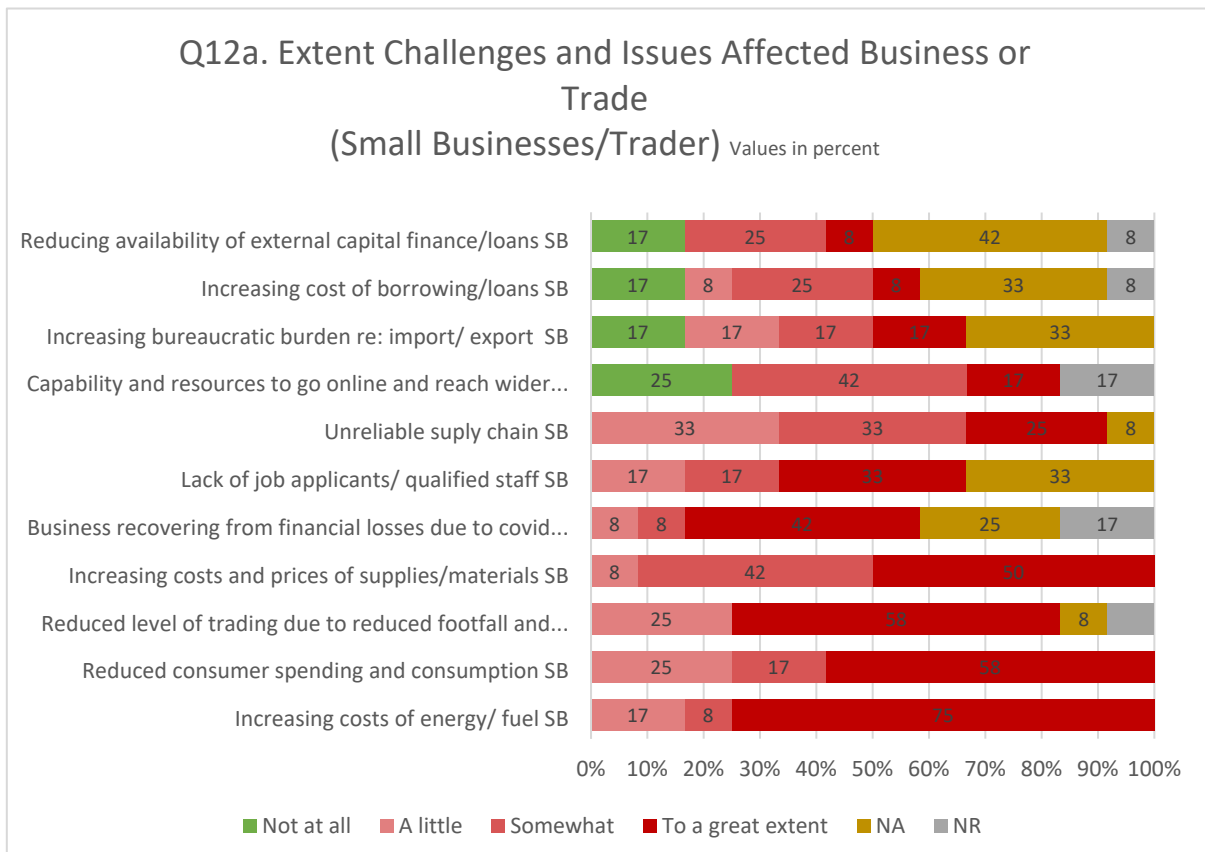
45. FSB Cymru also highlighted to the Inquiry that small businesses in Cardiff face:

- a. Demand pressures - 38% increasing demand, 29% decreasing demand, and 33% demand the same
- b. Recruitment issues – particularly in the hospitality sector. Members heard this is due to:
 - Lack of availability of staff able to hit the ground running
 - Applicants not ‘work-ready’ – requiring training/ soft skills
 - Applicants not willing to work weekends/ late evenings
 - Applicants wanting flexibility

¹⁰ [FSB Wales comment on Autumn Statement | FSB, The Federation of Small Businesses](#)

¹¹ Further information on FSB UK surveys is available at Appendix 3

46. FSB Cymru explained that recruitment issues impact on the ability of small businesses to maximise income (as having to scale back operations often) and that, even if there is demand, they cannot grow / expand as there are not skilled staff available.
47. The findings of this Inquiry’s own research¹² mirrors the above:



48. All of the respondents (100%) indicated that increasing costs of energy and fuel, reduced consumer spending, and increasing costs and prices of supplies and materials have adversely affected them, with between 50% - 75% confirming these issues have affected them ‘to a great extent’. Reduced trading due to reduced footfall was also a key issue identified by 83% as having affected their business or trade to different extents.

¹² Available at Appendix 6

How Cardiff Council could help small businesses post-pandemic

49. This Inquiry sought views on how Cardiff Council could help support small businesses recover post-pandemic; responses fall into the following categories
- a. Strategic approach
 - b. Partnership working
 - Business support
 - Skills and training
 - c. Financial support
 - Business rates
 - other
 - d. Improve Council interface with small business
 - Procurement
 - Planning
 - Licensing
 - e. Clarify re congestion charge.

Strategic Approach

50. FSB Cymru explained they feel that the Council should affirm their commitment to small businesses and self-employed and demonstrate this by their actions. They called on the Council to develop a comprehensive commercial plan to deal with the current position, addressing the many aspects facing small businesses in Cardiff and adopting a pro-small business culture. They highlighted they had heard from their members that the Council needs to support permanent businesses rather than supporting seasonal businesses at the expense of existing businesses e.g., cafés and hospitality venues.

Partnership working

51. FSB Cymru highlighted their members view that there is a need to provide advice and guidance to small businesses. They stressed that this did not mean that the Council needed to provide the business support but be able to signpost to organisations that can provide support to business, particularly about how small businesses can become more sustainable.

52. FSB Cymru highlighted it was important for Cardiff Council to look at how City Deal initiatives relate to small businesses and how they could benefit them. In particular, they highlighted the need for Cardiff Council to work with the Cardiff Capital Region City Deal Skills Partnership to encourage them to establish training and support to address recruitment issues facing small businesses in Cardiff and region, rather than solely focusing on larger businesses and projects.

Financial Support

53. FSB Cymru highlighted the need to make business rates more proportionate and for there to be rate relief for certain sectors, such as hospitality. On 13 December 2022, the Welsh Government announced £460m over the next two financial years, to provide business rate relief across Wales. This includes freezing non-domestic rates multiplier, to ensure there is no inflationary increase, providing transitional relief to all ratepayers whose bills increase by more than £300 following the UK-wide revaluation exercise, which takes effect on 1 April 2023, and 75% non-domestic rate relief to eligible businesses in the retail, leisure and hospitality sectors.¹³
54. FSB Cymru emphasised the need for the Shared Prosperity Fund grant terms for small businesses to be framed to be practical for small business and not require prohibitive contributions.
55. The Inquiry also heard from Richie Turner, Stiwdio – University of South Wales, that the Council could work with private sector lenders to underwrite small loans (£2k) to selected start-ups; with the Council underwriting the loans, private sector lenders would then feel able to offer reduced rates for loans, making it affordable for start-ups. The Council could use criteria such as job creation in Cardiff as part of the assessment process to determine which start-ups to support. He highlighted that Newport City Council operates a Young Person Start-Up Fund for under 25-years olds, to complement the Welsh Government’s Barrier Fund that is available to start-ups by individuals who are economically inactive, unemployed and over 25-years old.

¹³ [£460m in rates support to help businesses struggling with cost rises | Welsh Government | Official Press Release \(wired-gov.net\)](#)

Improve Council interface with small business

56. FSB Cymru highlighted that there are many aspects of the Council that interface with small businesses, including procurement, planning and licensing.
57. With regard to procurement, FSB Cymru informed the Inquiry they were in discussion with the Council’s procurement team about how to improve procurement processes to make these more small-business friendly, which they welcomed.
58. FSB Cymru also highlighted their members’ view that planning and licensing processes need to be reviewed to simplify and speed-up processes, particularly at the moment when costs are increasing rapidly, and projects may become unaffordable if it takes too long to get relevant permissions.

Clarify congestion charge

59. Both FSB Cymru and For Cardiff highlighted that it would be useful to have clarification on whether or not there is going to be a congestion charge and how this would work. FSB Cymru emphasised the need to engage small businesses to discuss how this could be implemented to encourage decarbonisation without adversely affecting small businesses in Cardiff e.g. work with all tiers of government – UK and Welsh – to provide advice and support to businesses to show them how some of them could utilise active travel, whilst at the same time ensuring those businesses that do require a vehicle are supported to use an electric vehicle by installing infrastructure and providing advice and guidance and lobbying for incentives for electric vehicles for businesses.

CHANGING RETAIL PATTERNS

60. Prior to the pandemic retail spaces were being affected by:
- a. Economic recession (*2008 onwards*)
 - b. Market uncertainties
 - c. Higher operating costs – such as wages, rents, and business rates
 - d. Acceleration of e-commerce and digitisation
 - e. Rise in online spending
 - f. Changes in shopping habits
 - g. Growth in number of out-of-town outlets.¹⁴
61. The above pressures led to changes in retail spaces even before the pandemic, as evidenced by the REPAIR project¹⁵, which examined changes in retail between 2000-2021 in Edinburgh, Glasgow, Hull, Liverpool and Nottingham. It found retail dominated in early 2000’s but by 2017 retail was reduced with more of a mix of offices, commerce and storage, food and beverage, convenience retailing, serviced apartments, residential accommodation, entertainment, leisure and recreation and empty properties.

Impact of Pandemic on City Centres

62. The covid pandemic led to considerable changes in people’s shopping, working, travelling and entertaining. These accelerated changes to established consumer behaviour, with a significant reduction in in-person shopping, and reduced footfall in city centres. A systemic review of literature on city centre retail and the impact of the pandemic identifies the following¹⁶:
- a. Growth in online shopping means retailers need to acquire online presence or risk bankruptcy
 - b. Specific sectors faced more challenges e.g., entertainment, dining, and tourism
 - c. Decline in footfall in city centres poses a threat to their vitality and attractiveness
 - d. Increase in vacant retail spaces and offices in city centres since start of pandemic

¹⁴ Taken from – The Impact of the Covid-19 Pandemic on Retail in City Centres – Lashgari, Y.S.,; Shahad, S. – Sustainability 2022, 14, 11463. <https://doi.org/10.3390/su141811463>

¹⁵ Real Estate, Place Adaptation, and Innovation within an integrated Retailing system (REPAIR) End of Project Report – Retail Change and Transition in UK City Centres - 2022

¹⁶ As 14 above

- e. Changing demand for retail space has led to increasing demand for flexibility among tenants e.g., asking for short-term leases or long-term leases with a break clause.

63. The study also identified the following:

- a. Increase in local shopping during pandemic
- b. Trajectory of retail in city centres is for retailing to adopt digital transformation strategies to remain economically viable
- c. Working from home, remote working and hybrid working expected to continue
- d. Reduction in city centre living may exacerbate decline of city centre retail
- e. Increase in individual modes of transport at expense of collective modes of transport
- f. Increased importance of greenspace.¹⁷

64. Lichfields produced an Insight Focus¹⁸ report in September 2020 exploring how young people (16–25-year-olds) use town centres. This found:

- a. 39% browse and order online
- b. 33% browse and buy in store
- c. 17% browse online and buy in store
- d. 6% browse in store and buy online

65. Lichfields report¹⁹ also shows the following are the main reasons why young people visit town centres:

- a. 59% to eat out
- b. 47% non-food shopping
- c. 47% to browse shops
- d. 46% to meet friends
- e. 40% to visit a bar or pub.

¹⁷ Taken from – The Impact of the Covid-19 Pandemic on Retail in City Centres – Lashgari, Y.S.,; Shahad, S. – Sustainability 2022, 14, 11463. <https://doi.org/10.3390/su141811463>

¹⁸ The Next Generation – the future of our town centres – Lichfields - September 2020 [the-next-generation-the-future-of-our-town-centres_sep-20.pdf](#) downloaded 20 October 2022

¹⁹ As above

Cardiff City Centre

66. The Alder King Market Monitor for Cardiff, published in January 2022²⁰ highlighted:
- a. In 2021, take-up of office space across Cardiff is down 21% compared to previous year, and 53% down on 5-year average – out of town deals account for over 50% of total
 - b. In August 2021, the Wales Retail Consortium reported a 14.4% decrease in footfall in Cardiff on two years ago, the shallowest decline of any UK nation
 - c. In 2021, 68,000 sq. ft. of new letting in SD2 – Phase Eight, Hobbs, Rituals (new to Wales), Zara, Breitling, Morphe, Mallows Beauty, and Sky.²¹
67. Adrian Field, Executive Director – FOR Cardiff explained the main issues and challenges facing Cardiff city centre businesses post pandemic are:
- a. Recruitment and retention of staff, particularly in retail and hospitality, because staff do not want to work unsocial hours, and in mid-high professional services, because hybrid working is making it easier for the latter to live in Cardiff and work in London etc. The impact is that businesses are having to close earlier or only open on reduced days per week.
 - b. Attitude of some customers – some seem to be curter to retail staff
 - c. Large businesses not returning to office – affects some trades as less footfall
68. Adrian Field, Executive Director – FOR Cardiff explained that, whilst footfall is down, spend per head has increased, indicating people come in when they know they are going to purchase as opposed to browse.
69. The statement to Council on 24 November 2022 by Councillor Goodway, Cabinet Member – Investment and Development, included:
- ‘Councillors will be pleased to learn that the city centre continues to outperform its rivals in terms of footfall, and there remains significant interest from an investment perspective with a number of new premises opening over the last month, including the likes of Proud Mary who have made a substantial investment in the city centre.’*

²⁰ Market Monitor – South West of England and South Wales Property Review 2022 – January 2022
[Alder King Market Monitor 2022 web.pdf \(alderking.com\)](#) downloaded 20 October 2022

²¹ Market Monitor – South West of England and South Wales Property Review 2022 – January 2022
[Alder King Market Monitor 2022 web.pdf \(alderking.com\)](#) downloaded 20 October 2022

‘Cardiff is also beginning to promote the city centre for Christmas activity and, so far, the number of ‘hits’ that have been received on the Visit Cardiff website has exceeded records. In promoting Cardiff as a Christmas destination, the Council will also work with the likes of Great Western Railway to promote the city as a shopping destination across their network.’

‘I am also pleased to report that much of the hospitality trade is reporting a positive outlook up until Christmas, but concerns remain that the impact of the cost-of-living crisis will become more stark as we move into the New Year if the national economic picture gets worse.’

‘A survey of city centre businesses also suggested that most were looking at expanding their footprint over the next twelve months as most also reported an increasing number of people returning to the workplace.’

How can local authorities help create sustainable city centres, post-pandemic?

70. This Inquiry considered research on what is needed to ensure city centres recover and are sustainable post-pandemic, and what it is that local authorities can do to assist. The Inquiry heard that the systemic literature review study makes the following policy recommendations to ensure a sustainable future for city centres:

- a. Repurpose some of vacant and underperforming retail space in city centres - to perform other functions, including residential use. However, it is recognised that repurposing some retail units, particularly smaller units, is not always feasible
- b. Adopt experience economy strategies – give people a reason to visit city centres beyond shopping – integrate leisure and entertainment
- c. Create episodic retail space – i.e., focus on unique cultural features of your particular city centre, as well as provide a good environment that impresses shoppers and visitors e.g., optimise convenience by ensuring travel in/out/around is good, signage is clear, leisure is facilitated, and social interaction is encouraged. Place branding is an important feature of this.²²

²² Taken from – The Impact of the Covid-19 Pandemic on Retail in City Centres – Lashgari, Y.S.,; Shahad, S. – Sustainability 2022, 14, 11463. <https://doi.org/10.3390/su141811463>

71. The Inquiry also heard that the REPAIR report²³ makes a number of policy recommendations for local authorities, including:

Placemaking:

- a. Developing shared vision city centre masterplans
- b. Create high street policy plans
- c. Established designated urban vibrancy areas
- d. Develop vacant shop strategies
- e. Introduce city centre event strategies
- f. Establish ownership and occupier property databases
- g. Develop standardised micro-level diversity metrics
- h. Increase monitoring of city centre change

Planning:

- i. Ring-fence s106, s75 and s76 monies from repurposing schemes - to spend in vicinity of scheme
- j. Expand planning obligations to cover an affordable retail space provision for city centre planning consents to help establish a more resilient framework for city centre retailing.

What else could Cardiff Council do to assist city centre recovery?

72. This Inquiry sought the views of witnesses on what they felt Cardiff Council should do to assist the recovery of the city centre post-pandemic, bearing in mind the Council is already implementing its City Centre Recovery Action Plan.

Annual Review of Policy

73. Adrian Field, Executive Director – FOR Cardiff, stated that it was good to have been involved in the City Centre Action Recovery Plan. He emphasised that it is important for the Council to be agile and to be able to respond swiftly to changes – to not be afraid of reviewing these strategies and action plans on an annual basis as things are moving so quickly and need to ensure actions are still appropriate and relevant, so that can divert accordingly, if needed.

²³ Real Estate, Place Adaptation, and Innovation within an integrated Retailing system (REPAIR) End of Project Report – Retail Change and Transition in UK City Centres - 2022

Partnership Working

74. Adrian Field, Executive Director – FOR Cardiff, highlighted the need for Cardiff Council to take the opportunity to work more closely with regional partners, such as Cardiff Capital Region City Deal, on issues such as economic development, tourism and marketing.

Funding

75. Adrian Field, Executive Director – FOR Cardiff, emphasised that the Shared Prosperity Fund funding opportunity needs to be fully embraced to support reimagination of the city centre.

Use of data

76. Adrian Field, Executive Director – FOR Cardiff, highlighted that Cardiff needs more catchment data i.e., to use mobile phone usage data to show where visitors are from, dwell time, spend etc. He explained that FOR Cardiff is looking at this and emphasised this data would also be useful for Meet Cardiff and Visit Cardiff colleagues and the City Centre Management Team. He cited Movement Strategies that costs circa £40K per annum and provide a whole host of data and layers, so that they can produce heat maps etc. to show movement in Cardiff. Adrian added this would be useful for businesses but also for event management and for marketing activity, enabling it to be effectively targeted. Adrian added that FOR Cardiff has budgeted for this but that it would be very helpful if there was other funding available as well, for example some of the Shared Prosperity Funding could be used for this.

77. Adrian Field, Executive Director – FOR Cardiff, highlighted that it would be interesting to do research to understand the changing habits of residents re use of city centre and use of local and district centres.

Improving the experience

78. Adrian Field, Executive Director – FOR Cardiff, explained the following would help to improve the experience of those using the city centre:

- a. more space provided for socialising, with more tables and chairs outside, as this is what residents and visitors are looking for when they visit the city centre
- b. another visitor attraction now that the Dr Who exhibition is no longer available

- c. a strong public transport network later into the night – this would be good for visitors, for employees and for employers who struggle to attract staff to work later as it is too expensive for them to get home and/ or they feel unsafe getting home
- d. assistance to share good practice amongst businesses on how they can best reconfigure their space to promote active travel
- e. tackling begging more proactively – as has been done in Newport with Public Space Protection Order
- f. assisting FOR Cardiff to promote and market their homelessness project ‘*Give DIFFerently*’, which is due to be relaunched shortly
- g. to look again at the proposed busking strategy and byelaws – to help promote good busking that adds to the ambience and tackle poor busking that is detrimental to nearby businesses.

79. Roisin Willmott, Director - RTPI Cymru, emphasised the important role the city centre plays for Cardiff residents and regionally and nationally, and how important it is therefore, to ensure it is viable and that it keeps the big retail stores.

80. Adrian Field, Executive Director, FOR Cardiff, highlighted that, in other parts of the UK, Destination Marketing is undertaken by the BID, such as in Lincolnshire and Cambridge; in Cardiff, the Council undertakes it, via Meet Cardiff and Visit Cardiff. He wondered whether this was an opportunity for the Council to make savings whilst at the same time improving the offer. He stated that he would be happy to talk about this further with the Council and that FOR Cardiff would be able to raise funding from its members to support a DMO.

81. This Inquiry’s own research²⁴ asked specific questions on how the city centre could be transformed as part of the 15-minute city concept, and found:

- a. 53% agree that the city centre could increase its role in:
 - Recreation
 - provision of green and communal space
 - tourism and visitors
 - access to culture and arts

²⁴ Available at Appendix 6

- b. 47% agree that the city centre will continue to ‘provide night-time economy’, eating and drinking establishments, as well as shopping and retail
- c. 38% agree that the city centre could increase its role in highlighting its history.

Impact of Pandemic – High Streets

82. In January 2021, Deloitte published a report²⁵ exploring the changing role of the UK high street²⁶. Using data from this report, Deloitte argue that the Covid-19 pandemic led to a number of trends that support local high streets as opposed to city centres:

- a. Increased focus on localism
- b. Greater level of commitment to small independent businesses that can easily identify the provenance of their goods
- c. More focused shopping missions with higher spend but fewer trips
- d. More value place on the ‘self’ and socialising rather than out and out consumerism.²⁷

83. The Centre for Cities, using near-real-time footfall and spend data²⁸, highlight suburban high streets had less of a rough ride than city centres during the pandemic:

- a. the average city centre high street lost 28 weeks of sales between March 2020-September 2021, compared to suburban high street losing 9 weeks of sales
- b. Suburban high streets had a slower rise in vacancy rates compared to city centre vacancy rates, a 1% increase compared to 3.3% increase
- c. Suburban spend returned quicker to its baseline spending levels when the economy reopened in Summer 2021.²⁹

84. Centre for Cities³⁰ identify that the following factors account for suburban high streets doing well in the pandemic:

- a. Local Sales - In 2019, nearly 60% of sales in suburbs came from the suburbs themselves – so most of their customer base was still there during the pandemic unlike city centres that rely on people coming into the city

²⁵ What next for the high street?: part two – A revival – Deloitte – January 2021 – downloaded 14 October 2022

²⁶ This includes high streets in local and district centres

²⁷ What next for the high street? Part two: A Revival – Deloitte January 2021

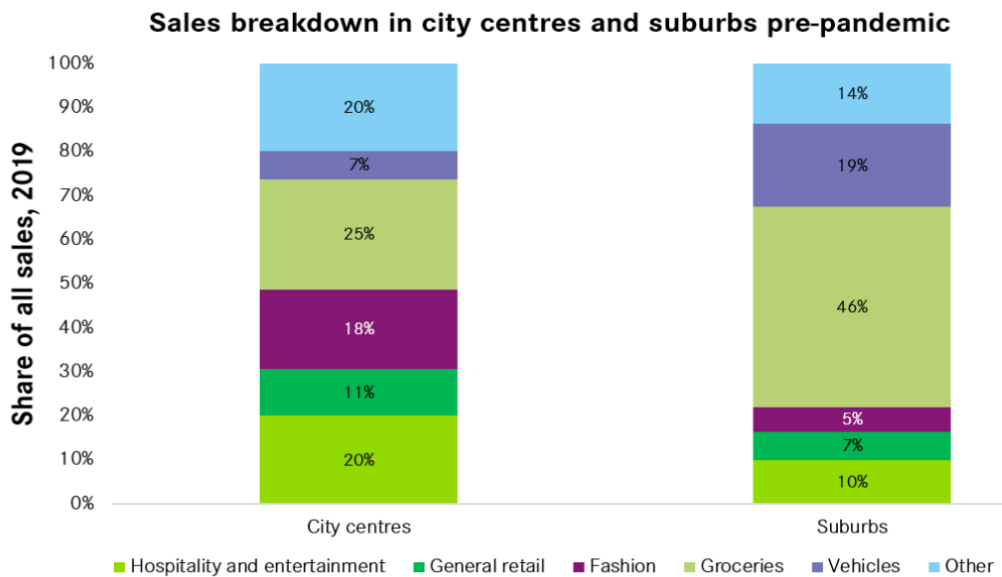
²⁸ [High streets | Centre for Cities](#)

²⁹ [Have suburban high streets really received a ‘work from home’ boost? | Centre for Cities](#) – downloaded 24/11/22

³⁰ [High streets | Centre for Cities](#)

- b. Essential Goods - Pre-pandemic, nearly two-thirds of all sales in suburban high streets occurred in essential sectors such as groceries and many of these could continue to be open during the pandemic.

Figure 5: Before the pandemic, shoppers spent their money differently in city centres and local high streets



Work from Home Dividend?

85. Centre for Cities highlight that footfall and spending data show no clear signs of a work from home dividend for suburban high streets.

‘In September 2021, the suburbs of cities with high levels of remote working did less well than those with low levels of remote working – and they performed just like they did before, not better. For there to be a ‘work-from-home boost’, the opposite should be true.’³¹

86. The What Works Centre for Local Economic Growth also highlights there is not much evidence that more working from home will significantly boost local high street retail.³²

What is needed for sustainable high streets, post-pandemic?³³

87. This Inquiry found that high streets need to:
- a. Reflect local demographics

³¹ [Have suburban high streets really received a ‘work from home’ boost? | Centre for Cities](#) – downloaded 24/11/22

³² Evidence Briefing: local growth, high streets and town centres – What Works Centre for Local Economic Growth - 2021

³³ Further information on this section is available in Appendix 3

- b. Reflect changing shopping habits
- c. Create the right environment
- d. Move away from an over-reliance on retail towards the ‘experience’ leisure economy
- e. Deliver low-cost workspace to support start-ups, training and those wishing and able to work closer to home

88. This Inquiry found that there is a need to:

- a. Rethink the landlord tenant relationship
- b. Shape and fund regeneration
 - Widen footpaths
 - Provide space for cafes
 - Create accessible transport stops
 - Prioritise active travel
- c. Increase consumer demand
 - Improve the skills of residents
- d. Utilise vacant shops as ‘test sites’ for new businesses
- e. Activate local community facilities, to help footfall and sense of community
- f. Innovate funding and delivery mechanisms – meanwhile use, BIDs

How can local authorities help create sustainable high streets, post-pandemic?

89. The LGA commissioned Pragmatix Associates and Trajectory to identify how councils can help create resilient and revitalised high streets beyond the pandemic³⁴. Their report identifies that social and experiential use of high streets have been increasing pre and post pandemic. They identify **retaining footfall and spending** as key challenges for suburban high streets, post pandemic.

90. The LGA report argues for the need for suburban high streets to develop a broader, high value offer with convenience and flexibility to remain engaging and accessible. In summary, the LGA report states that³⁵:

³⁴ [Creating resilient and revitalised high streets in the ‘new normal’ | Local Government Association](#)

³⁵ [Creating resilient and revitalised high streets in the ‘new normal’ | Local Government Association](#) downloaded 24/11/22

Resilient high streets of the future

Resilient high streets are experiential destinations and should offer users experiences that go beyond purely retail or functional-oriented activities.

Resilient high streets have flexibility built in: Rapid technological changes offer challenges and opportunities for high streets. Flexibility can be integrated into the high street through evidence-based strategy, policy amendments, and up-to-date awareness of community needs and demands. Resilient high streets are green, and local authorities should consider transport, green spaces, and low-carbon supply chains in any environmental strategy.

Resilient high streets make sense in their local context: Local authorities should design policy interventions based on a contextual understanding of the high street in question, and the needs and demands of its users. Community engagement can be used to build important partnerships and provide valuable insights which can support the design and delivery of projects.

Councils’ contribution to successful high streets

Strategic evidence-based approach: High Street resilience should be guided by medium- and long-term strategy, founded in quantitative and qualitative evidence. Prior to developing a strategy, it is important that local authorities understand the economic and social context of local high streets and have relevant staff expertise. Planning policies, such as local plans and neighbourhood plans, can be used as a binding foundation for a high street strategy, safeguarding green spaces and heritage assets. Policy interventions should be consistent with the council’s high street strategy.

Financial viability and social benefit: As with any investment, projects designed to strengthen and reinvigorate the high street need to be financially viable and deliver clear social benefit. To increase the financial viability of socially beneficial interventions, sources of government funding are available (such as from the Levelling Up, Community Renewal, Shared Prosperity and Active Travel Funds), and there are mechanisms for sharing risk. Local authorities can invest in interventions which could have a significant impact on high streets, but poor financial planning risks undermining potential benefits.

Engaging and empowering stakeholders: Engaging with community organisations and residents can facilitate interaction with hard-to-reach groups and provide important insight when designing interventions. Local businesses, both independents and chains, will be able to provide commercial insights about footfall, consumer preferences, and supply chain concerns. Engagement with community stakeholders can help to identify and address skills gaps in the high street.

91. In September 2021, Audit Wales published their report ‘*Regenerating Town Centres in Wales*’, which concludes with 6 recommendations, including 2 for local authorities, as follows:

R4 – *We recommend that local authorities take appropriate action, using these existing powers and resources available to achieve the best possible outcome for town centres by:*

- *Using alternative methods of enforcement before using Compulsory Purchase Orders as a last resort*

- *Integrating enforcement strategies with wider departmental strategies across housing, environmental health, planning and regeneration teams to make more effective use of existing skills and resources, and*
- *Ensuring there is capacity and the right expertise to use the full range of powers, working in collaboration with other councils to achieve good outcomes.*

R6- *We recommend that local authorities use our regeneration tool to self-assess their current approaches to identify where they need to improve their work on town-centre regeneration.*

Cardiff’s District and Local Centres

92. The Welsh Government’s Technical Advice Note 4 (1996) defines a district shopping centre as groups of shops, separate from the town centre, usually containing at least one food supermarket or superstore and non-retail services such as banks, building societies and restaurants.

93. There is no fixed definition for local centres – they are smaller than district centres, larger than neighbourhood centres, and also contain a mix of retail and non-retail.

94. The Council has a District Centre Strategy (2011), which states there are 11 district centres in Cardiff:

- a. Albany Road/ Wellfield Road
- b. City Road
- c. Clifton Street
- d. Cowbridge Road East
- e. Crwys Road/ Woodville Road
- f. Mermaid Quay
- g. Merthyr Road
- h. Penarth Road/ Clare Road
- i. St Mellons
- j. Thornhill
- k. Whitchurch Road

95. The District Centre Strategy contains a map that shows the local centres are:

- a. Birchgrove
- b. Bute Street
- c. Cathedral Road/ Pontcanna Street
- d. Countisbury Avenue
- e. Fairwater Green
- f. Gabalfa Avenue

- g. Grand Avenue
- h. Llandaff High Street
- i. Maelfa, Llanedeyrn
- j. Newport Road, Rumney
- k. Radyr
- l. Rhiwbina
- m. Salisbury Road
- n. Splott Road
- o. Station Road Llandaff North
- p. Station Road Llanishen
- q. Tudor Street
- r. Wilson Road.

What could Cardiff Council do to assist local and district shopping centres?

96. This Inquiry sought the views of witnesses on what they felt Cardiff Council should do to assist local and district centres post-pandemic, bearing in mind the Council’s commitments in its Corporate Plan 2022-2025 and Recovery and Renewal Plan, as set out in Appendix 1.

97. Members wished to hear from local and district shopping centre traders and tried to locate traders’ associations, without success. Members therefore invited two traders – one from a District Centre and one from a Local Centre – to meet with them to share their ideas. Both traders have traded in Cardiff for many years and have previously been involved in traders’ associations.

Establish a Traders Forum

98. The traders told Members that it would be helpful if the Council organised a forum in each centre, given the decline in trading associations across Cardiff. They emphasised that these are a good way to share information and that it requires the Council to lead on this as otherwise the fora are not sustainable as volunteers understandably cannot volunteer forever and need help to organise legacy arrangements, as has been borne out by previous traders’ associations ceasing to operate.

99. The traders explained it would make sense for this to be done on a centre-by-centre basis rather than one overall forum, as the issues vary so widely across Cardiff.

Promoting Centres

100. The traders explained the Council could use its social media presence to:
- a. promote the centres
 - b. encourage ‘shop local’
 - c. generate ideas and interests in local communities to support the centres.

Improving the Experience

101. The traders explained the following would help to improve the experience of those using local and district centres:
- a. Enable restaurants, coffee shops and cafés to have benches, tables and chairs on pavements - helps create a community feel and increase trade
 - b. Brighten up centres with low-cost actions, including
 - Lamp post banners – promoting ‘shop local’ and maybe in different colours for the different centres to give them their own identity
 - Greening – planters – like on Newport Road – with local shops nominated to water them and provided with necessary water hooks
 - Rubbish bins
 - c. Help meet the cost of local community events – with the increase in food and drinks and national companies, there are fewer independent traders to bear the cost of local events, which help to create a community feel
 - d. Tackle shoplifting and begging
 - Liaise with Police to see if possible to increase local Police Community Support Officer patrols
 - Organise Local Radio-Net systems
 - e. Tackle homelessness.

Improving Access

102. Members included questions in their own survey³⁶ on respondents’ views on what is needed to improve access to local and district centres, and found the following is needed:
- a. 77% - provision of frequent and reliable public transportation
 - b. 71% - the provision of safe walking routes

³⁶ Available at Appendix 6

- c. 53% - provision of safe cycling routes are needed
- d. 50% - increased disabled parking
- e. 47% - increase the need for parking space for non-motorised vehicles

103. In addition, the two traders the Inquiry heard from highlighted:

- a. The opportunity to add an additional 6-8 parking spaces near to Wellfield Road, by redesignating spaces and enforcing these so that people do not overstay
- b. That, in some centres, traders can see both sides re parking – there are mixed views on whether the Council should be tougher on enforcing double-yellow lines, so people have to use nearby car park, or softer and remove parking restrictions, so easier for people to access shops.

Funding

104. Adrian Field, Executive Director – FOR Cardiff, highlighted that district centres could look at establishing their own Business Improvement Districts (BID). He explained Cllr Elmore has had discussions with him about having a BID for Cowbridge Road East district centre, and they are due to have a meeting with traders in January. He continued that his initial calculations indicate this could raise circa £80k to go towards events, such as Christmas Lights. Adrian explained this could be another avenue explored by the Council.

105. Roisin Willmott, Director RTPI Cymru, stated that Cardiff has strong neighbourhood centres, and the key is to strengthen these in line with Welsh Government’s Town Centre First approach, which also covers neighbourhood centres.

Cardiff Council’s proposals to date

106. Cardiff Council has worked with partners to develop a detailed City Centre Action Recovery Plan. This Inquiry did not focus on the delivery of the Plan, as this would require its own focused scrutiny, but asked witnesses for their views on the Plan; these are incorporated in this report under the appropriate headings.

107. Cardiff Council’s Corporate Plan 2022-23 contains the following commitments re local and district centres:

- a. Establish a '15-minute city toolkit' to accelerate district centre regeneration, including housing- and transport-led improvements
- b. New Regeneration Strategy to support 15-minute principles
- c. Support the vitality and viability of district and local centres and deliver the '15-minute city' approach to all major centres by 2027.

108. Specifically with regard to local and district centres, Andrew Gregory, Director of Planning, Transport and Environment, explained that the council will develop neighbourhood/ placemaking plans for priority areas, which will tempt private developers to invest in the areas as the plans will be so good. These plans will set out relevant policies and funding streams and will align programmes and projects across the council. Rebecca Hooper, Operational Manager Neighbourhood Regeneration, added that these placemaking plans are required by Welsh Government as part of funding applications for Transforming Towns monies.
109. Councillor Wild, Cabinet Member – Climate Change, emphasised how pleasing it is to see departments working well together – Economic Development, Regeneration, Planning and Transport – to develop the Regeneration Strategy, which is all to do with supporting district and local centres and the principles of 15-minute neighbourhoods.
110. Rebecca Hooper, Operational Manager Neighbourhood Regeneration, added that the Regeneration Strategy will set the agenda for improvements to District and Local Centres and will embed the 15-minute neighbourhood principles.
111. Andrew Gregory, Director of Planning, Transport and Environment, highlighted the Council has very few policy levers that it can pull regarding district and local centres, other than to improve the public realm, improve transport and active travel, as it does not own many assets in these centres. Councillor Goodway, Cabinet Member – Investment and Development, added that if the Council could add in housing to centres, this would help to generate footfall to support the viability of centres. Successful examples of this include schemes such as the Maelfa Regeneration in Llanedeyrn.

112. Rebecca Hooper, Operational Manager Neighbourhood Regeneration, highlighted that local and district centre regeneration schemes are not always easy, due to conflicting views between traders and between traders and the council, along with wider aspirations that the community or shoppers may have- they do not always align. The Council has to act for the greater good – for example putting in cycleways.
113. Rebecca Hooper, Operational Manager Neighbourhood Regeneration, emphasised that, when liaising with local and district centres, it is important to manage expectations, be clear what is possible, be honest, focus on what matters to help businesses grow and to help increase footfall. She added that it was also important to be proportionate, there is a small team available to do this work. She added that the team are planning to commence community and trader engagement in early 2023 to look at issues and possible solutions for a priority district centre, Cowbridge Road East.
114. Members asked whether big improvement schemes deliver lasting results, and whether smaller actions which don’t cost much, such as those highlighted to this Inquiry – prettying up the centres with planters and banners – would help to generate pride, give a lift to the area and attract footfall, helping to improve viability of centres and small traders. Councillor Wild, Cabinet Member – Climate Change, responded that this was a good point. Jon Day, Operational Manager -Tourism and Investment, added that there needs to be a hierarchy to focus resources, efforts and funding across a number of teams.
115. Members sought views on the management of centres. Andrew Gregory, Director of Planning, Transport and Environment, highlighted the importance of joining up and improving management of centres now, stating it is important to use resources more effectively now and focus monies on the areas that require the biggest actions. He added that expanding the City Centre Management Team to cover the District and Local Centres would be helpful. Rebecca Hooper, Operational Manager, Neighbourhood Regeneration, added that, if money was no object, then a district centre manager would be a dream as they would be able to manage all the council services interfaces and work with local traders to improve the centres – currently her team parachute in, do the work, and leave and the traders are left with no one contact point in the Council. She

added that this would really help, as there are no trader associations left anymore and so no easy conduit between centres and the Council.

116. Councillor Goodway, Cabinet Member – Investment and Development, wondered whether the Council was doing enough to promote local and district centres and days such as Small Business Saturday. Jon Day, Operational Manager, Tourism and Investment, highlighted that Visit Cardiff has sections on District Centres that have a minimum offer – such as food and drink – and warrant visits from outside the locality.

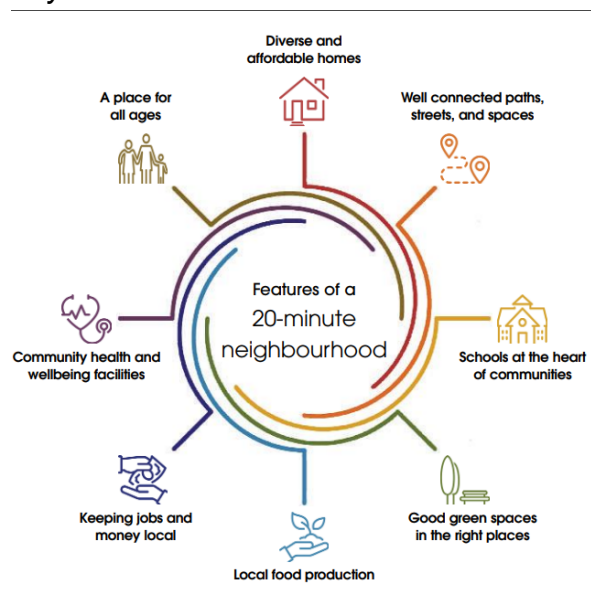
15-MINUTE CITY NEIGHBOURHOODS

What is a 15-minute city?

117. The concept of a 15-minute city originated with Professor Carlos Moreno, Sorbonne University. He set out a 15-minute city framework with four key characteristics:
- Proximity** – things must be close
 - Diversity** – land uses must be mixed to provide a wide variety of urban amenities nearby
 - Density** – there must be enough people to support a diversity of businesses in a compact land area – this does not need to be high-rise; low-rise density can be sufficient
 - Ubiquity** – these neighbourhoods must be so common that they are available and affordable to anyone who wants to live in one.³⁷

118. The concept, sometimes also called 20-minute neighbourhoods, has grown in popularity, for the following reasons:

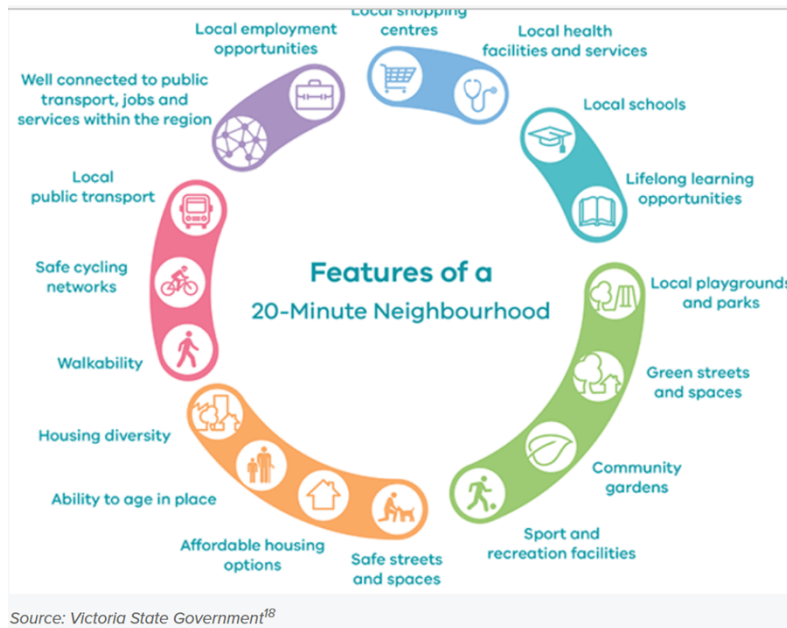
*Societies around the world are facing a number of urgent, interconnected problems, including how to reduce carbon emissions; how to help people become more active to improve health and wellbeing; how to reduce loneliness; and how to improve high streets and neighbourhoods that have declined. These questions, shared by disparate places, are leading to similar answers.. places that include most of the things that most people need for their everyday lives within a short and pleasant walk or cycle ride.*³⁸



³⁷ Extract from [Introducing the 15-Minute City Project – 15-Minute City \(15minutecity.com\)](https://www.15minutecity.com/) accessed 21/10/22

³⁸ 20-Minute Neighbourhoods – Town and Country Planning Association March 2021 – downloaded 21 October 2022
[20MN_Main.qxd \(tcpa.org.uk\)](https://www.tcpa.org.uk/20MN_Main.qxd)

119. The 15-minute city/ 20-minute neighbourhood therefore reimagines urban spaces, promoting the idea of mixed-use, community-based, environmentally-friendly infrastructure and development. It applies to districts within cities, with each district having everything a person might need to work, rest and play, which can be accessed without the use of a car.



39

120. TCPA⁴⁰ highlight that, whilst every community has its own context and aspirations for the future and any plans to create a 20-minute neighbourhood should be based on what the local community wants, the following characteristics, or 'ingredients', are likely to be part of the mix:

- diverse and affordable homes
- well connected paths, streets and spaces
- schools at the heart of communities
- good green spaces in the right place
- local food production
- keeping jobs and money local
- community health and wellbeing facilities, and
- a place for all ages.

³⁹ [How to build back better with a 15-minute city \(c40knowledgehub.org\)](https://www.c40knowledgehub.org/) – downloaded 21 Oct 2022

⁴⁰ As above

121. Roisin Willmott, Director, RTPI Cymru explained that the benefits of a 15-minute city include:
- a. making it easier for people to walk and cycle, if able to, which helps their health and is cheaper
 - b. reducing congestion by improving walking, cycling and public transport
 - c. improving local economy by increasing service provision
 - d. improving local economy by boosting footfall and reducing congestion
 - e. tackling climate and biodiversity crises
 - f. having housing in the right places to enable people to stay in their communities
 - g. addressing poverty by removing car dependency, ensuring public and active transport routes are available, and making access to services and facilities easier

Issues/ concerns re 15-minute city

122. Centre for Cities highlight the following issues to consider re the 15-minute concept:
- a. 15-minute neighbourhoods do not offer the same breadth of jobs that a successful city centre can offer
 - b. Some office-based businesses locate in city centres because of the benefits this location brings –
 - i. face to face collaboration with colleagues, clients, collaborators and competitors
 - ii. widest choice of potential employees to attempt to recruit
 - c. More than half of jobs cannot be done from home e.g., manufacturing
 - d. Whilst hybrid working is likely to continue, people will travel outside their neighbourhood a number of times a week
 - e. Amenities that rely on a large customer base to turn a profit cannot locate within individual neighbourhoods and tend to cluster in city centres e.g., theatres, Michelin starred restaurants, football stadia etc.
 - f. Amenities that serve local markets, such as restaurants, takeaways, pubs and doctors’ surgeries are able to be located in 15-minute neighbourhoods
 - g. 15-minute neighbourhoods require high density development, which may require some local authorities to alter their land use planning.⁴¹

⁴¹ [Will Covid-19 make the idea of the 15 minute city a reality? | Centre for Cities](#) – downloaded 23 November 2022

123. Cllr Goodway, Cabinet Member – Investment and Development highlighted the need to be realistic about what can be provided within a 15-minute neighbourhood and what the impacts of 15-minute neighbourhoods could be, citing the following:
- a. need to be careful about the messages put out about what the Council and partners, such as the Health Board, are able to provide e.g., it may not be realistic to say that everyone will be able to access a GP surgery within 15-minutes.
 - b. need to be careful not to create barriers to people moving beyond their 15-minute neighbourhood.
 - c. the shift to more people working from home means that there is less usage of public transport, meaning it is not viable, resulting in policy choices of either a massive public subsidy in public transport or a push for people not to work from home
 - d. as people shop locally/ online more, this could reduce the viability of the city centre.
124. Cllr Goodway added that he shared the agenda of 15-minute neighbourhoods with his Cabinet colleagues but that there may be different views re the levels of concerns.

Examples of 15-minute cities

125. Examples where this approach, or aspects of it, is being used around the world include:
- a. England – London, Ipswich, Birmingham
 - b. Scotland
 - c. Europe – Paris, Brussels, Valencia, Barcelona – ‘super-blocks’, Milan – tactical urbanism (claiming space for walking and cycling), Oslo and Lisbon - new working spaces (co-working) embedded in planning policy⁴²
 - d. USA - Houston, New York, Portland
 - e. Australia – Melbourne, Sydney – 20-minute neighbourhoods
 - f. Bogota – Barrios Vitales
 - g. Chengdu, China
126. The C40 Cities – a global network of large cities committed to addressing climate change, including London – embraced the approach in 2020 as part of its ‘*Agenda for a Green and Just Recovery*’.

⁴² Summarised from [Full article: The 15-minute city concept and new working spaces: a planning perspective from Oslo and Lisbon \(tandfonline.com\)](#) accessed 21 October 2022

Scottish Government

127. The Scottish Government has included the 20-minute neighbourhood as a priority in their new National Planning Framework. Living Streets Scotland is working on a Scottish Government funded project in North Lanarkshire, Stirling and Dunblane to develop plans for how specific neighbourhoods could move towards becoming 20-minute neighbourhoods. Living Streets are looking at what people want, why they do and don’t do certain activities locally, and what would need to change. One of the first things they are doing is finding out how people in these areas currently feel about their neighbourhood:

‘If you live in Airdrie, Stirling or Dunblane, we’d love it if you could fill in [this survey](#). The questions are based on the Place Standard, so we can easily compare our work with other people’s work on neighbourhoods. It should take you about ten minutes to complete. Thank you!

TAKE OUR SURVEY

[LIVING STREETS SCOTLAND DIRECTOR, STUART HAY, DISCUSSES 20-MINUTE NEIGHBOURHOODS AT SCOTLAND’S CLIMATE ASSEMBLY \(WATCH HERE\)](#)⁴³

Edinburgh

128. Edinburgh is progressing plans for 20-minute neighbourhoods across the city. They have laid out a City Mobility Plan⁴⁴, which aims to move away from car dependency, with improved active travel connections. They are also working on plans to revitalise local centres and high streets. They are stressing the need to consult local communities:

‘Each neighbourhood in the city is different, with its own unique set of requirements. That’s why it’s so important that local communities participate in this process to help us understand everyone’s needs and make sure their views shape the neighbourhood approach.’⁴⁵

129. Residents in west Edinburgh have been asked to explain what they currently think about the area and to share their ideas, with the consultation to run alongside planned road improvement projects in the town centre.⁴⁶

Ipswich

130. Ipswich Central is a Community Improvement District company. It has developed Ipswich Vision, which is a partnership of civic, business and education leaders working

⁴³ [20-minute neighbourhoods | Living Streets](#)

⁴⁴ [City Mobility Plan – The City of Edinburgh Council](#)

⁴⁵ [Edinburgh progresses with plans for 20-minute neighbourhoods across city \(newstartmag.co.uk\)](#)

⁴⁶ As above

together to deliver transformative projects in Ipswich Central, including the ‘*Connected Town*’ project.

131. In Spring 2021, Ipswich Central underwent a significant public and business consultation to help shape the *Connected Town* strategy to the needs of the community. A suite of reports shows the results of the consultation is available at:

[Connected Town | IpswichCentral](#)

132. Ipswich’s *Connected Town* project aims to create a place that connects business, culture, sports, faith, arts, education, health and community within a 15-minute triangle. The ambition is for the Connected Town area to better unite businesses, organisations and residents; to create a thriving and engaging town centre in which people and communities can thrive. *2022-2027 Plan*.

133. The *2022-2027 Plan* highlights Ipswich has been successful in a £25m bid for Town Deal funding for regenerating the town centre. Plans include:

- a. Town Centre Management
- b. Digital Ipswich (free public Wi-Fi and digital gift card and loyalty scheme)
- c. Waterfront regeneration
- d. Events and Promotions, including Christmas Tree & Ipswich letters
- e. Indie Ipswich, Oasis Green Trail & Town Trails
- f. DMO – destination management & branding.

Welsh Government

134. Welsh Government does not have a specific reference to 15-minute city or 20-minute neighbourhoods in its programmes/ strategies/ policies but the overarching ‘Programme for Government’, which was refreshed in December 2021, includes relevant strands:

- a. Seek a 30% target for working remotely
- b. Deliver the Digital Strategy for Wales and upgrade out digital and communications infrastructure
- c. Expand arrangements to create or significantly enhance green spaces
- d. Develop new remote working hubs in communities
- e. Invest in travel options that encourage public transports and support walking and cycling
- f. Develop masterplans for towns and high streets

- g. Empower communities to have a greater stake in local regeneration
- h. Repurpose public space for outdoor events, markets, street vendors, pop up parks and parklets.⁴⁷

135. Also, as the Royal Town Planning Institute Cymru (RTPI Cymru) point out:

‘The principles and features of the 15-minute neighbourhood model resonate well with the provisions set out in the Well-being of Future Generations (Wales) Act 2015² and the rural policy framework set out in Future Wales: The National Plan 2040³ and Planning Policy Wales, along with Well-being Indicators, the National Sustainable Placemaking Outcomes and Placemaking Charter Principles. The model itself is a useful tool in re-enforcing a local focus in planning policy and decision making.’⁴⁸

136. In addition, the RTPI Cymru report⁴⁹ references the following as supportive of 15-minute neighbourhoods: Active Travel (Wales) Act 2013, Environment (Wales) Act 2016, and Planning (Wales) Act 2015.

The role of local authorities in 15-minute cities

137. There is no one guide or toolkit for local authorities when implementing the 15-minute concept. Having reviewed how several local authorities have approached this, TCPA⁵⁰ highlight the following 10 principles:

‘Although the idea of complete, compact and connected places is simple, putting it into practice is complex. The following 10 principles are based on shared lessons from places with several years’ experience:

- a compelling vision, well communicated
- strong, inspiring leadership
- empowered communities
- research, data, and analysis
- partnership and advocacy
- addressing inequalities
- adopting policy
- investment

⁴⁷ [Welsh Government - Programme for Government - Update](#)

⁴⁸ [Plan The World We Need \(rtpi.org.uk\)](#)

⁴⁹ As above

⁵⁰ 20-Minute Neighbourhoods – Town and Country Planning Association March 2021 – downloaded 21 October 2022
[20MN_Main.qxd \(tcpa.org.uk\)](#)

- ‘hard’ and ‘soft’ measures, and
- evaluation and adaptation.’

138. Some of these factors were raised by other witnesses to this Inquiry, as set out below.

Leadership, Vision and Resources

139. Roisin Willmott, Director of RTPI Cymru told this Inquiry that politicians and senior officers need to provide leadership and ensure a vision, with place-based policies and resource allocation aligned to delivering a 15-minute city. She added that it is very important to have sufficient planning resources to undertake the detailed mapping and planning and engagement required to successfully implement a 15-minute city approach.

140. TCPA⁵¹ highlight that whilst council planners have an important role to play, they are likely to be successful only if schemes have high-level political support.

Empowering Communities/ Community Engagement

141. TCPA⁵² stress that resident and business engagement at an early stage has been key to other local authorities successfully implementing 20-minute neighbourhoods, enabling an understanding of what the local community wants and building this into action plans. Two of the examples cited earlier in this report – Scotland and Ipswich – both have consultation with local communities at their centre and as their initial starting place.

142. Roisin Willmott, Director RTPI Cymru, told this Inquiry that community engagement is key to 15-minute city implementation, showing local communities that there are answers to the challenges facing them and moving beyond consultation to participatory engagement and involvement. She stressed the importance of trying new ways to engage, to ensure the voices of different people and different communities are heard so that plans are truly reflective of communities e.g., it is very important to use different mechanisms to engage young people in discussions about 15-minute city and associated actions, as young people are less likely to use Cardiff Council’s existing consultation mechanisms.

⁵¹ 20-Minute Neighbourhoods – Town and Country Planning Association March 2021 – downloaded 21 October 2022
[20MN_Main.qxd \(tcpa.org.uk\)](#)

⁵² As above

143. The RTPi Cymru report⁵³ recommends:

‘Resource, training and support for local planning tools such as community led Place Plans, community engagement etc. Resources within communities, town and community councils and local planning authorities, would assist in improving understanding and provide the capability and capacity to support joined up working.’

144. This Inquiry asked for examples of suitable community engagement approaches and Roisin Willmott, Director RTPi Cymru, provided the following:

Examples of suitable community engagement approaches

- Welsh Government Education Learning Hub – contains advice on how to involve children and young people in planning <https://hwb.gov.wales/repository/resource/7fd63088-bf14-444b-8cfa-e8453dd661b6> <https://hwb.gov.wales/repository/resource/dc719db0-de38-4516-8122-d9d9d69441c6>
- Planning Aid for Scotland - SP=EED toolkit for community engagement
- Place Plans – used by Conwy and Monmouthshire – helpful in places where community and town councils but can also be done with ward councillors. However, it is easier to achieve cohesive engagement and vision in smaller towns
- Planning Aid Wales - useful contact to discuss community engagement as they lead on this in Wales. <https://planningaidwales.org.uk/ourservices/place-plan-support/>

Research, data and analytics

145. The TCPA⁵⁴ highlight that successful implementation of 15-minute city principles varies according to place but is underpinned across all places by a thorough understanding of usage patterns and residents’ needs. This then enables the identification and modelling of potential interventions, such as walking routes, cycle routes, crossings, facilities and amenities:

- a. Urban retrofitting
 - spatial analysis that maps streets, paths and public spaces, usage patterns, location of services and facilities
 - Identify and model potential interventions to understand likely impacts.

⁵³ [Plan The World We Need \(rtpi.org.uk\)](https://rtpi.org.uk)

⁵⁴ 20-Minute Neighbourhoods – Town and Country Planning Association March 2021 – downloaded 21 October 2022 [20MN_Main.qxd \(tcpa.org.uk\)](https://www.tcpa.org.uk/20MN_Main.qxd)

- b. Post-War development retrofitting
 - Comprehensive data gathering to understand usage patterns
 - Qualitative research with residents to understand their needs
 - Model proposed interventions to understand likely impacts
- c. Urban Extensions and New Settlements
 - Take a holistic view – improve connectivity and add facilities that benefit existing and new community.

146. Roisin Willmott, Director RTPI Cymru, added that taking a spatial approach means it is possible to identify solutions that deliver the required vision.

Adopting Policy – Planning and Transport

147. The RTPI Cymru report ‘*Living Locally in Wales*’⁵⁵ details the role of the planning system in supporting living locally by promoting and shaping place quality, value and sustainability:

- a. Working collaboratively to achieve meaningful impact
- b. Supporting community engagement and participation e.g., place plans, shape my town etc.
- c. Monitoring achievement of desired outcomes
- d. Section 106 – proactive use of Travel Plans etc.

148. Roisin Willmott, Director RTPI Cymru, explained that it is really important to ensure 15-minute city principles are enshrined in the Local Development Plan, as it sets the framework for planning decisions; Supplementary Planning Guidance can then be used to expand on how the Council favours developments that meet 15-minute city principles. She added that the Strategic Development Plans, yet to be developed, will be really important as they provide a regional approach to planning, and this is very important for areas such as Cardiff, given the complex interdependencies and movement between local authority areas in the region. However, she stressed:

‘Planners are well-placed to bring together the various strands, but it requires political and senior officer leadership to ensure work is implemented to change residents’ behaviours – planners cannot do this on their own.’

⁵⁵ [Plan The World We Need \(rtpi.org.uk\)](http://rtpi.org.uk)

Monitoring and Evaluation

149. Roisin Willmott, Director RTPI Cymru, explained that outcome focused planning would be a useful tool to monitor successes in new provision, and whether local authorities are building better places. The indicators would show what has changed for the better e.g., better education provision, better health, better housing, better air quality etc. She added that the RTPI has a toolkit to measure planning outcomes: [RTPI | Measuring What Matters: Planning Outcomes Toolkit](#)

150. The RTPI Cymru report ‘Living Locally in Wales’⁵⁶ also recommends that ‘*planners, other partners, agencies and sectors align strategic goals, investment priorities and outcomes and indicators collaboratively, to facilitate meaningful impact*’.

Is Cardiff a 15-minute city?

151. This Inquiry wanted to understand residents’ views on whether their local neighbourhoods meet their needs within a 15-minute walk/ cycle radius and whether they are able to access this provision. The Inquiry therefore paid for questions to be included in the Ask Cardiff survey; full details are available at Appendix 7.

152. The Ask Cardiff survey responses show:

- a. 50% of respondents feel that their local neighbourhood has the necessary services and amenities to meet their needs
- b. A high level of respondents’ state essential services – food, pharmacy, schools, doctors, food and drink venues, post office, banking facility and parks and play areas – are available within 15 minutes’ walk or cycle (between 73% - 91% depending on the service/ amenity)
- c. In terms of accessing local services and amenities
 - 60% of respondents state frequent and reliable public transport is available
 - 48% of respondents state safe walking routes are available
 - 26% of respondents state safe cycling routes are available
- d. 30% of respondents state there are no barriers to accessing local services and amenities

⁵⁶ [Plan The World We Need \(rtpi.org.uk\)](http://PlanTheWorldWeNeed(rtpi.org.uk))

- e. 24% of respondents state poor parking facilities are a barrier to accessing local services and amenities
- f. 23% highlighted some services are not available in their local neighbourhood
- g. 19% highlighted they did not feel safe in their local neighbourhood.

153. In response to a question about what services and amenities are required in their local neighbourhood to meet their needs, the following were highlighted – full responses are available in Appendix 7:

Category	No. of times mentioned
Improved Facilities/ Amenities	59
Public Transport	46
Waste / Rubbish Services	24
Street Cleansing	14
Highways	13
Parks	12
ASB/ Crime/ Police	12
Parking	11
Footpaths/ Pavements	10
Other	7

154. When asked to say what else stops them accessing services in their local neighbourhood, the following responses were received – full responses are available in Appendix 7:

Category/ sub-category	No. of times mentioned
Public Transport	39
Pavements	17
Highways	9
Health Services	8
Cycle Lanes/ Facilities	7
Lack of Facilities	7
Timing of Local Services	6
Lack of Car Parking	6
ASB/ Crime/ Police	5
Disability	4

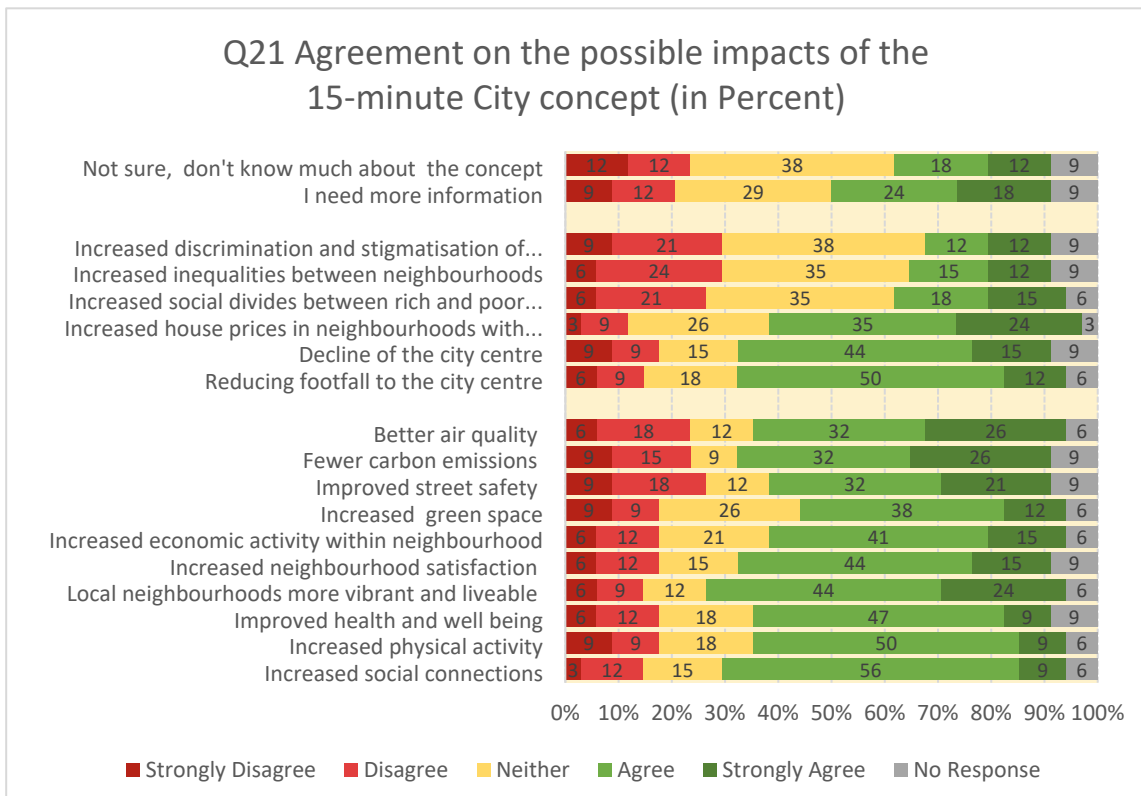
155. The Inquiry was also interested in residents’ views on whether **shared workspaces** are needed in their local neighbourhoods; 41% of respondents stated they did not know and 41% of respondents stated no shared workspaces are needed. This mirrors the findings

of this Inquiry’s own research⁵⁷, where 56% of respondents stated they were not aware of the remote or co-working provision available within 15 minutes’ walk or cycle from their home.

Possible Impact of implementing 15-minute city concept in Cardiff

156. The Inquiry was keen to understand views on the possible impacts of the 15-minute city concept being applied in Cardiff. Whilst responses to this Inquiry’s own research⁵⁸ were very low, they provide an interesting insight. In particular:

- a. 39% confirm they need more information to fully understand the implications
- b. 53% - 68% express agreement to the more positive impacts, such as improving air quality, reducing carbon emissions, improving the liveability of local neighbourhoods and improving street safety
- c. 59% believe it could lead to increased house prices in areas with more facilities
- d. 33% believe it could increase social divides between rich and poor
- e. 24% believe it could lead to increased discrimination and stigmatisation of poorer communities
- f. 27% believe it could increase inequalities.



⁵⁷ Available at Appendix 6

⁵⁸ Available at Appendix 6

157. This Inquiry’s own research⁵⁹ asked specific questions on how the **city centre** could be transformed as part of the 15-minute city concept, and found:
- a. 53% agree that the city centre could increase its role in:
 - Recreation
 - provision of green and communal space
 - tourism and visitors
 - access to culture and arts
 - b. 47% agree that the city centre will continue to ‘provide night-time economy’, eating and drinking establishments, as well as shopping and retail
 - c. 38% agree that the city centre could increase its role in highlighting its history.
158. This Inquiry’s own research⁶⁰ also asked specific questions on how **local and district centres** could be transformed as part of the 15-minute city concept, and found:
- a. 65% agree it could lead to increased footfall in local shops and businesses
 - b. 62% agree it could lead to increased amenities and facilities
 - c. 44% agree it could lead to increased provision of remote and co-working facilities.
159. Around half of respondents agree that the transformation of the local and district centres would increase the need for disabled parking (50%) and parking space for non-motorised vehicles (47%). The majority of respondents were in agreement that the provision for frequent and reliable public transportation (77%), safe walking routes (71%) and safe cycling routes (53%) are needed.

Implementing 15-minute city concept in Cardiff

160. This Inquiry noted that the Council’s Corporate Plan contains the following re 15-minute City:
- a. Establish a ‘15-minute city toolkit’ to accelerate district centre regeneration, including housing- and transport-led improvements
 - b. New Regeneration Strategy to support 15-minute principles
 - c. Support the vitality and viability of district and local centres and deliver the ‘15-minute city’ approach to all major centres by 2027.

⁵⁹ Available at Appendix 6

⁶⁰ Available at Appendix 6

161. This Inquiry therefore sought witnesses’ views on what Cardiff Council needs to do to successfully implement the 15-minute concept in Cardiff.

Leadership, Vision and Resources

162. This Inquiry heard from Gareth Jones, CEO - Town Square that it is important the Council is clear on what it wants to achieve from its commitment to a 15-minute city, and its economic objectives and mission.

163. Roisin Willmott, Director RTPI Cymru, explained it is important to recognise the role Cardiff plays as capital city and regional centre: it hosts the Senedd, cultural venues and events, large employers etc. and so the 15-minute model for Cardiff needs to recognise the need to continue to do this and balance this with need to ensure access to local services.

164. Adrian Field, Executive Director - FOR Cardiff, stated that care needs to be taken not to misconstrue the 15-minute city concept, highlighting that the need for a city centre hub is not negated by this concept and that local hubs are also needed. In his view, Cardiff has the balance right. Likewise, Jon Day, Operational Manager – Tourism and Investment, highlighted supporting the city centre and working to improve district and local centres need not be mutually exclusive; there is space for both in Cardiff, with district and local centres having their own, separate hierarchy compared to the city centre.

165. Roisin Willmott, Director RTPI Cymru, added that different approaches will be needed for the different areas of Cardiff – it is not a ‘one size fits all’ approach.

166. Councillor Lloyd Jones highlighted the need to cherish and nourish Cardiff’s countryside communities and enable people to live in a reasonable manner and not be isolated but be able to access services, such as GPs, by public transport. She highlighted this particularly applied to communities west of the river Taff, which forms a natural barrier.

167. With regards to resources, Jon Day, Operational Manager – Tourism and Investment, informed the Inquiry that Directorates are working together looking at what can be done with the tools and levers available and the resources available, including Welsh

Government’s Transforming Towns programme, and UK Government’s Shared Prosperity Fund.

Empowering Communities/ Community Engagement

168. Roisin Willmott, Director RTPI Cymru, stressed the importance of reaching out in different ways, to reach different audiences in different parts of the city. She highlighted that it is important to have different approaches to engage young people, older people, and all populations across the city, so that the Council understands the different pressures across Cardiff and how the 15-minute city approach needs to be tailored to meet these.
169. Roisin Willmott, Director RTPI Cymru, added that the Council could undertake community engagement to seek views on the replacement LDP vision and the detail for specific areas, to develop place plans. Whilst these place plans would not be part of the statutory LDP, they could be adopted as SPG, as long as they link back to policies in the replacement LDP. However, Roisin highlighted that this process is resource-intensive.
170. In addition, Roisin Willmott, Director RTPI Cymru, highlighted the need to integrate with neighbouring local authorities – it would not be possible to deliver a 15-minute city model in Cardiff without integration with neighbouring local authorities due to transport interconnectedness, and provision of regional services in Cardiff e.g., health services.
171. Cllr Goodway, Cabinet Member – Investment and Development, explained that he thought there should be a process of education for Cardiff residents, explaining what a 15-minute city means, what the Council is trying to achieve, and what safeguards are in place to manage unintended consequences.

Research, data and analytics

172. Rebecca Hooper, Operational Manager – Neighbourhood Regeneration highlighted that the Council has already commenced some mapping work for Cardiff, overlaying hubs, libraries, leisure centres, GP surgeries etc. with key transport schemes etc. to identify gaps in safe, walkable access to facilities. She explained there were areas to improve – such as access to schools - and that they would work to embed the 15-minute neighbourhood principles across the Council.

173. In terms of understanding usage patterns, Rebecca Hooper, Operational Manager Neighbourhood Regeneration, highlighted currently there is no effective measure of footfall in the district and local centres – her team rely on anecdotal evidence. She clarified that equipment to record district and local centre footfall is available but there is a cost for this.
174. Andrew Gregory, Director of Planning, Transport and Environment, told the Inquiry that the Council is trying to be more systematic about how it gathers and uses data and that it is recognised they need more metrics for district and local centres. He added that having better metrics would help the Council to better guide future use of district and local centres and help to have successful centres. Jon Day, Operational Manager Tourism and Investment also told the Inquiry that work needs to be done to look at ways to measure footfall.

Planning - Policy and Implementation

175. Andrew Gregory, Director of Planning, Transport and Environment stated that officers across Economic Development, Housing & Communities, and Planning, Transport & Environment Directorates are working together to develop a 15-minute neighbourhood toolkit. Rebecca Hooper, Operational Manager – Neighbourhood Regeneration added that the toolkit will help to embed the 15-minute neighbourhood principles across all work.
176. Rebecca Hooper, Operational Manager – Neighbourhood Regeneration, explained the Council’s new Regeneration Strategy will be informed by the Administration’s ‘*Stronger, Fairer, Greener*’ policy statement, and by the City Centre Recovery Action Plan – to ensure it fits with this – and that it will set the agenda for improvements to District and Local Centres and will embed 15-minute neighbourhood principles.
177. Jon Day, Operational Manager – Tourism and Investment, added that the regeneration strategy and 15-minute toolkit will help establish where monies should be directed. He highlighted that the number one issues raised by the public is the need for better public and active transport.

178. Members sought to understand whether existing strategies, such as the Economic Development Strategy that zones the city, will be reviewed and amended to include 15-minute neighbourhood principles. Cllr Goodway responded that the Economic Development Strategy would not be amended. Cllr Goodway highlighted there is a need for a balanced approach across the city and a need to manage expectations.
179. Roisin Willmott, Director RTPI Cymru, stressed that it is important 15-minute principles are enshrined in Cardiff's Local Development Plan as this sets the strategy for how places are developed and managed in Cardiff e.g., housing, employment and transport systems.
180. Andrew Gregory, Director of Planning, Transport and Environment, told the Inquiry that the published replacement Local Development Plan (RLDP) Vision and Objectives focuses on well-being and quality, on joining up 15-minute nodes, setting out the aspiration for Cardiff to be a 15-minute city. He continued that:
'..the whole agenda of 15-minute neighbourhoods is central to the RLDP and is one of the key planks informing the RLDP, alongside One Planet Cardiff, City Centre Recovery Action Plan, Transport Strategy, and the Economic Development Strategy.'
181. Andrew Gregory elaborated that the RLDP will include the principles of 15-minute neighbourhoods in its policies. He explained there are a variety of ways the Council could detail its requirements re 15-minute neighbourhoods, including
- a. An SPG – the RLDP policies will provide the required hooks for an SPG – however, this may not be the right route to use as SPG focuses on guiding development and there may not be any development in areas where trying to improve neighbourhoods, for example a lot of the district centres do not have development opportunities, so an SPG would not be of much use in addressing issues in these centres.
 - b. A standalone policy – in the same way that One Planet Cardiff is a standalone policy that goes across the Council and guides policy and delivery across directorates
 - c. Integration in existing policies – which would require review and amendment of these policies.

182. Andrew Gregory clarified that it is a political choice whether to have a specific SPG on 15-minute neighbourhoods or whether to have a standalone policy on this or whether to weave it into wider strategies that sit alongside the RLDP.
183. Members sought clarity on what needs to go into the RLDP to secure 15-minute neighbourhoods. Councillor Wild, Cabinet Member – Climate Change responded:
- a. The evidence from this Inquiry is really helpful and this Inquiry should inform the development of the RLDP
 - b. Virtually everything in the RLDP should help to secure 15-minute neighbourhoods e.g., transport - active travel, public transport
 - c. Density is key
 - d. RLDP focuses on sustainable development and so it supports 15-minute neighbourhoods.
184. With regard to the use of S106 funding, Councillor Wild, Cabinet Member – Climate Change stressed that s106 funding will not be able to deliver everything that a community might need – the Council has to prioritise what it seeks from s106. Andrew Gregory, Director of Planning, Transport and Environment elaborated that it is a political view what items to ask via the s106 route. Councillor Goodway, Cabinet Member – Investment and Development highlighted that lots of Cardiff does not have development and so will not have s106 monies available to improve them.
185. Roisin Willmott, Director RTPI Cymru, suggested Cardiff Council consider signing up to the Placemaking Wales Charter, which can assist with knitting together all elements. She highlighted that other local authorities in Wales have done so, e.g., Neath Port Talbot Council, as well as professional bodies such as RTPI, and housing associations and private developers. The Design Commission for Wales, which help to develop the Charter, provides support on implementing the Charter. [Placemaking Charter - Design Commission for Wales \(dcfw.org\)](https://www.dcfw.org)

Retrofitting existing estates

186. Members sought to understand the specifics of how planning could assist with implementing 15-minute city principles, for example on existing estates lacking facilities.

Members noted that the TCPA’s report⁶¹ highlights the following actions once research and data gathering had been completed:

a. Urban retrofitting

- Identify and model potential interventions such as new walking routes, cycle routes, crossings, or facilities such as cafes, co-working spaces etc.
- Restore connectivity

b. Post-War development retrofitting

- Long term strategic approach required to tackle low density, car-dependent design – develop clear, compelling vision

187. Roisin Willmott, Director RTPI Cymru, elaborated that it is difficult to address lack of facilities in established estates where the Council does not own land. She clarified that it would require engagement with the local community to understand what they need and what they could provide themselves, and what requires council support. For the latter, this would require holistic thinking from the Council, rather than silo working, so that if new housing were being developed alongside the estate or if housing were being regenerated within the estate, the Council would approach this with the community’s identified needs in mind and integrate as much as possible into the proposed housing.

New Estates

188. Members sought to understand the specifics of how planning could assist with implementing 15-minute city principles on new build estates. Members noted that the TCPA’s report⁶² highlights the following actions once research and data gathering had been completed:

a. Urban Extensions and New Settlements

- Take a holistic view – improve connectivity and add facilities that benefit existing and new community
- Avoid ‘bolt-on’ estates
- Avoid car dependency – focus on transit-oriented developments.

⁶¹ 20-Minute Neighbourhoods – Town and Country Planning Association March 2021 – downloaded 21 October 2022 [20MN_Main.qxd \(tcpa.org.uk\)](https://www.tcpa.org.uk/20MN_Main.qxd)

⁶² As above

189. Roisin Willmott, Director RTPI Cymru, highlighted that the Cranbrook estate in Devon does this⁶³. She elaborated that the key is to get infrastructure up-front – for example, community buildings, roads, public transport etc., so that residents’ habits are shaped from first occupation – if someone moves in and has to buy a car as public transport/ active travel routes are not in place, then they are unlikely to stop using the car once these facilities are put in place. With regards to roads, Roisin explained these are often finished last to avoid them being damaged by construction traffic but that they could be provided and then finished prior to occupation – it is a matter of timing.

Density

190. Members sought to understand the role of density in 15-minute cities, noting that Professor Carlos Moreno, had stated there must be enough people to support a diversity of businesses in a compact land area but that this does not need to be high-rise; low-rise density can be sufficient.
191. Roisin Willmott, Director RTPI Cymru, explained that if there is very low building density with sprawling suburbs, this makes a 15-minute city more difficult due to scale of development; the denser the development, the easier it is, partly because of economics (selling more units, so more monies to use for community facilities/ infrastructure). Therefore, the Council needs to ensure developers are given clear upfront guidance on the expectations for developments to address issues in later viability discussions.
192. Gareth Jones, CEO - Town Square, highlighted that co-working can fit with 15-minute city principles. However, it is important to realise that larger co-working models require population density, so co-working spaces need to be located where there is sufficient population within a 15-minute cycle/ walk.
193. Councillor Wild, Cabinet Member – Climate Change, highlighted that increasing density, for example by having more housing, increases footfall and this in turn helps improve the viability of district and local centres and the city centre.

⁶³ [Cranbrook, Devon - Wikipedia](#) At the start of the development, UK Government had a fund which would provide the investment budget for upfront infrastructure e.g., school and railway station and the developer would repay once houses were occupied (and there was a cash flow). However, it looks as though the development has not provided the retail services promised. On the latter note the Vale of Glamorgan Council has used its enforcement powers to ensure retail is provided on the Barry Waterfront sites.

Viability

194. In terms of viability, this Inquiry heard that Julie James MS, Minister for Climate Change, has highlighted that the current development process focuses on ‘*viability of development*’ rather than ‘*viability of place*’ and that this needs addressing to meet the Well Being of Future Generations Act requirements.

195. Roisin Willmott, Director RTPI Cymru, elaborated that it is key Cardiff Council does the following re viability:

- a. Be very clear about what is needed in Cardiff
- b. Be very clear with developers what Cardiff Council expects and what is required – be upfront about it
- c. Ensure that there are appropriate planning policies
- d. Ensure that planning officers receive back-up in negotiations
- e. Be realistic – focus on what is really needed at that site.

Public Transport

196. The results from the Ask Cardiff survey and this Inquiry’s own survey highlight the need to improve public transport in Cardiff. In addition, Creative Cardiff/ Creative Economy Unit highlighted the need for improved public transport provision specifically later in the evening/ night, explaining that this would help to address social disparity both within Cardiff and within the region:

- a. Creatives often work later hours and the lack of public transport in the evenings makes it difficult for them to travel home safely.
- b. The lack of public transport in the evenings means that people in the region are not able to benefit from the cultural offer of Cardiff as either a consumer or an employee. This is a problem economically and socially – it limits cultural programming and also prevents people who live outside the immediate city (e.g., within a short taxi journey) from working in the city.
- c. The lack of late-night transport availability also has an economic impact, cutting the potential trading hours for businesses and also reducing the potential pool of industry employees.

Active Travel Routes

197. This Inquiry is clear that active travel is a fundamental component of 15-minute cities, enabling safe routes to local amenities and facilities. The results from the Ask Cardiff survey and this Inquiry’s own survey highlight the need to further improve active travel routes, particularly safe walking routes.
198. Roisin Willmott, Director RTPI Cymru, explained that the current Welsh Government 21st Century Schools guidance lacks an active travel aspect but that this is a critical part of ensuring the connectivity of the school. Therefore, Cardiff Council needs to consider whether there are active travel routes that enable pupils, teachers, and staff to access the school by active travel and/or public transport.
199. FSB Cymru highlighted that their members support the need for decarbonisation but have concerns that a focus on active travel will affect businesses that require a vehicle to carry their business tools/ supplies, for example, plumbers, and businesses that travel across Cardiff, for example carers. They therefore called on Cardiff Council to:
- a. work with all tiers of government – UK and Welsh – to provide advice and support to businesses to show them how some of them could utilise active travel, whilst at the same time ensuring those businesses that do require a vehicle are supported to use an electric vehicle by installing infrastructure and providing advice and guidance and lobbying for incentives for electric vehicles for businesses.
 - b. Provide clarity of whether there is going to be a congestion charge and how this will take into account businesses’ needs to travel across Cardiff.

Provision of Childcare

200. Gareth Jones, CEO -Town Square, highlighted the need to think about the provision of childcare as part of the 15-minute city implementation, to ensure working parents, particularly mothers, are supported, stating:

‘we need to encourage entrepreneurship and make Cardiff more entrepreneurial so need to think about wraparound childcare’

Provision of co-working spaces

201. Gareth Jones, CEO - Town Square, highlighted the need to map 15-minute walk/cycle communities and overlay this with coworking provision to identify the gaps in Cardiff’s provision. It would then be important to ask why those areas lacked provision. He highlighted that the Council could use development to assist in building 15-minute communities by looking to include coworking space in new communities, not just housing, for example the Llandaf BBC site, and/ or innovation space, for example near the Heath Hospital’s Medi-Centre.

Monitoring and Evaluation

202. Andrew Gregory, Director of Planning, Transport and Environment, told the Inquiry that outcomes would be focused on via other strategies rather than the LDP.

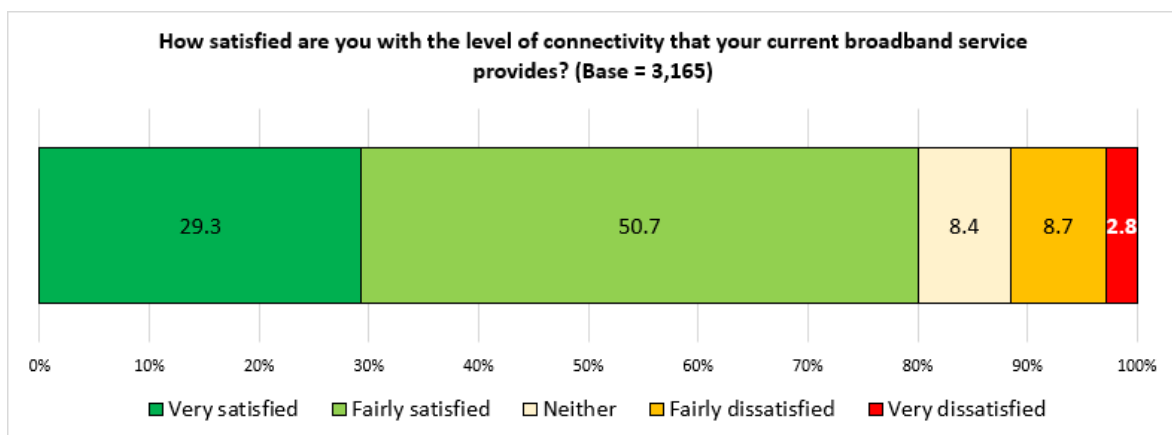
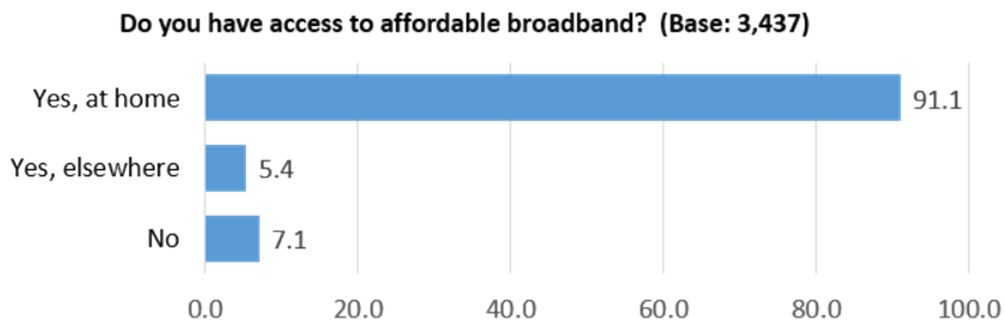
203. Rebecca Hooper, Operational Manager Neighbourhood Regeneration, explained currently her team undertake surveys prior to starting a project to gather residents’ views on safety, access to facilities, provision of facilities etc. and then they repeat the survey after the work so that they can see whether the project has addressed the main issues. They also look at vacancy rates, ASB data etc.

BROADBAND

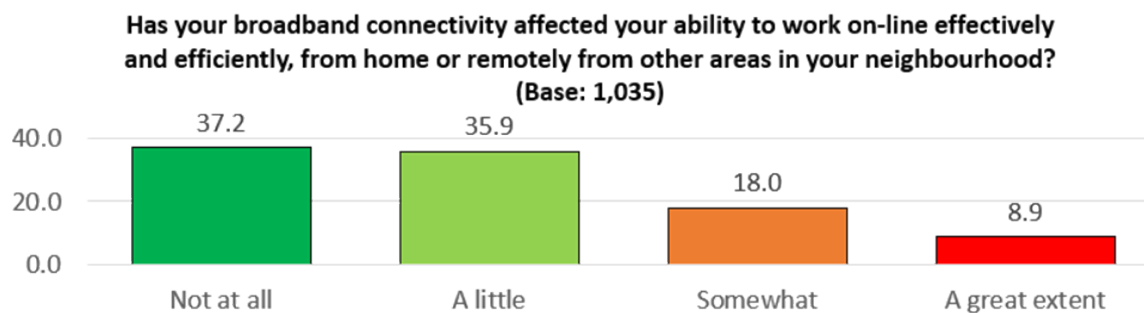
Broadband Provision in Cardiff

204. This Inquiry paid to include questions in the recent Ask Cardiff survey⁶⁴ to find out respondents’ access to affordable broadband and whether or not they were satisfied with their level of connectivity.

205. The findings show the vast majority of respondents have access to affordable broadband (91% at home and 5% elsewhere) and are fairly or very satisfied with their level of connectivity (80% overall). However, 63% say that broadband connectivity has affected their ability to work on-line effectively, with 18% saying it has affected them somewhat and 9% affected them to a great extent.



⁶⁴ See Appendix 7



206. In addition, the bespoke survey undertaken for this Inquiry, available at Appendix 6, found 54% of respondents indicated that their broadband connectivity has to some extent affected their business operations or their ability to work remotely. Of those affected:

- a. 82% stated this had limited their ability to work remotely
- b. 63% stated this has affected their reach of customers
- c. 60% stated this had affected their access to information and/or software to support business processes
- d. 57% stated this had affected their ability to market goods and services provided.

207. Most witnesses to this Inquiry felt that Cardiff is well served by broadband and highlighted that 5G presents opportunities, albeit that it is not as secure as enterprise broadband. However, Creative Cardiff/ Creative Economy Unit emphasised the need for very strong connectivity in Cardiff to enable the screen sector to remain competitive at a global level, highlighting that this is an area with potential for the highest job growth and the need to future-proof it by ensuring the right infrastructure is in place to attract investment and create a growth-ready climate. They stated:

We would therefore urge Cardiff Council to explore opportunities for embedded 5G broadband as a priority. Whilst recognising the financial burden of such investment as a time of increasing budget pressures, not responding to this need will materially negatively impact the ability of the city’s creative businesses to ‘bounce-forward’ and drive future jobs, growth and resilience as we recover from the pandemic. We would also recommend the exploration of possible corporate partnerships to realise these ambitions at a time of budget cuts.’

Local Broadband Project

208. The Council has been successful in a £7.7m bid for funding to help address areas receiving poor broadband services across the city. Work by Welsh Government has identified there are circa 20,000 properties in Cardiff that are not included in commercial plans for FTTP Gigabit roll -out.
209. The Local Broadband Project will use the Welsh Index of Multiple Deprivation (WIMD) to prioritise which premises to tackle first, followed by best value. To do this, the project will work out how best to deliver Gigabit by aligning with suppliers' programmes, exchange by exchange i.e., if suppliers are already in the area and doing work, they will 'piggy-back' on this to reduce costs. The project will focus on target sites to make other sites nearby more affordable for the market to fund. A procurement exercise is being undertaken to enable the Council to benefit from suppliers' expertise, as they are required to submit a proposed programme based on WIMD, their programme, and best value. Submissions will be scored and then the tender awarded.
210. The Council is also working to improve the broadband duct network by utilising a '*Dig Once*' approach, to see where broadband ducts can be installed prior to reinstatement, for example recent cycle lane improvements. This helps to reduce the costs of providing broadband, particularly in areas of the city where it is expensive to excavate/ reinstate, such as the city centre. Providing ducting will also help improve access for smaller suppliers, which in turn will boost competition which will help to drive prices down, making it less costly. In addition, there is a group of council officers who work with suppliers to best co-ordinate works aligned with the management of the city for example, to minimise disruption during event days.
211. The Local Broadband project runs till 2025; officers informed the Inquiry that whilst £7.7m will go a long way to tackling poorly served premises in Cardiff, it is not possible to know exactly how many premises will be included until procurement is concluded.

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APPROACH TAKEN

- M1. Members undertook this Inquiry during October 2022 – January 2023.
- M2. Members received evidence from the following internal stakeholders who attended question & answer sessions and contributed to a panel discussion:
- Cllr Russell Goodway – Cabinet Member – Investment & Development
 - Cllr Chris Weaver – Cabinet Member – Finance, Modernisation & Performance
 - Cllr Caro Wild – Cabinet Member – Climate Change
 - Phil Bear – Head of ICT
 - Jon Day – Operational Manager – Tourism & Investment
 - Mandy Evans – Local Broadband Fund Project Manager
 - Andrew Gregory – Director of Planning, Transport & Environment
 - Gladys Hingco – Principal Scrutiny Research Officer
 - Rebecca Hooper – Operational Manager – Neighbourhood Regeneration
- M3. Members also received evidence from the following external stakeholders:
- Rob Bassini – FSB Cymru
 - Adrian Field – Executive Director - FOR Cardiff
 - Peter Hall – Business Owner – Llandaff High Street
 - Gareth Jones – Chief Executive – Town Square
 - Phil Kaye – Business Owner - Wellfield Road
 - Jess Mahoney – Creative Economy Unit/ Creative Cardiff
 - Richard Sewell – Head of Digital Infrastructure – Welsh Government
 - Adam Sparkes – Community Manager – Cwrt Coworking, Llanishen
 - Richie Turner – Incubation Manager, Stiwdio – University of South Wales
 - Roisin Willmott – Director – Wales & Northern Ireland - RTPi
- M4. Scrutiny Services paid for questions relevant to this Inquiry to be included in the Council’s Ask Cardiff survey, available for all residents to complete. The provisional results are shown at Appendix 7 and integrated where relevant in the report where relevant.

- M5. Scrutiny Research also undertook a bespoke survey targeting remote workers, small businesses, and city centre, local and district centre traders. The report is attached at Appendix 6 and integrated in the report where relevant.
- M6. To inform the Inquiry, Members were provided with briefing reports ahead of each meeting. These have been synthesised in the report.
- M7. The evidence has been used to identify suitable findings from the Inquiry.

FINANCIAL IMPLICATIONS

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

LEGAL IMPLICATIONS

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

COMMITTEE TERMS OF REFERENCE

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

- To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, joint local government services, Welsh Government Sponsored Public Bodies, and quasi-departmental non-governmental bodies on the effectiveness of Council service delivery.

- To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures, which may enhance Council performance or service delivery in this area.

Economy & Culture Scrutiny Committee Membership



Councillor Peter Wong
(Chairperson)



Councillor Rodney Berman



Councillor Catriona Brown-Reckless



Councillor Stephen Cunah



Councillor Jane Henshaw



Councillor Peter Huw Jenkins



Councillor Helen Lloyd Jones



Councillor Daniel Naughton



Councillor Sara Robinson

APPENDICES

Appendix 1 – Strategy and Plan Extracts

[Welsh Government - Programme for Government - Update](#)

Key aspects relevant to this Inquiry:

1. Enable town centres to become more agile economically by helping businesses to work co-operatively, increase their digital offer and support local supply chains, including local delivery services
2. Seek a 30% target for working remotely
3. Deliver the Digital Strategy for Wales and upgrade out digital and communications infrastructure
4. Support 80 re-use and repair hubs in town centres
5. Expand arrangements to create or significantly enhance green spaces
6. Introduce legislation permitting local authorities to raise a tourism levy
7. Engage with arts, culture and heritage sectors to develop a new culture strategy
8. Make 20mph the default speed limit in residential areas
9. Ban pavement parking wherever possible
10. Increase the use of equity stakes in business support
11. Support the development of a register of empty buildings and help small businesses move into vacant shops
12. Develop new remote working hubs in communities
13. Invest in travel options that encourage public transports and support walking and cycling
14. Develop masterplans for towns and high streets
15. Empower communities to have a greater stake in local regeneration
16. Create more community green space in town centres
17. Repurpose public space for outdoor events, markets, street vendors, pop up parks and parklets

Cardiff Council Strategies and Plans

- a. Several of the Council’s existing strategies and plans are relevant to this Inquiry, including:
 - Corporate Plan 2022-25
 - Recovery & Renewal Plan
 - City Centre Recovery Action Plan.
- b. The Council is also developing further strategies and plans that are relevant:
 - Music Strategy
 - Cultural City Compact/ Cultural Strategy
 - Tourism Strategy
 - Events Strategy
 - Regeneration Strategy
 - Replacement LDP.

Topic	Commitment	Source
District and Local Centres		
	Securing Welsh Government Targeted Regeneration Investment Programme funding for South Riverside Business Corridor, Roath & Adamsdown business corridor, Cowbridge Road East, and wider district and local centres	Corporate Plan
	New Regeneration Strategy by February 2023 to support district and local centres (aligning with WG Transforming Towns Programme)	Corporate Plan Recovery & Renewal Plan
	Supporting the vitality and viability of district and local centres	Corporate Plan
	Applying good place-making principles to the city centre, major new settlements and developments, as well as existing communities	Corporate Plan
	Public realm improvements	Recovery & Renewal Plan
	Greening of spaces	Recovery & Renewal Plan
	Investment in active travel – safe and segregated cycling routes, safe walking routes	Recovery & Renewal Plan
	Additional promotion – via ‘Visit Cardiff Neighbourhoods’ campaign	Recovery & Renewal Plan
	Consider the expansion of existing city centre management arrangements to include district centre management to keep each centre clean, attractive and vibrant	Recovery & Renewal Plan
City Centre		
	Implement City Centre Recovery Action Plan	Corporate Plan
	Establish new city centre management arrangements, with a stronger partnership with the Business Improvement District	Corporate Plan Recovery & Renewal Plan
	Work with partners, including FOR Cardiff, to adapt and re-purpose the city for post-Covid recovery	Corporate Plan
	Establish new events strategy and invest in visitor infrastructure to promote Cardiff as a visitor destination	Corporate Plan
	Apply good place-making principles to city centre	Corporate Plan
	City centre marshals	Recovery & Renewal Plan
	New permit arrangements for businesses	Recovery & Renewal Plan
	Animation of key locations	Recovery & Renewal Plan

New squares, green streets with proposed new public spaces at St Mary Street south, Greyfriars Road, Park Place, and Metro Central south	Recovery & Renewal Plan
Cycle loop around the city centre to connect each of the key city cycleways with each other	Recovery & Renewal Plan
Parklets, street greening and more flexible outdoor uses of public space across the city centre	Recovery & Renewal Plan
Work with Welsh Government’s Transforming Towns programme to support city centre regeneration schemes, street frontage improvements and public spaces	Recovery & Renewal Plan
Workspace	
Support development of new commercial premises for post-covid demand for workspace	Corporate Plan
Working with partners to attract investment into innovation and start-up space across the city and support the sector in adapting to the requirements of a post Covid economy	Corporate Plan
Develop proposals for a ‘meanwhile use’ and incubator space programme for empty and underutilised properties and places	Recovery & Renewal Plan
Support investment in co-working, innovation and start-up hubs within our city’s communities, including touch-down hubs for public sector workers, focussing on areas of highest deprivation as a starting point	Recovery & Renewal Plan
Establish plans for new creative hubs for businesses both in the city centre and in our district centres, providing flexible space for artists and creatives across Cardiff	Recovery & Renewal Plan
Support the development of a new Tramshed Tech network in the city to provide a full spectrum of support for emerging tech business, developing space, skills support, networks and links with finance for new and established businesses	Recovery & Renewal Plan
Support the development of a business case for a new Life Sciences Park with the Cardiff and Vale University Health Board that accelerates the development of the city-region’s life sciences sector, and attracts the best start-up businesses in the sector	Recovery & Renewal Plan
Bring forward proposals for incubation space and business expansion space for the fintech, creative and cyber security sectors.	Recovery & Renewal Plan
Businesses/ Sectors Support	

Work with Cardiff Clwstwr Creadigol to support the growth of creative enterprises in the city	Corporate Plan
Develop proposals for a new creative hub in the city centre to support production and performance	Recovery & Renewal Plan
Develop a new creative partnership for Wales in the heart of Cardiff Bay to develop more home-grown productions and support local jobs and businesses	Recovery & Renewal Plan
Support Cardiff Music Board – develop an annual international music festival that supports the local cultural sector	Corporate Plan
Develop a Cultural City Compact and take forward a new Cultural Strategy	Corporate Plan
Support own businesses in developing our visitor economy by establishing home-grown events sector	Corporate Plan
Work with Welsh Government to establish a tax and regulatory environment that can accelerate recovery	Corporate Plan
Signposting and promotion of business support scheme	Recovery & Renewal Plan
Establish an Equity Fund for high growth businesses in the city	Recovery & Renewal Plan
15-minute City	
Establish a '15-minute city toolkit' to accelerate district centre regeneration, including housing- and transport-led improvements	Corporate Plan
New Regeneration Strategy to support 15-minute principles	Corporate Plan
Support the vitality and viability of district and local centres and deliver the '15-minute city' approach to all major centres by 2027	Corporate Plan

Appendix 2 – Impact on Small Businesses

In November 2022, FSB (UK) issued a press release⁶⁵ regarding the **impact of rising energy bills**, highlighting:

- 63% say energy costs have increased this year compared to last year – 44% report a doubling of bills, 19% report a tripling or higher of bills
- 46% have already raised prices but these do not cover full cost increases
- 25% small firms plan to close, downsize or restructure if energy bills relief ends in April 2023 – this rises to:
 - 42% in accommodation and foods sector
 - 34% in wholesale and retail
 - 29% in manufacturing
- 44% of small firms expect to further raise prices if energy bills relief ends in April 2023
- 18% will keep prices the same because customers cannot afford further increases
- 30% have frozen growth plans due to soaring energy costs.

FSB (UK) has suggested the UK Government:

- Continue support under the current Energy Bill Relief Scheme to avoid a cliff edge on April 1, 2023
- Consider the size, not just sector or geography, of firms when determining which businesses are vulnerable, and therefore entitled for further support
- Maximise planning certainty over the long-term so that small businesses can plan ahead, and
- Help small businesses to invest in energy efficiency, through incentives like voucher schemes.

FSB Cymru informed this Inquiry an FSB UK survey shows that, in October 2022,:

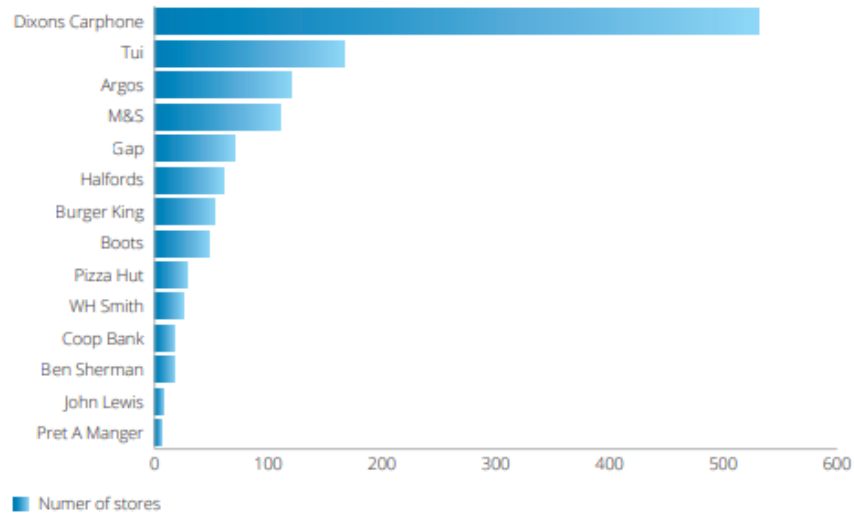
- 89% of businesses surveyed said costs rising over past year
 - 38% said costs rising significantly
 - 60% said utilities / energy have increased significantly
 - 48% said materials and other inputs have increased
- 43% said revenue decreasing – up from 31% in previous quarter
 - 41% said they expect revenue to decrease in next quarter
- 50% said they expect to grow
- 50% said access to credit is an issue
 - 46% only successful in accessing credit
- 54% said late payments are an issue

⁶⁵ [One in four small firms plan to close, downsize, or restructure if energy bills relief ends in April next year, new survey reveals | FSB, The Federation of Small Businesses](#)

Appendix 3 – High Streets

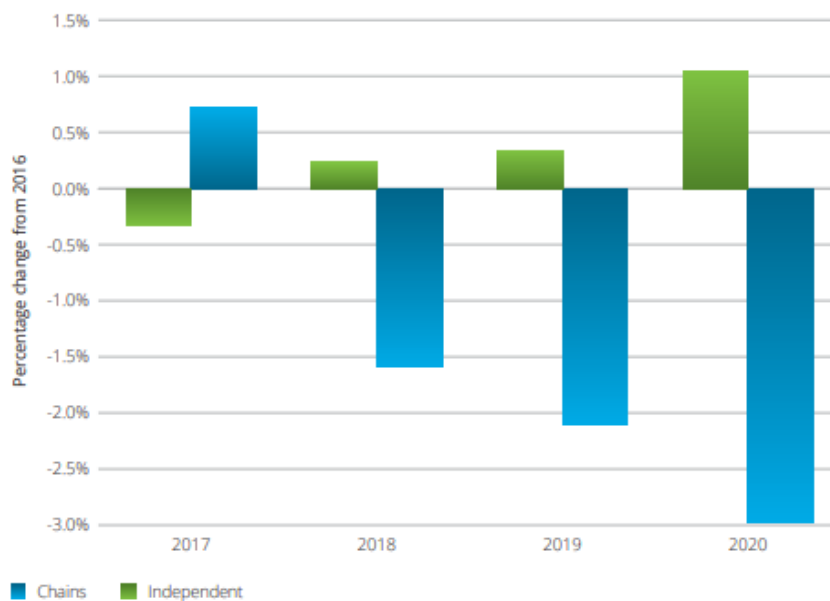
What next for the high street?: part two – A revival – Deloitte – January 2021:

Figure 1. Announced store closures 2020



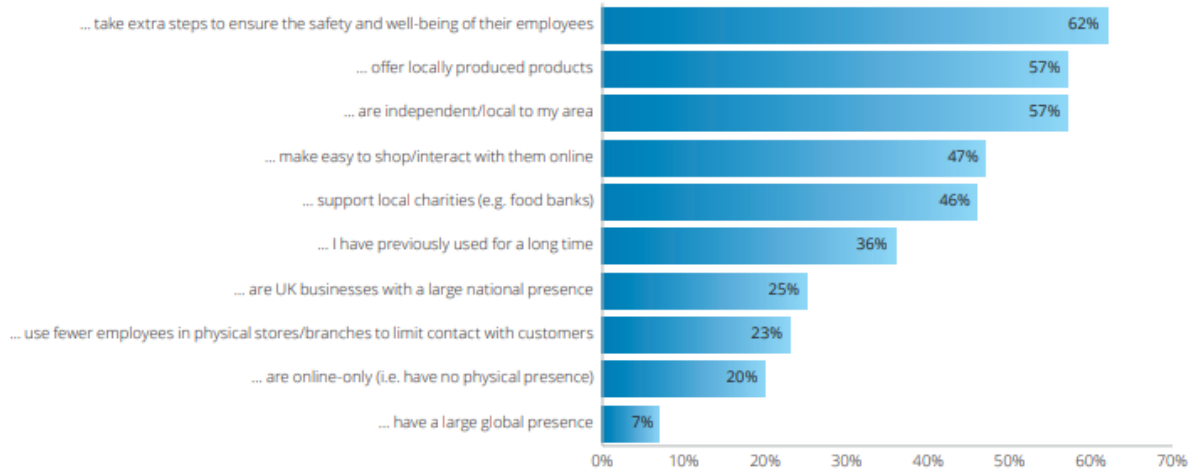
Source: Deloitte LLP

Figure 2. Percentage change in independent and chain shops from 2016



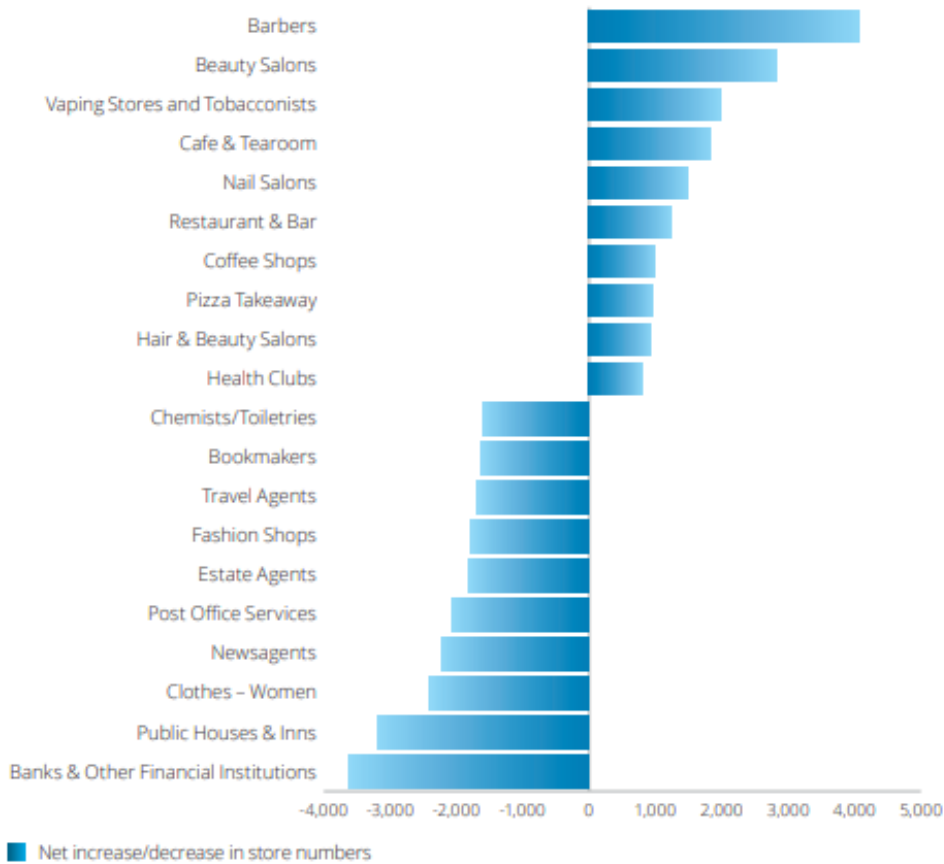
Source: Deloitte LocationEdge/Experian

Figure 3. Following the original lockdown, respondents have been more likely to spend money at businesses that ...



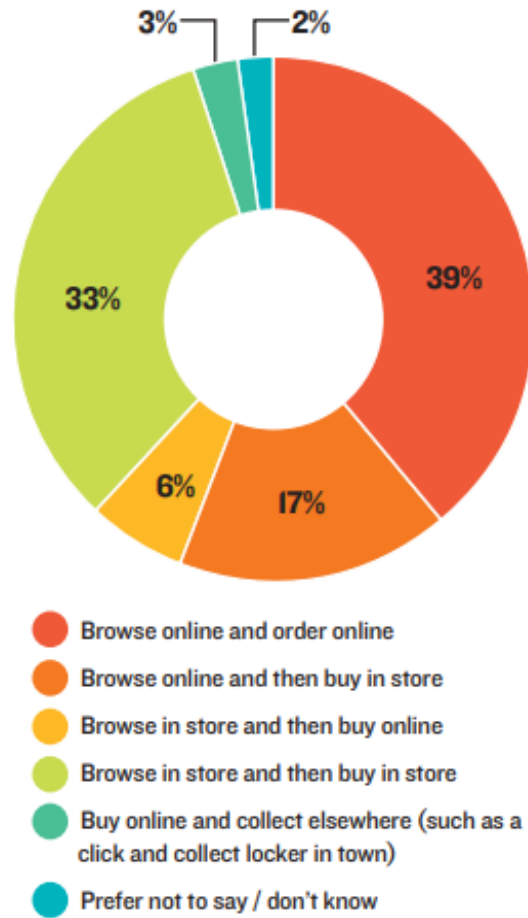
Source: Deloitte Digital

Figure 4. Top ten growing and declining subcategories - Net change in store numbers since 2013



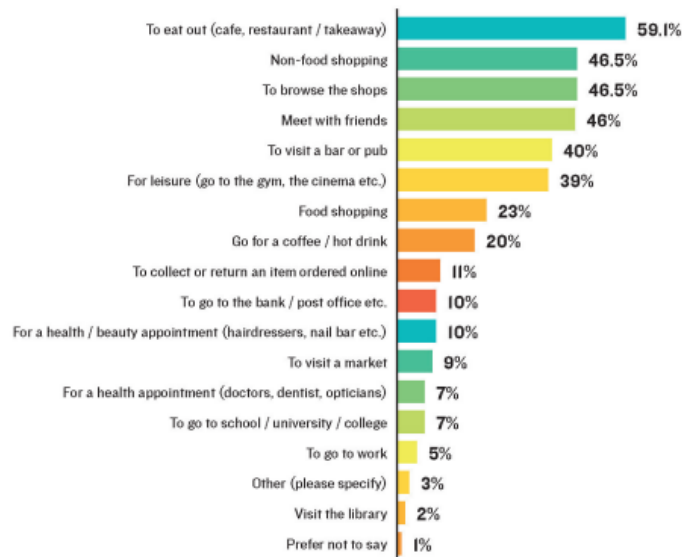
Source: Local Data Company

Figure 1: Young People’s preferred shopping methods



Source: Lichfields survey of 16-25 year olds - September 2019

Figure 3: What are the main reasons why young people visit town centres?



Source: Lichfields survey of 16-25 year olds - September 2019

- Deloitte highlight that high streets must:
 - reflect local demographics – not every high street needs an artisan bakery
 - reflect changing shopping habits –
 - provide retail for ‘self’ rather than ‘stuff’ e.g., barbers, beauty salons, cafés, coffee shops, tearooms, restaurants, bars, takeaways
 - recognise rise in ethical shoppers who care how staff and customers are treated, who care about supply chains and environmental issues
 - create the right environment – not necessarily expensive ‘bright lights’ experiences, but warm, welcoming, friendly, personalised services etc.⁶⁶

- Deloitte highlight the need to:
 - Rethink the landlord tenant relationship – as economic partners not opponents
 - Shape and fund regeneration – reflect unique local identity and capitalise on strengths.⁶⁷

- This Inquiry heard that it is also important to:
 - Have investments and policies designed to increase consumer demand
 - Improve the skills of residents – higher-skilled residents have higher wages on average – increases local demand for goods and services⁶⁸
 - Create the right conditions for businesses to locate –high-quality office space and ‘experience’ leisure economy
 - Use planning powers to move high streets from an over-reliance on retail towards the ‘experience’ leisure economy.⁶⁹

- Centre for Cities argues
‘To secure the long-term future of British high streets we require a rethink of regeneration strategies, strengthening the role city centres play as a place of production, not just consumption. Policy must focus on improving the skills provision of city residents and making city centres more attractive places for knowledge-based businesses.’

⁶⁶ What next for the high street?: part two – A revival – Deloitte – January 2021 – downloaded 14 October 2022

⁶⁷ As above

⁶⁸ Evidence Briefing: local growth, high streets and town centres – What Works Centre for Local Economic Growth - 2021

⁶⁹ [High streets | Centre for Cities](#)

“Good jobs and a strong local economy are the keys to saving high streets. Any interventions that seek to improve cities’ amenities without boosting consumer spending power are doomed to fail from an economic perspective.” – Andrew Carter, Chief Executive of Centre for Cities⁷⁰

- The Arup report ‘Towards Superbia’ (2022)⁷¹ imagines local high streets where shops, car parks and empty lots are adapted into art galleries, maker spaces, co-working offices, health centres and playgrounds, connected by contemporary public transport with safe walking and cycling networks linking to communities.

- The Arup report recommends:
 - 3 immediate interventions:
 - Deliver low-cost workspace to support start-ups, training and close to home working
 - Utilise vacant shops as ‘test sites’ for new businesses that could include hospitality and retail
 - Redesign the street by widening footpaths to support social distancing, provide space for cafes and create accessible transport stops
 - 5 longer term recommendations to bounce forward into Superbia, including the following that are relevant to this Inquiry:
 - Diversify our suburban main streets to meet new needs – flexible co-working and co-learning spaces, tactical interventions in the public realm to activate local community facilities, support local business with digital skills, networking and local retail champions
 - Prioritise walking and cycling improvements – especially around local centres
 - Innovate the funding and delivery mechanisms - e.g., meanwhile uses for spaces, collaboration and partnerships including suburban BIDS.⁷²

⁷⁰ [High streets | Centre for Cities](#) – downloaded 23 November 2022

⁷¹ [Towards Superbia - Arup](#) – downloaded 24/11/22

⁷² [Towards Superbia - Arup](#) – downloaded 24/11/22

- In September 2021, Audit Wales published their report ‘*Regenerating Town Centres in Wales*’, which sets out their findings of how local authorities are managing and regenerating their town centres.

- The Audit Wales report highlights that local authorities, along with Welsh Government: *‘..need to deliver integrated solutions and make brave decisions going forward, providing honest, strong and dynamic leadership. Local authorities are well-placed to prioritise and led on place planning but need to be clear on the purpose of their town centres and involved public sector partners, the third sector, town and community councils, communities and businesses in decisions. Valuing and using information to fully understand problems and identify the best solutions have to be improved. Local authorities will also have to become increasingly more interventionist to address the challenges facing town centres.’*

- The report highlights that local authorities need to apply the 4 Is:
 - Intention – have a clear vision with a plan for change – set out ambitions and show drive and direction and recognise interconnectedness of places. Consider alternative uses such as housing, arts, culture, leisure, public realm, green and blue spaces.
 - Involvement – involve communities and businesses in designing place plans, utilise BIDS
 - Informed – strengthen quality and scope of data, don’t simply rely on footfall and empty properties, but seek to understand catchment demographics and shopping patterns, utilise digital data on travel movements, parking, mobile phone activity, social media interaction, and Wi-Fi usage to give insight into changing use of town centres. Strengthen evaluation of previous regeneration schemes to learn lessons and help shape new plans
 - Intervention – once created a vision, need to use available powers to lever change e.g., partnership working, advice and guidance, land acquisition and land assembly, development control and regulatory powers, improvement grants and loans, as well as enforcement actions.

- Audit Wales makes 6 recommendations, including 2 for local authorities, as follows:

R4 – *We recommend that local authorities take appropriate action, using these existing powers and resources available to achieve the best possible outcome for town centres by:*

- *Using alternative methods of enforcement before using Compulsory Purchase Orders as a last resort*
- *Integrating enforcement strategies with wider departmental strategies across housing, environmental health, planning and regeneration teams to make more effective use of existing skills and resources, and*
- *Ensuring there is capacity and the right expertise to use the full range of powers, working in collaboration with other councils to achieve good outcomes.*

R6- *We recommend that local authorities use our regeneration tool to self-assess their current approaches to identify where they need to improve their work on town-centre regeneration.*

Appendix 4 – Broadband – UK and Wales

- Broadband provision is a reserved matter, meaning UK Government lead on it and Welsh Government interventions are limited to grant funding and using devolved policy levers – such as planning and business rates – to encourage private investment.
- The technologies underpinning broadband have developed rapidly over the last few years, improving capacity, speed and reliability. Early technology involved using copper wire cables (ADSL) whereas now broadband can be delivered using fibre optic cables as well as via hybrid fibre coaxial cables (used by Virgin Media O2). There are also differences between broadband being delivered to a cabinet exchange, with separate connections from these to individual premises by copper wire (FTTC), and broadband being delivered to the property/ premises entirely over fibre optic cables (FFTP).
- The UK Government has set up "Project Gigabit", a £5bn UK-wide project with a "Gigabit Broadband Voucher Scheme" created to support rural areas with the installation costs of high-speed broadband. The Senedd’s Climate Change, Environment and Infrastructure Committee heard from Welsh Government deputy minister Lee Waters MS, who told the committee UK funding has "failed to reflect the true cost of deploying in the Welsh landscape."⁷³
- The Welsh Government has several schemes to boost broadband provision in Wales, including:
 - extended Superfast Cymru programme
 - Local Broadband Fund
 - Access Broadband Cymru grant scheme
- The Senedd’s Climate Change, Environment and Infrastructure Committee issued a report in August 2022 stating people in Wales are being left behind due to inadequate broadband speeds, particularly in rural areas. The report:
 - warns that there is a risk that during the cost-of-living crisis, superfast broadband access will become a luxury that many will not be able to afford

⁷³[Sub-par, unreliable broadband connections 'excluding people from modern life' in Wales - Wales Online](#) downloaded 02/08/22

- highlights that only 1.2% of those eligible for a ‘social tariff’ (available to people receiving government benefits) have accessed the scheme, meaning many low-income households are over-paying for broadband
 - found superfast broadband availability in Wales is now at 96%, but figures from Ofcom show that take-up in Wales is only around 63%, probably due to cost
 - Warns that without meaningful engagement between the UK and Welsh governments, there is nothing to prevent the UK administration creating a scheme that does not meet the needs of Wales⁷⁴
- The Senedd committee has:
 - called on the UK Government to raise the amount of support available for individuals and businesses to address the particular needs in Wales
 - called on the UK Government to urgently look at raising the USO cap
 - recommended action should be taken to make enrolling for social tariffs clearer and simpler
 - recommended that the Welsh Government should set out its position in legislating to require full fibre connectivity for all new-build housing developments
 - recommended that the Welsh Government should undertake a piece of work to consider the impact of the cost-of-living crisis on its Digital Strategy and report back on its conclusions within six months
 - recommended that the Welsh Government should explain how its Digital Strategy will remove barriers for groups who are disproportionately affected by a lack of digital connectivity.⁷⁵

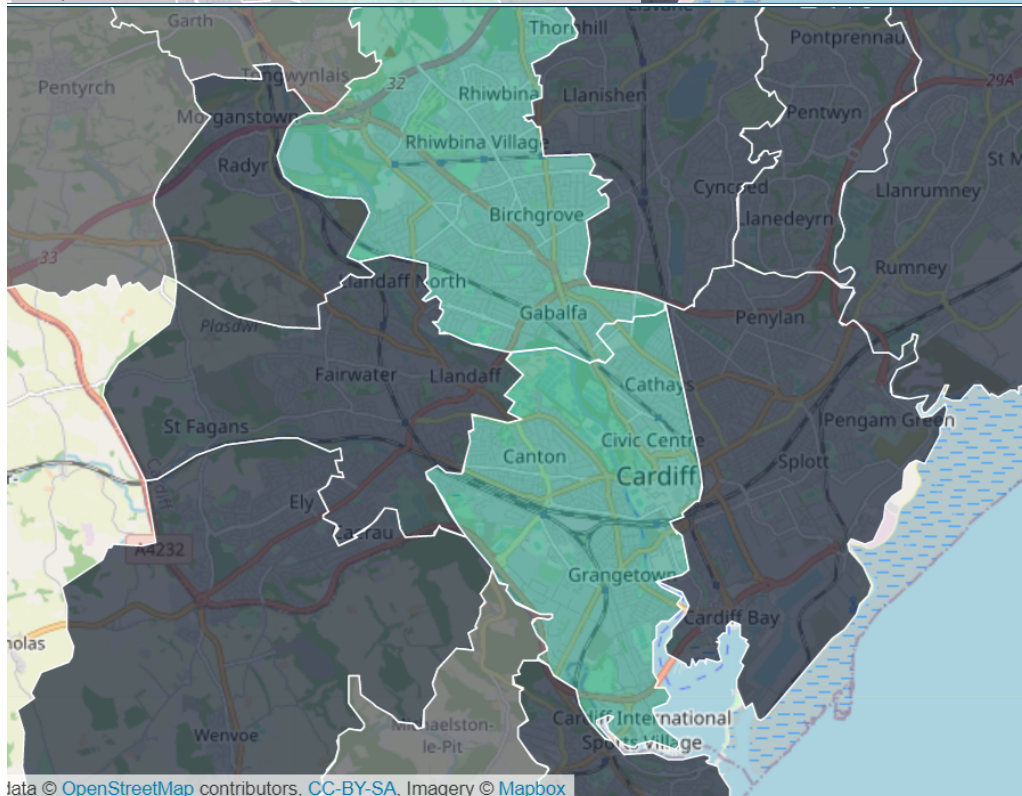
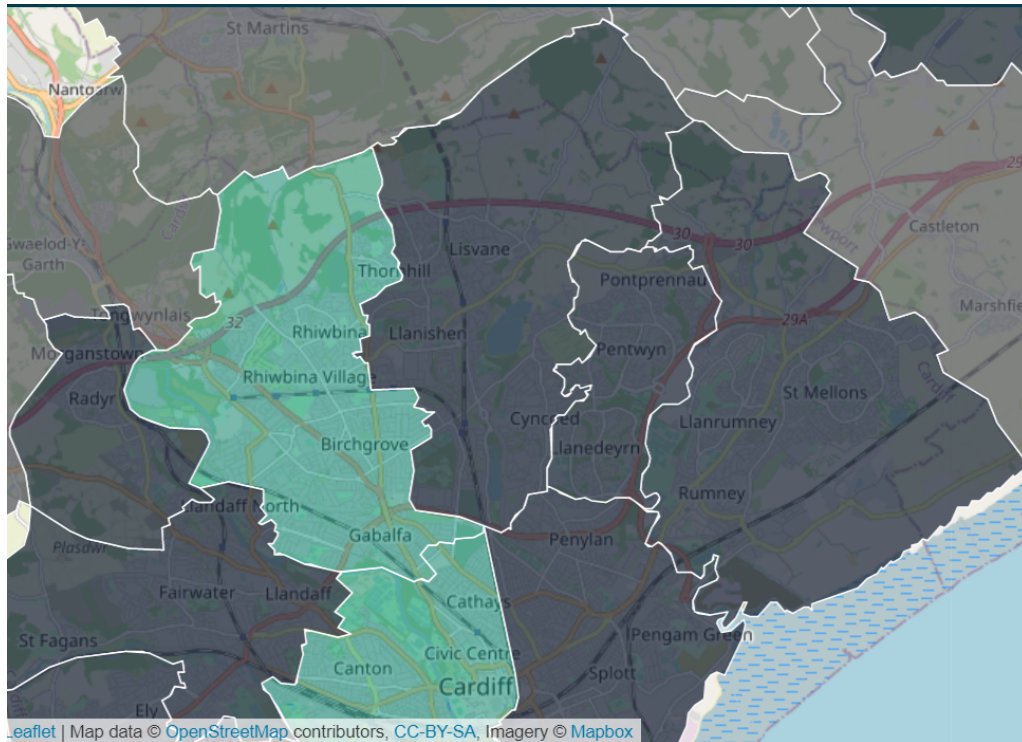
⁷⁴ [Sub-par, unreliable broadband connections 'excluding people from modern life' in Wales - Wales Online](#) downloaded 02/08/22

⁷⁵ As above

Appendix 5 – FTTP Broadband Maps - Cardiff

Openreach have maps available showing where and when they are building Ultrafast Full Fibre broadband. The ones for Cardiff are shown below, but it is easier to see by following this hyperlink as you can zoom in more:

[Where and when we're building Ultrafast Full Fibre broadband | Openreach](#)



Appendix 6 - Scrutiny Research Report

A survey of the needs and issues of remote workers and co-workers, small businesses and traders, and independent artists and freelancers in Cardiff.

A report prepared for the Economy and Culture Scrutiny Committee Task and Finish Inquiry on Shaping Cardiff’s Post Pandemic Economic Recovery.

Scrutiny Research

January 2023

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Research background and objectives

Cardiff Council's Economy and Culture Scrutiny Committee is undertaking a Task and Finish Inquiry on how Cardiff Council can shape and support Cardiff's post pandemic economic recovery. As part of this Inquiry, Members commissioned research to look into the views of small business owners, local artists and remote workers on the challenges that they face, and the support and services they need in recovering from the economic impacts of the pandemic and as well as support needed relating to the implementation of 15-minute city concept in Cardiff.

More specifically this research will look into these stakeholders' views on:

- their access to broadband provision and how this has affected them;
- the 15-minute city concept and how this will impact on City centre and local and district centres;
- the issues and challenges they face following the Covid pandemic and the current cost of living crisis;
- what the Council could do to support; and
- how access can be improved in local and district centres

Research methodology

A survey questionnaire was formulated as the main tool used to collect the data required for this research. To inform the formulation of the questions and categories that were used in the questionnaire, a review of relevant literature was undertaken. Drafts of the questionnaire were sent to all Task and Finish Inquiry Members, the Operational Manager – Neighbourhood Regeneration and the designated Operational Manager in the Economic Development Directorate, to seek their feedback, comments and suggestions on the survey questions. Survey questions were inputted into the SNAP software to enable on-line completion of the survey. The support of local business contacts and business network groups known to Cardiff Council were sought to help with the distribution of the on-line link to the survey questionnaire. To further encourage the completion of the questionnaire, survey flyers

providing information on the survey including the online link and a QR code, were distributed by hand in selected local and district shopping centre areas. Posters on the survey were distributed and displayed in Cardiff Council owned Leisure Centres and Hubs. Due to time and resource constraints, the survey was live online for only 10 days. The limited time available for completing the survey may have affected the overall response rates.

In total, 34 respondents completed the survey on-line. This includes 19 remote workers, 3 individuals making use of co-working spaces and 12 small business owners and traders.

Summary of findings

This research was commissioned by the Economy and Culture Task and Finish Inquiry on how Cardiff Council can shape and support Cardiff’s post pandemic economic recovery. This research looked into the views of small business owners, local artists and remote workers on the challenges that they face, and the support and services they need in recovering from the economic impacts of the pandemic and as well as support needed relating to the implementation of the 15-minute city concept in Cardiff. To collect these stakeholder views, an online survey questionnaire was formulated and was made available to business network contacts. Information on the web link and QR code were made available using flyers and posters that were distributed in selected local and district centres and Cardiff Council Hubs and leisure centres. The survey was available on-line for 10 days and was completed by 34 respondents in total.

The majority of respondents (94%) confirmed that they have access to broadband facilities when running their business or working remotely. However, less than half of all respondents (44%) were satisfied with the connectivity of their broadband provision with nearly a third (30%) indicating that they were dissatisfied with their existing facility.

Overall, more respondents (54%) stated that their broadband connectivity has affected their business operations or their ability to work remotely than those (32%) who stated they have not been affected at all.

Those affected confirmed that this had limited their ability to work remotely (82%), their reach of customers (63%), their access to information and/or software to support business processes (60%) and their ability to market goods and services provided (57%). Less than half (47%) indicated that this limited their ability to receive orders and a third (33%) cited that this affected their ability for distribution and delivery (33%). A much smaller proportion indicated that this has affected the speed of processing (21%) and cashless transactions (14%).

Many respondents (in the range 53% - 68%) held a positive view on the impacts of the 15-minute city concept, with around a quarter (in the range of 21% - 26%) indicating strong agreement that the 15-minute city concept will: improve street safety (21%); create more vibrant and liveable local neighbourhoods (24%), improve air quality (26%) and reduce carbon emissions (26%). It is notable however, that a significant proportion of respondents need to be better informed about the possible impacts of the 15-minute city concept. As many as 40% indicated that 'they would need more information to fully understand its implications' and nearly a third of respondents (30%) were 'not sure and don't know much' about it.

Respondents' views are quite divided on the potential negative impacts of the 15-minute city concept. More than half (59%) agree that this could lead to increased house prices in neighbourhoods with more facilities. However, a much smaller proportion (33%) believe that this could increase social divides between the rich and poor. Almost as many expressed disagreement on the views that the 15-minute city concept could lead to increased discrimination and stigmatisation (30%) and increased inequalities (30%) as those who agreed (24% and 27%) with these statements. It is notable that more than a third of respondents (in the range 35-38%) neither 'disagree' nor 'agree' with the possible negative impacts of the 15-minute city concept.

With regards to its impact on the city centre, nearly two thirds were in agreement that the 15-minute city concept could 'reduce the footfall to the city centre' (62%) and lead to the possible 'decline of the City centre' (59%). However, when asked how this could transform the city centre, around half (47%) see the city centre as continuing to provide the night time economy, eating and drinking establishments, serving as a commercial and shopping destination and promoting its culture and heritage (53%). A lower proportion (38%) agree on an increasing role in 'highlighting its history'.

A substantial proportion of respondents believe that the 15-minute city concept will have positive impacts on local and district centres. Many believe that this could lead to increased amenities and facilities (62%) and increased footfall in local shops and businesses (65%). Respondents agree that such a development would increase the need for disabled parking

(50%) and parking space for non-motorised vehicles (47%). When asked about other possible impacts, a number of respondents have the view that this will not have an impact while another felt that it's 'too early' to make a judgement about it. According to some small businesses/ traders, other positive impacts that this could bring include improvements in mobility and transport links as well as diversity in the local neighbourhood. A concern was raised on a possible negative impact of the 15-minute city concept in potentially limiting social interactions and further reinforcing social divides between neighbourhoods.

To improve access to local and district centres, respondents cited improvements needed in local infrastructure and services. The majority identified the need for: frequent and reliable public transportation (77%); safe walking routes (71%); and safe cycling routes (53%). Half of respondents (50%) cited the need for Cardiff 'Ovo' bikes.

Respondents also offered more specific suggestions on improving public transport provision, connections and infrastructure as well as its affordability. Others highlighted the need for better local infrastructure in making these more people and child friendly and the provision of facilities that will encourage social interaction and safety within the communities. These include improving pavements, pedestrianisation of streets, sitting areas as well as children activity and play areas, more green spaces and more local parking spaces. It was also suggested that increasing footfall could also be achieved by holding local events and by improving community safety with enhanced police presence.

Some respondents highlighted the need for improvements in city planning approaches. There was a call for more improved planning and land use as well as a concern raised on the extent of housing development in certain areas in Cardiff. A suggestion was raised to learn from development approaches used by other European cities as well as in using planning strategies that encourage more diversity in the types of businesses. The need to improve and maintain traditional Victorian properties to highlight cultural heritage was also suggested.

When asked about the main issues that have affected them, all of the small businesses and traders (100%) identified increasing costs of energy and fuel, reduced consumer spending, and increasing costs and prices of supplies and materials. Additionally, reduced trading due to reduced footfall was also another challenge cited by majority of small businesses (83%) and traders. More than half (59%) stated that their capability and resources to go on-line have affected their operations. A much smaller proportion (25%) of all respondents stated that this issue has not affected them at all. Other issues that have affected small businesses are the availability of parking facilities for customers, the cost of rent, business rates and bills and landlords who are unsympathetic to the impact of covid on small businesses and traders.

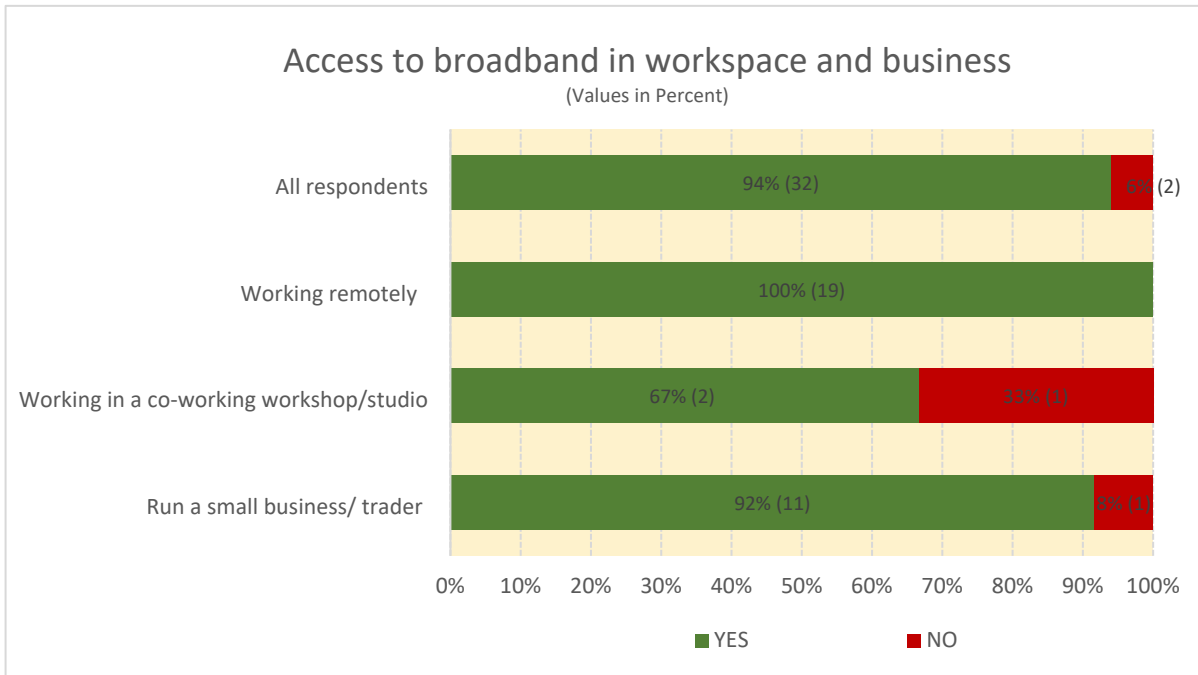
Amongst remote and co-working respondents, the increasing costs of energy and fuel (69%) and the increasing costs and prices of supplies and materials (53%) were the key challenges that have affected them. The decreasing availability of freelance work due to Brexit and the post pandemic funding crises was also highlighted as a challenge. Other issues raised include concerns relating to community safety, access to public transport, shops, slow broadband connections and the availability of local co-working spaces.

Another challenge is information on available remote working spaces that can be accessed locally. Most respondents (56%) stated that they are not aware of provision that are available within 15 minutes' walk or cycle from their home. Only around a quarter of those working remotely (27%) and small businesses and traders (23%) confirmed knowledge of the various remote workspace provision.

Respondents were also asked how the Council can provide support in recovering from the pandemic. Small businesses/traders stated that they would welcome some reduction or the freezing of business rates, support for their energy bills, and available support in dealing with business tenancy issues with their landlords. Remote workers indicated that some reduction in Council tax or direct financial aid would benefit them as well as increasing provision of well-equipped and serviced co-working spaces, and improvements in local broadband speeds. The need for green spaces and the benefits it brings to the inner city and amongst remote workers were also highlighted. Other specific suggestions include better use of public money, improved engagement with the Charity sector and the promotion of local neighbourhood areas.

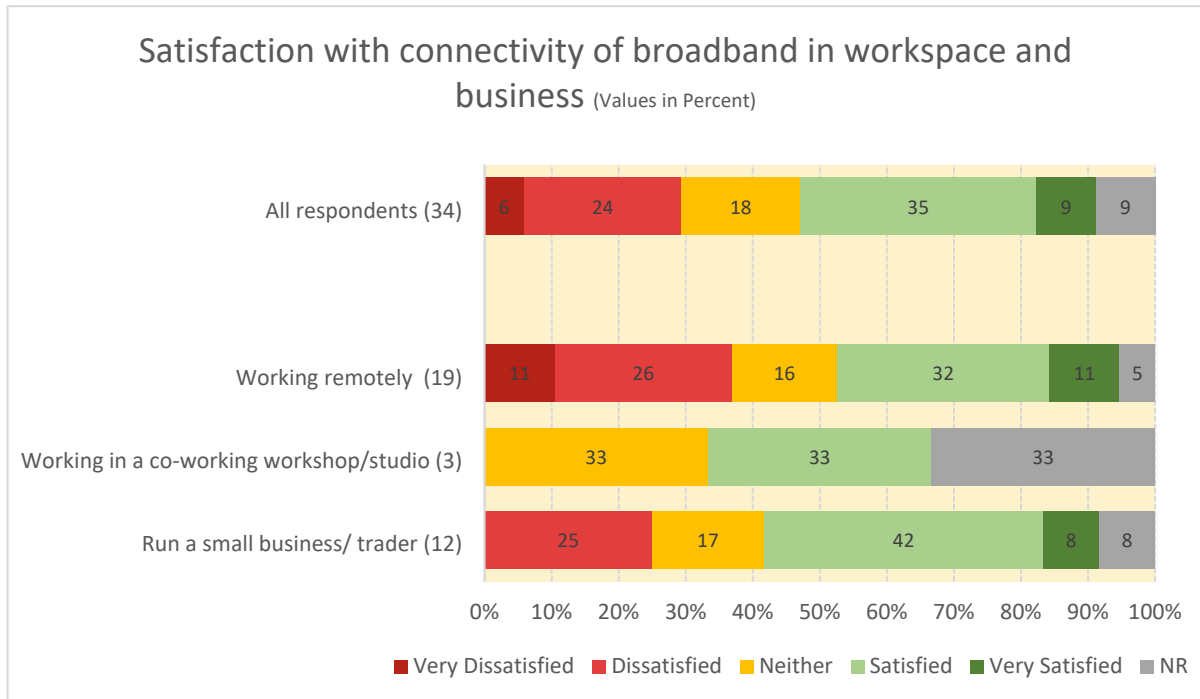
Survey results

Access to broadband in workspace and business



The results above show that the vast majority of respondents (94%) have access to broadband in their current workspace of business. Only a small proportion (6%) indicated a negative response.

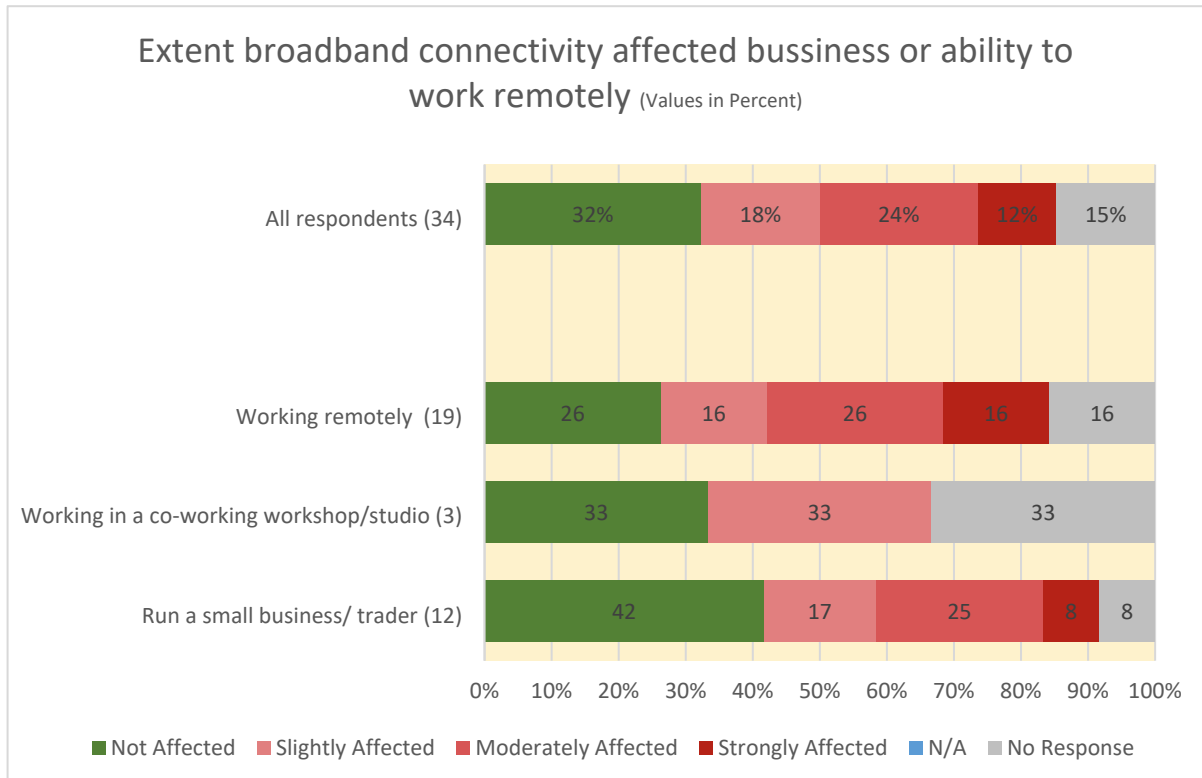
Satisfaction with broadband connectivity



A substantial proportion of respondents (44% of total) indicated that they are ‘Satisfied’ or ‘Very Satisfied’ with their broadband provision. A comparatively smaller proportion stated that they are ‘Dissatisfied’ or ‘Very Dissatisfied,’ however it is worth noting that this group accounts for nearly a third (30%) of all respondents.

Half (50%) of small businesses/traders indicated that they were satisfied with their broadband, however there is also a substantial proportion (42%) who indicated dissatisfaction with their current provision. Amongst remote workers, nearly half of them (43%) indicated a positive response, whilst more than a third (37%) indicated dissatisfaction with their broadband provision.

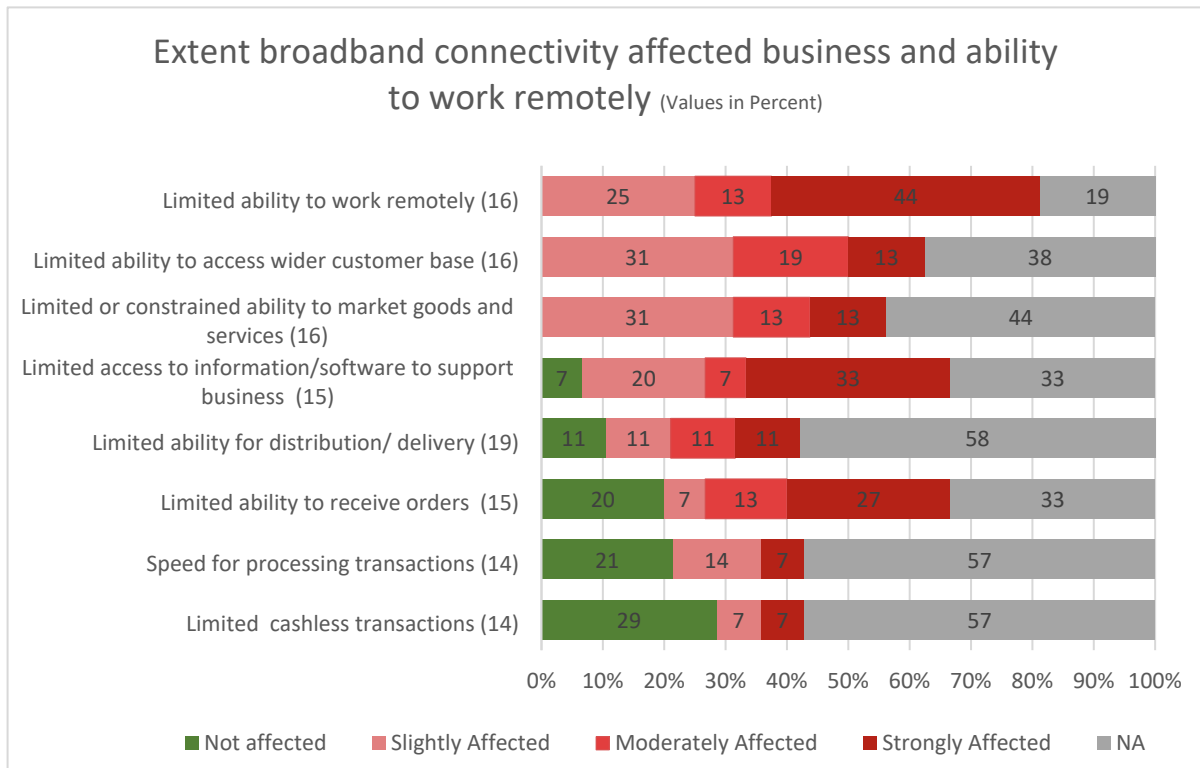
Extent that broadband connectivity has affected work and business



Overall, more than half of all respondents (54%) indicated that their broad band connectivity has to some extent affected their business operations or their ability to work remotely. A much smaller proportion of nearly a third (32%) stated that this has not affected them at all.

A slightly greater proportion of those working remotely (in total 58%) indicated that their work/business has been affected by their broadband connectivity, compared with those owning small businesses (in total 50%) who gave similar responses.

How broadband connectivity has affected work and business



The result in chart above illustrates the responses (in percent) of those respondents who have confirmed that their broadband connectivity has affected their business or work to differing extents.

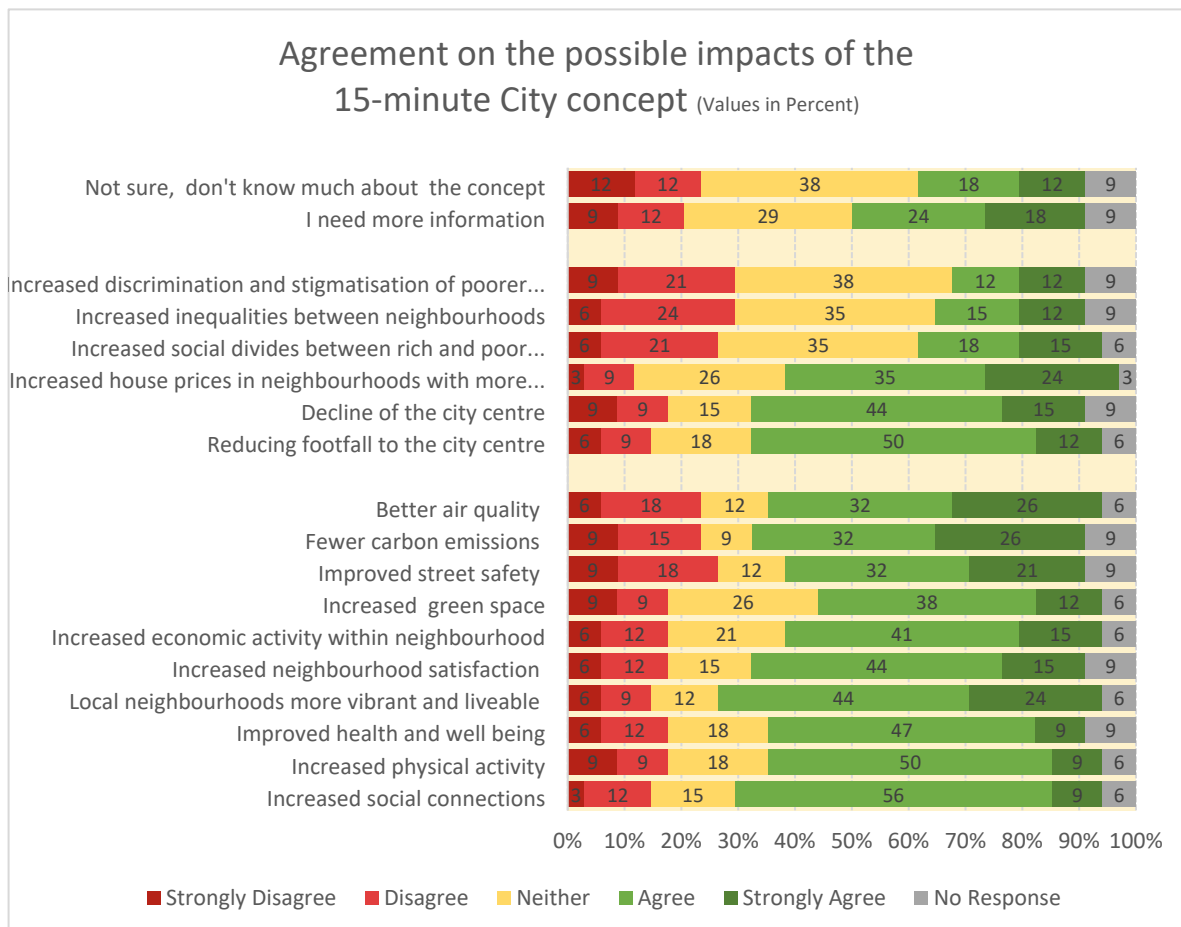
A substantial proportion confirmed that their broadband connectivity has adversely affected their ability to work or run their business. More than three quarters (82% of total) stated that this had limited their ability to work remotely. The majority also indicated that their connectivity has affected their reach of customers (63%), their access to information and/or software to support business processes (60%) and their ability to market goods and services provided (57%). Additionally, a substantial proportion confirmed that this limited their ability to receive orders (47%) and their ability for distribution and delivery (33%). A much smaller proportion indicated that this has affected their business transactions (14% and 21%).

How broadband connectivity adversely affected current business operations/ remote working in any other ways	
Respondent Type	Response
Working remotely	Yes
Working remotely	Virtual meetings.
Working remotely	No
Small business/ trader	No
Small business/ trader	We have a co-working space that people use that are unable to always utilise the fastest connection available.

When asked about other ways that broad band connectivity has adversely affected their work, three respondents provided additional information. One (1) of the respondents did not provide any details, while another stated that this affected the conduct of virtual meeting. Another stated that co-workers using their facility are unable to utilise the fastest broad band connection that should be available to them.

Two other respondents confirmed that their broadband connectivity has no adverse effect on how they work.

Views on the impact of 15-minute city concept



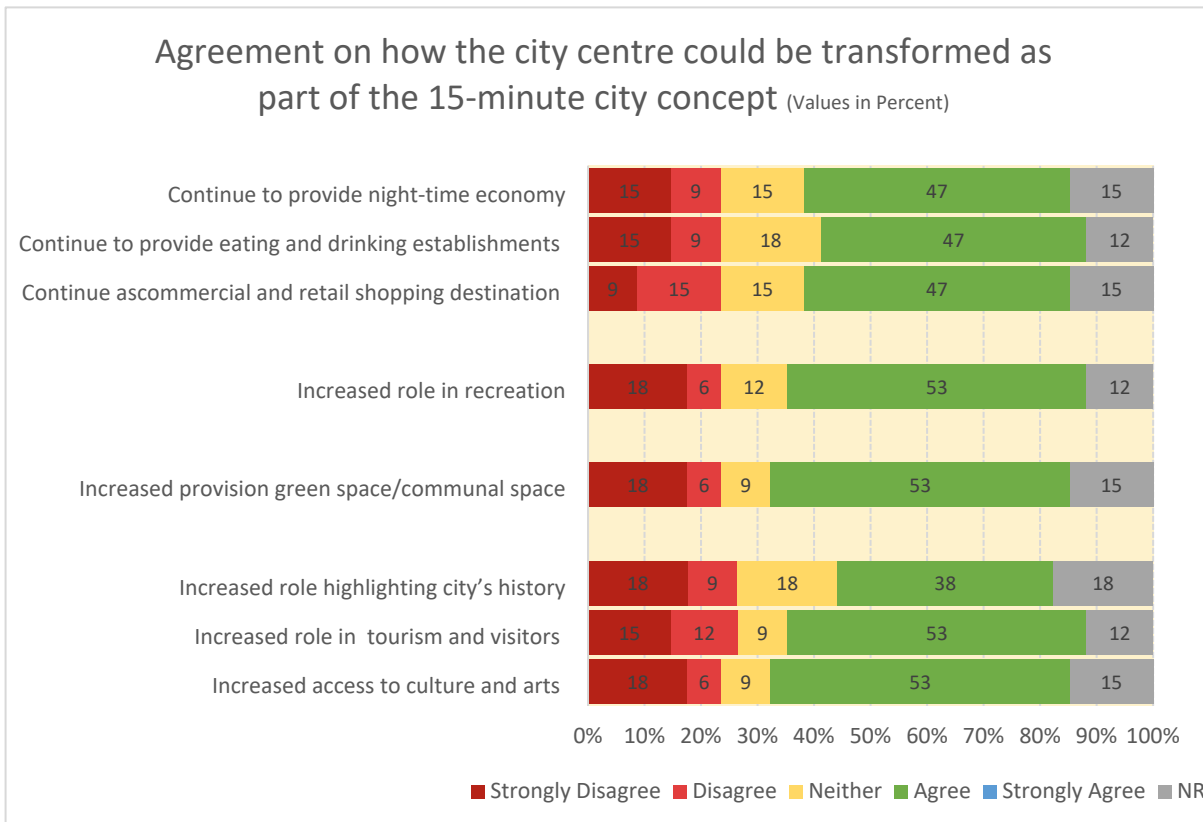
The results above show (upper section of the chart) that nearly a third of respondents (30%) are ‘Not sure and don’t know much about the 15-minute concept’, with as many as 40% confirming that ‘they would need more information to fully understand its implications.’

Overall, the majority of respondents (in the range 53% - 68%) have expressed agreement on the positive impacts of the 15-minute city concept (in lower section of the chart). Around a quarter of all respondents (in the range of 21% - 26%) expressed that they ‘Strongly Agree’ that this will have a positive impact on improving street safety (21%), the liveability of local neighbourhoods (24%), its air quality (26%) and its carbon emissions impact (26%).

Respondents’ views on the negative impacts (middle section of the chart) of the 15-minute city concept on social and economic inequalities are quite divided. Although more than half of respondents (59%) agree that this could lead to increased house prices in neighbourhoods with more facilities, a comparatively smaller proportion of respondents were in agreement that the 15-minute city concept could increase social divides between the rich and poor (33%). A much lower proportion agreed that this could lead to increased discrimination and stigmatisation of poorer communities (24%), increased inequalities (27%). In comparison, a slightly higher proportion (30%) of respondents disagreed with the negative impacts relating to discrimination and stigmatisation and increasing inequalities. Overall, more than a third of respondents (in the range 35-38%) neither ‘disagree’ nor ‘agree’ with these possible negative impacts of the 15-minute city concept.

It is notable that nearly two thirds of respondents agree that the 15-minute city concept could ‘reduce the footfall to the city centre’ (62%) and lead to the possible ‘decline of the City centre’ (59%).

Views on the impact of 15-minute city concept to the city centre



Although, more than half of respondents (in previous chart) agree that the 15-minute city concept could lead to reduced footfall (62%) in the city centre and the possible decline of the city centre (59%), the results above show that around half (47% - 53%) see the city as continuing to have an important economic and cultural role.

Nearly half (47%) agree that the city centre continue to ‘provide night-time economy’, eating and drinking establishments, as well as serve as a commercial shopping and retail shopping destination. A slightly higher proportion (53%) were in agreement that the city centre could increase its role recreation (53%) and in providing green and communal spaces (53%).

More than half (53%) also agreed that the city centre can have an ‘increased role in tourism and visitors’ and in providing ‘increased access to culture and arts’. A slightly lower proportion (38%) indicated agreement on an increased role for city centre’s in ‘highlighting its history’.

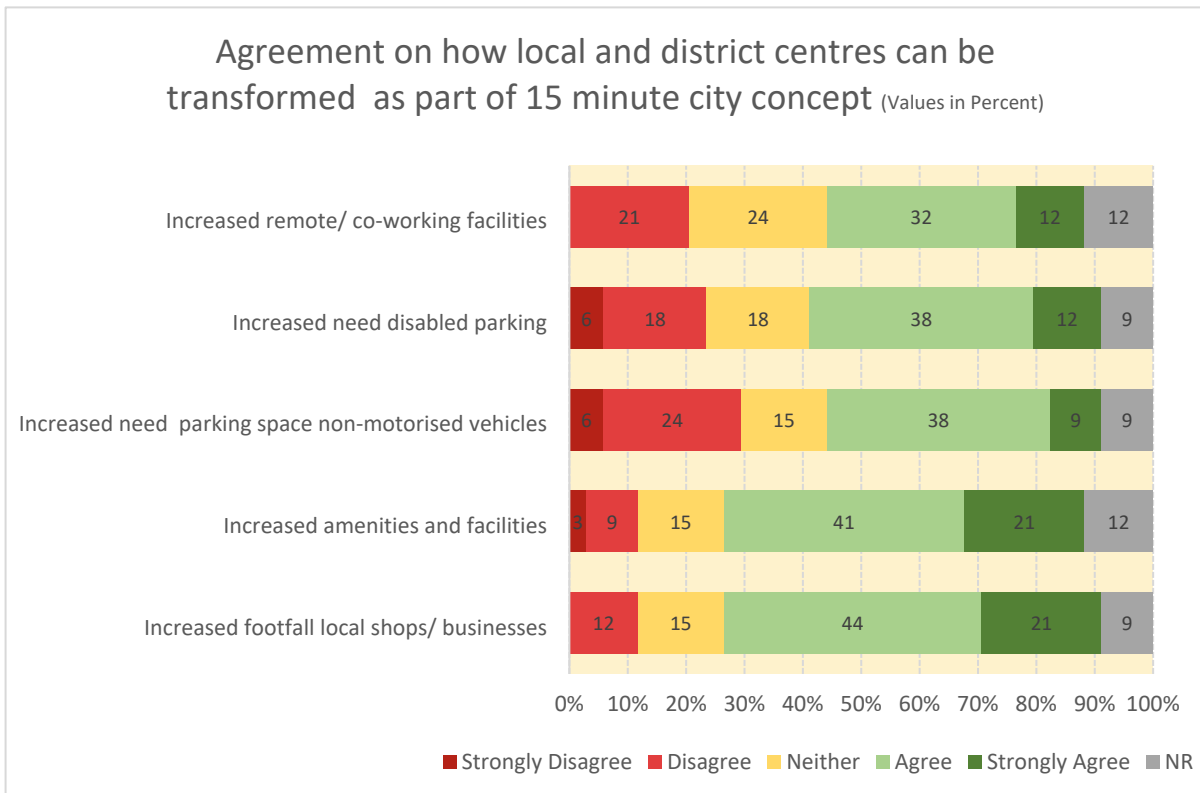
Other impacts will the 15-minute city concept have on the city centre	
Decline of the city centre	
Small business/ trader	Kill it completely
Working remotely	The city centre is terrible at the moment, and this will make it worse.
Working remotely	the city centre will be out of bounds as those of us who live in the suburbs will be taxed to travel there
Priorities and suggested improvements for the city centre	
Working remotely	The city is unsafe and scary at the moment, and dirty - the top priority should be to resolve that
Working remotely	Turn disused office space into affordable housing and SME provision, have a better mix of residential and commercial in city centre
Working remotely	Removing daily commute focus from the city centre and allowing it to develop its identity as a "destination" place for tourism, shopping and those looking for meeting/collaboration spaces. A clearer identify for the space gives a clearer steer for future planning and development.
Working remotely	The Council should spend more time protecting the city's heritage and improving its appeal and not bow to greedy developers building bland, faceless

	<p>monstrosities. Build a city that people want to come to and generate wealth for everyone, rather than allowing developers to trash our city and profit in the process. Contrary to what city leaders say, you aren't doing enough, and you can and must do better.</p>
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Seven (7) respondents in total made additional comments on other ways that the 15-minute city concept could further impact on the city centre. Three (3) respondents expressed concern on how this would have a negative impact. A small business owner believes that this would 'kill the city centre.' A remote worker stated that this will worsen the existing condition in the city while another felt that this will further reduce footfall into the city centre. One (1) respondent highlighted the need to prioritise and address community safety and cleanliness issues in the city centre.

Four (4) respondents (remote workers) did not specify how the city centre could be affected by the 15-minute city concept but instead have made suggestions on improvements that can be made and strategies that can be adopted to improve it. Some of the remote working respondents (3) offered suggestions on specific aspects that planning and development in the city centre should address. A respondent suggested that a better mix of residential and commercial development should be made with disused office spaces transformed into affordable housing. Other suggestions include enhancing the city role as a 'destination' place for shopping and as a meeting place. The role of the city centre as a tourism destination was also highlighted alongside the need to protect its cultural heritage. In protecting the city's heritage, it was further suggested that development in the city should 'improve its appeal' and not involve 'building bland faceless monstrosities.' The appeal of the city could be enhanced in building a 'city that people will want to come and generate wealth for everyone' instead of developers 'trash our city for profits.'

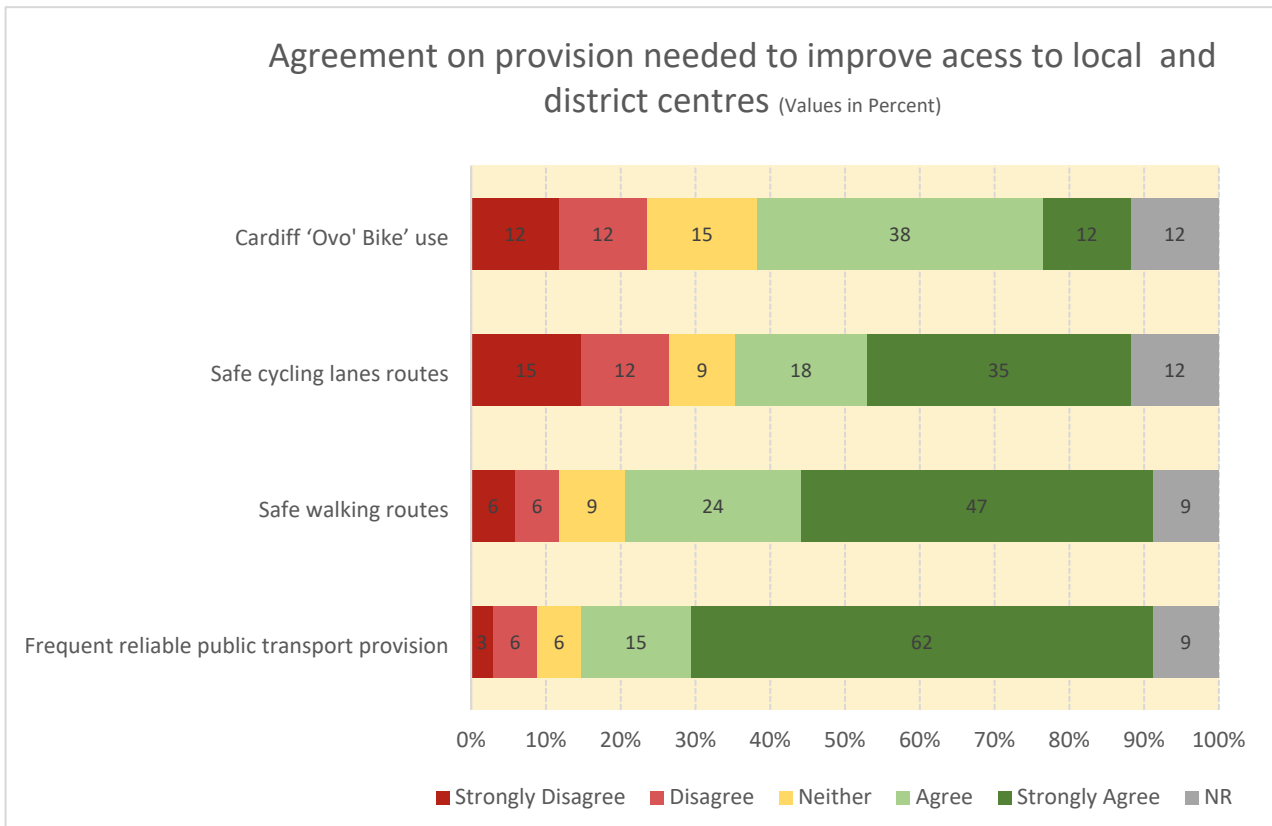
Views on how the 15- minute city concept will transform local and district centres



A substantial proportion of respondents (in the range 44%- 65%) agreed with the positive impacts and the improvements that can be achieved as a result of the implementation of the 15-minute city concept.

Nearly two thirds agree that this could lead to increased amenities and facilities (62%) locally and increased provision of remote and co-working facilities (44%). On the whole, this could lead to increased footfall in local shops and businesses (65%).

Around half of respondents agree that the transformation of the local and district centres would increase the need for disabled parking (50%) and parking space for non-motorised vehicles (47%).



To improve residents’ access to local and district centres, the majority of respondents were in agreement that the provision for frequent and reliable public transportation (77%), safe walking routes (71%) and safe cycling routes (53%) are needed.

A slightly lower proportion of respondents (50%) agreed that the provision of the Cardiff ‘Ovo’ bikes are needed.

The results above suggest that most respondents believe that further investments on improving local infrastructure is required to improve access to local and district centres.

Views on other amenities or provisions needed to improve access to local and district centres

More pedestrian and people friendly infrastructure	
Small business/ trader (Rx)	encouraging local business to provide outside sitting spaces on pavements, evening pedestrianisation of local high streets...+
Working remotely	Good quality pedestrian walks, safe, clean in inner city
Small business/ trader (R*)	Better infrastructure, +
Working remotely (Rb) as well as the walking/bike options for those attending from a local location...+
Working remotely	Children play /activity areas /venues
More greenspaces	
Working remotely (Ra)	More open GREEN spaces (the concrete space in front of the train station is a desperately depressing welcome to the city)...+
Reliable and affordable public transport	
Working remotely	Reliable public transport
Small business/ trader (R*)	...affordable, more reliable public transportation in all areas of Cardiff
Working in a co-working workshop/studio	Night-time public transport in North Cardiff would help those who have mobility issues move around and enjoy the area in a more eco conscious way.

Working remotely	most people work hybrid round here (North Cardiff), but public transport is shocking - workers need to access/spend in the centre too.
Improved parking facilities	
Small business/ trader	Parking
Small business/ trader	More/better parking facilities
Working remotely (Rb)	Increased (ordinary/non-disabled) parking spaces near the facilities so that I can meet safely and efficiently with colleagues based elsewhere across the city. These spaces need to be a mix of Short and Long Term (all day) spaces...+
Better city planning	
Working remotely (Ra) more home-grown attractions (less unwelcome imports like the military museum), better city planning, more gentle development that so many other cities are developing and be bold: be more Paris or Barcelona and less Bracknell or Milton Keynes. .
Small business/ trader	More encouragement to bring in diverse range of businesses to the city centre
Community safety	
Working in a co-working workshop/studio	Policemen
Localised social events	
Small business/ trader (Rx)	...decentralised social events

Quicker response to community projects	
Small business/ trader (Rx)	Quicker response to community projects...+
Improvements in broadband	
Working remotely (Rb)	Broadband/Wi-Fi is also essential to being able to co-work or meet and work over coffee in these spaces. Mobile phone signal is also important so that I am contactable when popping out of the house and/or have a backup to my wired Broadband solution when working from home. Mobile signal in Radyr & Morganstown is currently poor and patchy, when by home Broadband goes down, I can't rely on it even for low-bandwidth tasks like texting or emailing colleagues to let them know I won't be joining them online.
None	
Working remotely	None
Working remotely	None

A total of 16 respondents provided a response to the question on what other amenities and provision will improve access to local and district centres. Of this number, 14 offered various suggestions and two others stated ‘None’ or no other amenities or provision are needed.

Several respondents (6) suggested improvements in local infrastructure in making these more people and child friendly and provision of facilities that will encourage social interaction and safety within the communities. Suggestions were made on improving street infrastructure including pavements, around pedestrianisation of streets and improvement in outside spaces such as sitting areas and as well as children activity and play areas. Another respondent (1)

specified the need for more green spaces in the city centre such as transport hubs (city trains stations) to project a more welcoming environment.

A number of respondents (4) highlighted the need for more reliable and affordable public transport in all areas in Cardiff. In particular, two respondents from North Cardiff highlighted their concern over access to public transport with one citing the specific need for accessible public transport in the area during the night-time.

Two (2) small business/ traders expressed the need for more parking spaces while a (1) remote worker further highlighted the need for ‘ordinary/nondisabled’, mix duration parking spaces that enable ease of parking outside the City centre.

Improvements in city planning were suggested by two (2) respondents who stated that development planning could adopt approaches used in ‘more gentle development’ in cities like Barcelona and Paris. Additionally, planning strategies should also encourage more diversity in the types of businesses in the city.

Broadband connectivity was highlighted as a key issue in certain locations in North Cardiff. A remote worker highlighted this need to enable more effective remote working at home and in other public spaces.

Finally, one (1) of the respondents highlighted the need for police officers to improve access and maintain safety in local and district centres. Another respondent suggested that local social events (1) could further improve access and footfall to the area. The same respondent further added that ‘quicker response to community projects’ would generate the same benefits.

Views on other impacts that 15-minute city concept on local and district centres

No impact	
Small business/ trader	None
Working remotely	None.
Working remotely	None
Small business/ trader	No
Working in a co- working workshop/studio	Too earlier to review
Lead to improvements in the local area	
Small business/ trader	Facility provision, bike transport links
Small business/ trader	it'll improve & encourage local diversity
Require improvements public transport provision	
Small business/ trader	All the villages in outskirts of Cardiff need better infrastructure, better public and affordable public transport , stop spending money on lowering the speed limits and invest in better bus services and train services
Working remotely (Rc)	sort out use of the city centre... and get TfW to pull its finger out with fixing the City Line connections

Working remotely (Rd)	Any changes within Cardiff’s boundaries also need to be considered within the context of the Capital City Region and the transport infrastructure for meeting with colleagues from across this wider region and not just within the City Boundary...+
Highlight and maintain and heritage and buildings	
Working remotely	Keep inner city like Grangetown etc area clean, create group who would look after appearances of private Victorian houses like, in Bath called Bath preservation society, could be same in Cardiff as inner city is part of history and when front if houses in good condition and when front of the houses painted in similar colours whole inner city is a big museum for international visitors....
Improve planning development	
Working remotely (Rc)	sort out use of the city centre - use the land and property better...+
Working remotely	Good luck and put your citizens before developers. (And don't hide behind planning law - advocate for change if you have to).
Working remotely	Concerned about Heol Isaf and Llantrisant road with number of houses being built.
Need to improve facilities and services for remote workers	
Working remotely (Rd) Providing co-working spaces alone is not enough for me to use them, they need to be attractive, reliable, affordable and give sufficient confidentiality options for me to be able to use them as a Civil Servant working on secure matters.

Working remotely	This has clearly been designed by car users. The city is unsafe and frightening, and the Council doesn’t seem to realise this.
Isolation and reinforce social divides	
Working remotely	15-minute cities (prisons) are an artificial construct that will fail and lead to a poorer experience for the residents as we will feel trapped in our neighbourhood. Covid taught us that people do not like to be trapped and utterly resent officialdom interfering in their lives.

A total of 15 respondents offered their views on the how the 15-minute city concept will impact on their local and district centre. Four (4) respondents believe that this will not have an impact while another felt that its’ too early’ to make a judgement about it.

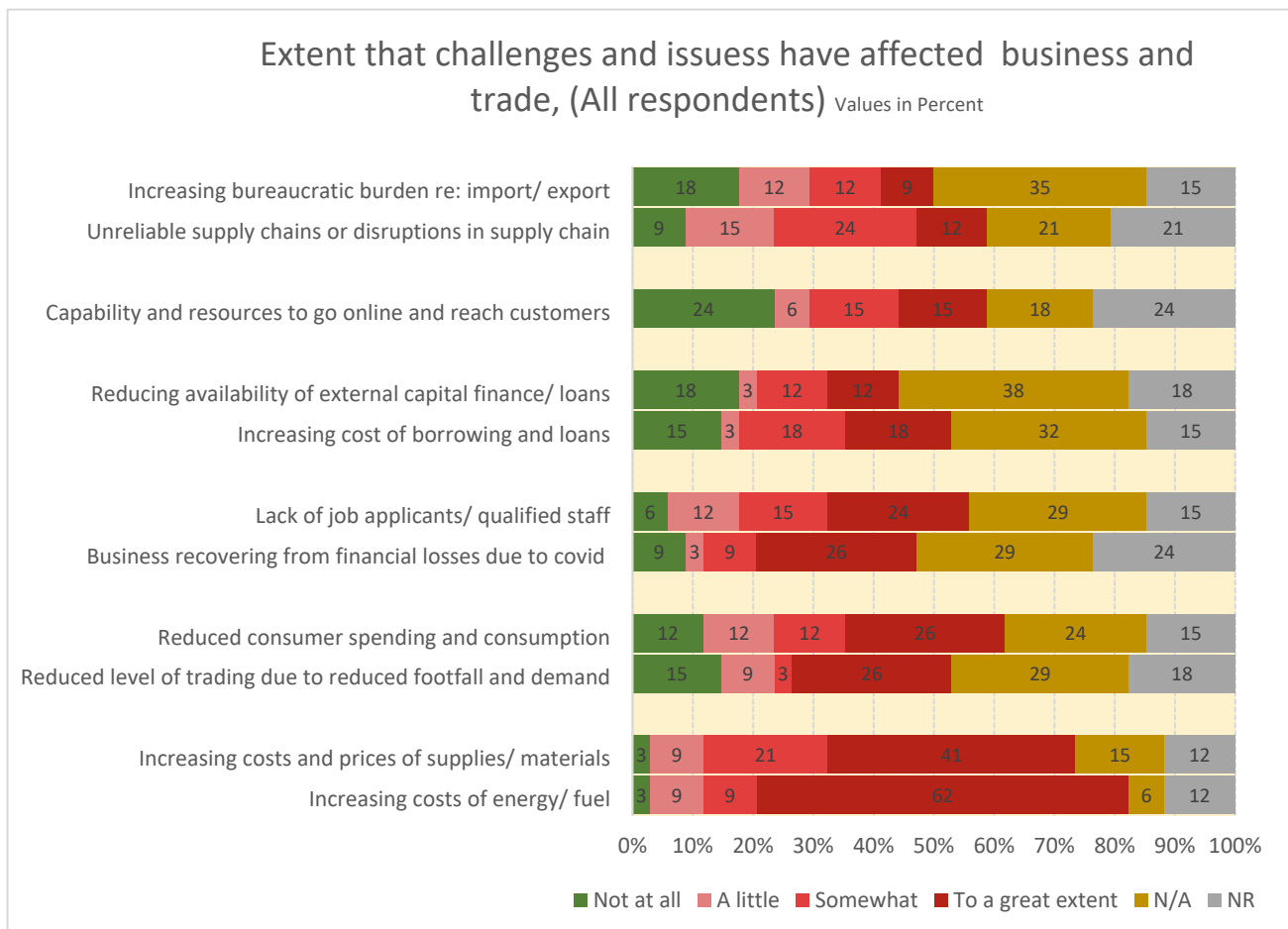
Two (2) small business/traders highlighted some positive impacts in improving facilities, mobility and transport links as well as diversity in local neighbourhood.

Several other respondents cited (7) various improvements that are needed to enhance mobility and the environment in local neighbourhood areas. Three (3) respondents highlighted the need to improve public transport provision and infrastructure as well as affordability. A respondent (1) suggested improving and maintaining Victorian properties in the inner city to highlight its cultural heritage. Some concerns over land use and development were cited by three (3) respondents. Suggestions were made on improving land and property use alongside putting the interest of citizens before developers. A respondent (1) expressed concern on the extent of housing development in Llantrisant road. Another respondent (1) highlighted the challenges around safety and dominance of car use in the City centre.

A respondent (1) cited specific suggestions on desirable features of co-working spaces that they could benefit from such as affordability, attractiveness, security and confidentiality were made.

One (1) respondent highlighted a possible negative impact of the 15-minute city concept in potentially limiting social interactions and further reinforcing social divides between neighbourhoods.

Views on challenges and issues affecting business and trade

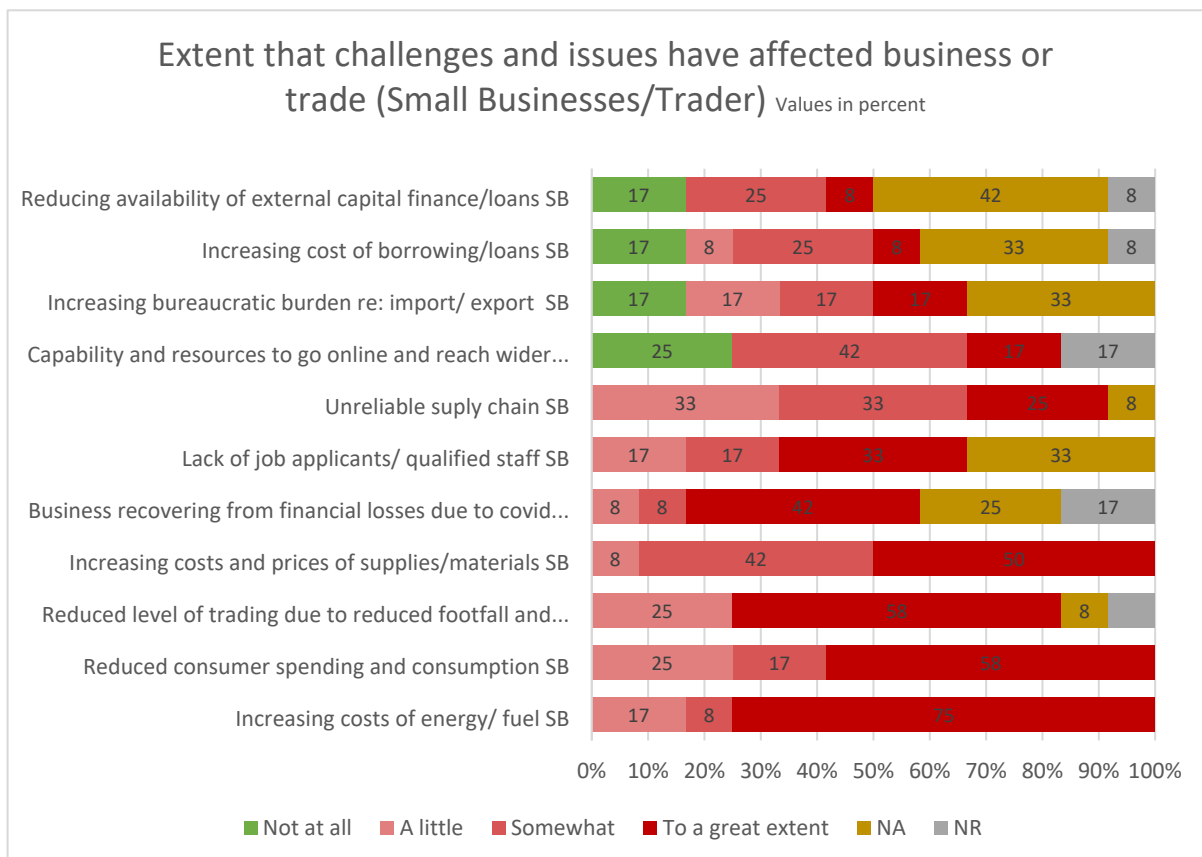


The results above show that a substantial proportion of respondents experienced challenges and issues that have adversely affected their business and trade as a result of the covid pandemic and the cost-of-living crises.

In total, more than three quarters (80%) indicated that the increasing cost of energy and fuel as a key issue, with as many as two thirds (62%) confirming that has affected them ‘to a great

extent’. The increasing cost and prices of supplies and materials was also identified by the majority (71%) as another challenge they experienced.

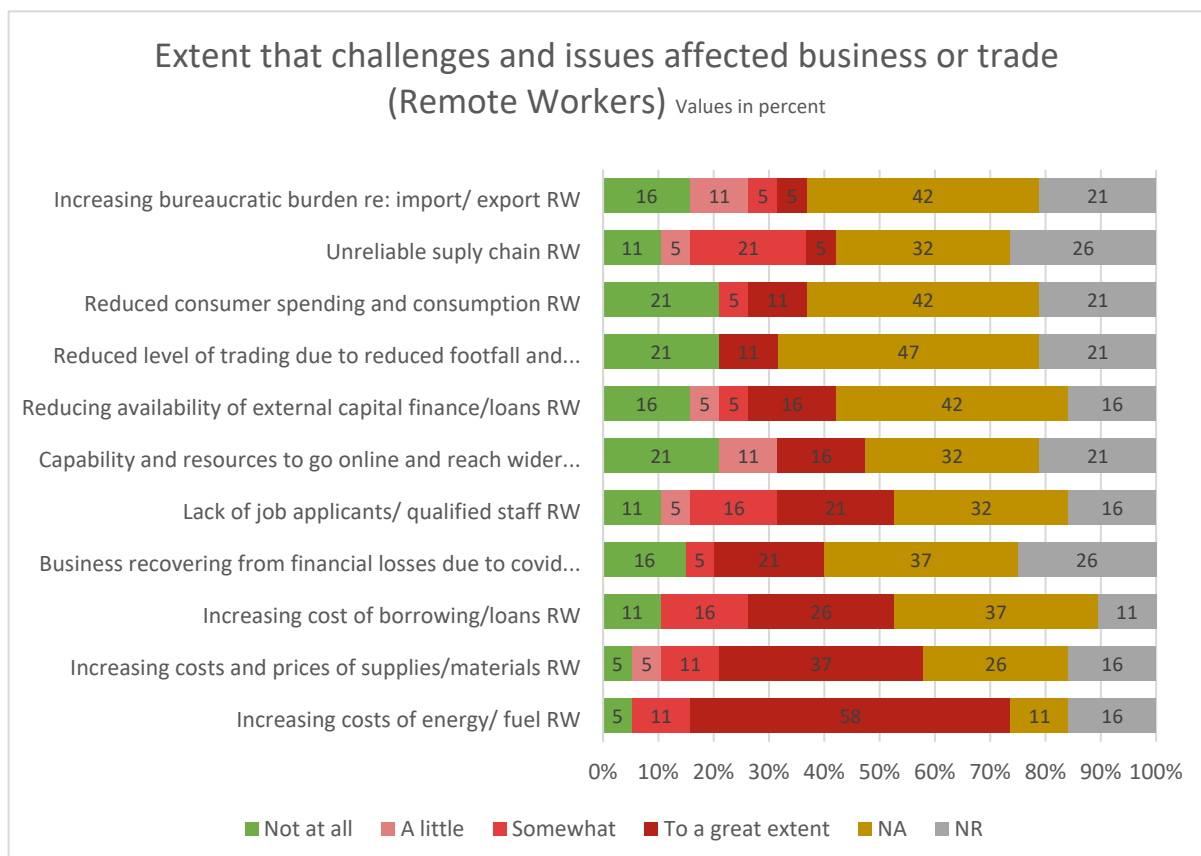
More than half highlighted that their business/trade have also been affected by staffing issues (51%) and supply chain issues (51%). Reduced consumer spending (50%) and reduced level of trading due to lower footfall (38%) were also highlighted as having affected a substantial proportion of respondents.



Amongst the small business respondents, the results show that the issues and challenges outlined above have affected them to differing extents.

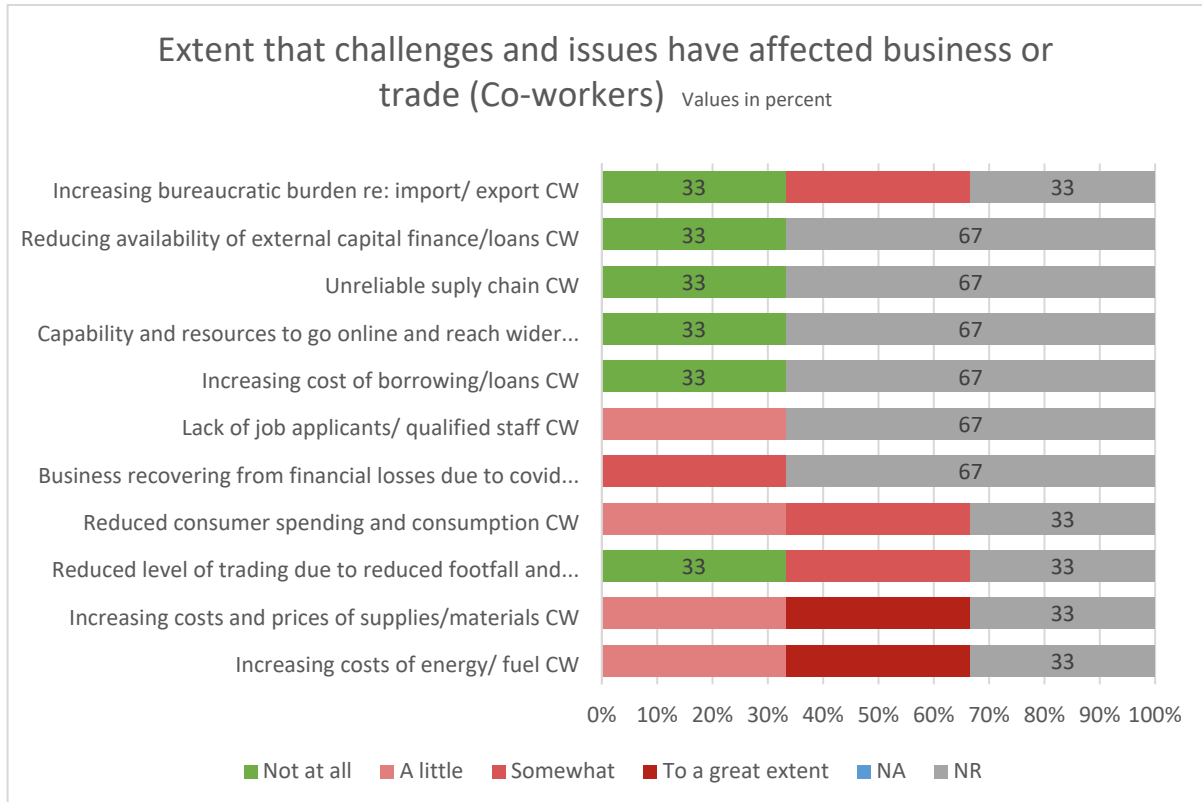
All of small business/trader respondents (100%) indicated that the increasing costs of energy and fuel, reduced consumer spending, and increasing costs and prices of supplies and materials have adversely affected them. Half of these respondents, to as many as three quarters (in the range of 50% - 75%) confirmed that these issues have affected them ‘to a great extent’.

Reduced trading due to reduced footfall was another key issue identified by the vast majority (in total 83%) as having affected their business or trade to different extents. Although more than half (59%) indicated that their capability and resources to go on-line have affected them, a quarter (25%) of them confirmed that this issue has not affected them at all.



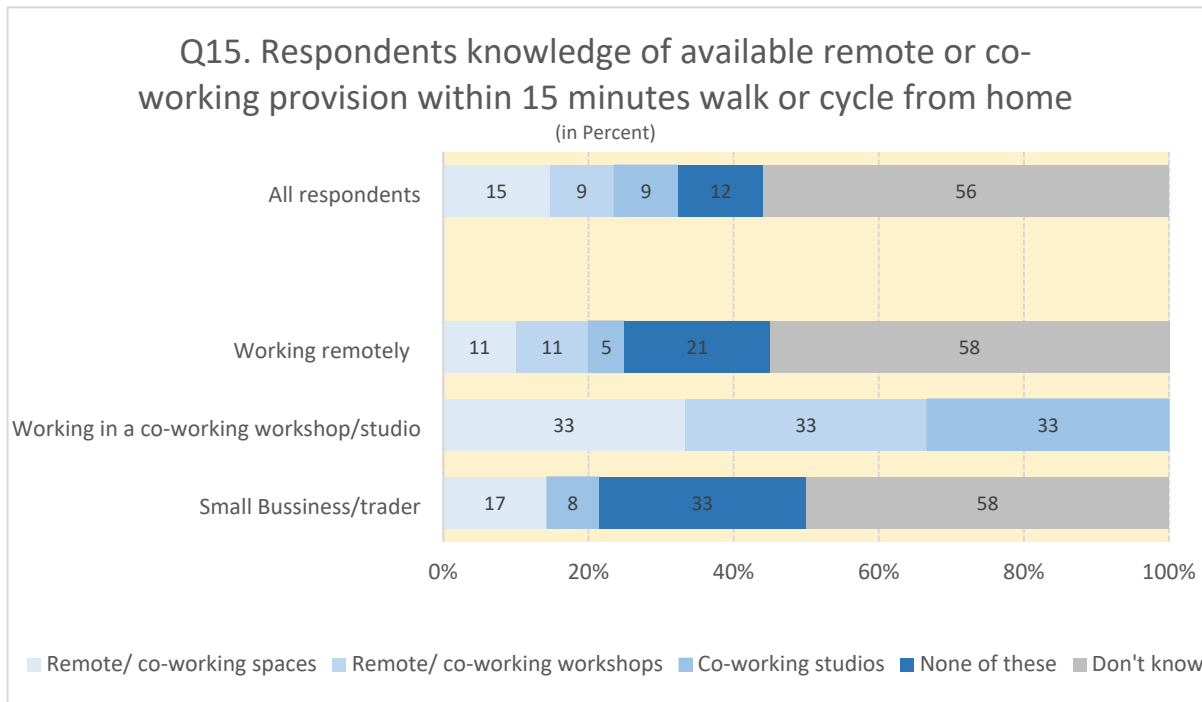
Amongst remote working respondents, the increasing costs of energy and fuel (69%) and the increasing costs and prices of supplies and materials (53%) were also identified as the key challenges and issues that have affected their work. The results also show that these issues

have affected a slightly lower proportion of remote workers (53% -69%) compared to respondents representing small business (100%).



Co-worker respondents identified issues similar to those cited by small business and remote workers as ‘somewhat’ affecting them or affecting them ‘to a great extent.’ They cited ‘increasing costs in energy and fuel’ as well as ‘increasing costs of supplies and materials’ and reduced consumer spending and consumption’ as they key issues that have affected most of them. It must be noted however that the number of respondents in this group is far too small to make any reliable comparisons with other respondent groups.

Knowledge of locally available remote or co-working spaces



Another issue amongst remote workers is their knowledge of locally available remote working spaces. The results above show that the majority of respondents (56%) are not aware of the various types of remote workspace provision that are available within 15 minutes’ walk or cycle from their home. Only around a quarter of those working remotely (27%) and small businesses and traders (23%) confirmed knowledge of the various remote workspace provision.

Other challenges or issues affecting your business or trade

Parking	
Small business/ trader	Parking
Small business/ trader	City mobility and lack of local parking.
Small business/ trader	Parking issues in the area. Cars staying over 1hr limit having lots of complaints from customers who say they can't stop and shop
Cost of living and cost running a business	
Small business/ trader	Business rates, rents, bills
Small business/ trader	A landlord unsympathetic to the issues caused by COVID
Working remotely	Cost of living
Access to public transport	
Working remotely	Poor public transport - shocking bus service in Cardiff
Working remotely (Rx)	Lack of public transport to get into Cardiff Bay office when I do need to commute to the office for meetings...+
Limited facilities and local provision	

Working remotely (Rx)	...Lack of co-working spaces near my home limiting the choice to almost exclusively home-working. Limited space at home. Slow housing market preventing moving to larger home premises with dedicated office spaces (self and partner working for different businesses from home requiring privacy from each other) ...+
Working remotely (Rx)	...Local businesses not open within Radyr to support my impulse purchases during the working day.
Less job opportunities for freelancers	
Working in a co-working workshop/studio	I work with charities - their donations have fallen substantially and therefore they are struggling to take on freelancers like me for project work.
Working remotely	Brexit has led to a reduction in funding from 2023.
Broadband issues	
Working remotely	Slow broadband connection
Community safety	
Working remotely	Issue of break ins in inner city is concern, drug addicts, unruly youth, car safety from damage.

Twelve respondents (12) identified other issues and challenges that have affected their business and trade following the covid pandemic. Access to local parking facilities was cited as a key issue by three (3) small business/trader respondents with one of them specifying that this had affected their customers’ ability to shop in the area. Other issues that have affected small businesses according to two respondents are the cost of rents, business rates and bills and landlords being unsympathetic to small businesses regarding the impact of covid on their trade. One (1) of the remote working respondents have specified the current cost of living crises as a key challenge for them.

Two (2) remote working respondents expressed concern on their access to public transport and how this restricts their mobility around Cardiff. Other issues highlighted by this group include availability of ‘local co-working spaces,’ shops that provide essential goods and slow broadband connection locally. The post pandemic funding crises as well as Brexit were also cited by two freelancers whose ability to secure work had been affected.

One (1) remote working respondent highlighted issues relating to community safety challenges in the inner-city area in citing their concern for break ins, car damage, drug related issues and antisocial behaviours from young people.

Views on how the Council can provide support in recovering from the pandemic

Lower business rates	
Small business/ trader	Reduced Commercial Rates.
Small business/ trader (R1)	Freeze Business rates. <i>Promote</i> Rhiwbina
Small business/ trader	Reduce, fund for business rate. Energy bills
Business tenancy support and advice	
Small business/ trader	Be good to have some arbitration between tenants like us and our landlords, and also help figure out how to drive people back to the high street.
Lower council tax	
Working remotely	Keep taxes low so I can feed my family. Stop intruding in people's lives. Make my life simple again, stop trying to save the planet as it costs a fortune and up goes the council tax again.

Working remotely	Lower Council tax
Financial aid	
Working remotely	Financial aid for all, I’m not eligible for financial support but I need it
Working remotely	Supporting all residents with financial help not just those on benefits
More co-working spaces	
Working remotely	More co-working spaces in sub-urban locations (e.g., Station Road or Park Road Radyr), funding for community buildings (e.g., Old Church Rooms) to offer a safe, bookable at short notice and well equipped co-working option. Support for local businesses to be open to support those working remotely (lunch options or informal safe non-home meeting spaces)
Small business/ trader	Provision of shared working and collaboration spaces
Improved broadband connectivity	
Working remotely	Improve the broadband speed in Penrhos, Radyr.
Accessible green spaces in inner city	
Working remotely	Create more green spaces especially in the inner city so taking breaks is pleasant which in turns increases productivity
Better use of public money	
Working remotely	Stop Welsh water sewage works in Hailey Park wasting taxpayers’ money fighting the general public.

Engagement with Charity groups	
Working remotely	Engage with the Charity sector to discuss options.
Promotion of local neighbourhood areas	
Small business/ trader (R1)	<i>Promote Rhiwbina</i>

When asked how the Council can provide support in recovering from the pandemic, 14 respondents identified various areas where they can benefit from some support. Three respondents (3) who represent small businesses/traders stated that they would welcome some reduction or the freezing of business rates and support for their energy bills. One (1) small business/trader respondent stated that they would benefit from some support in dealing with business tenancy issues with their landlords.

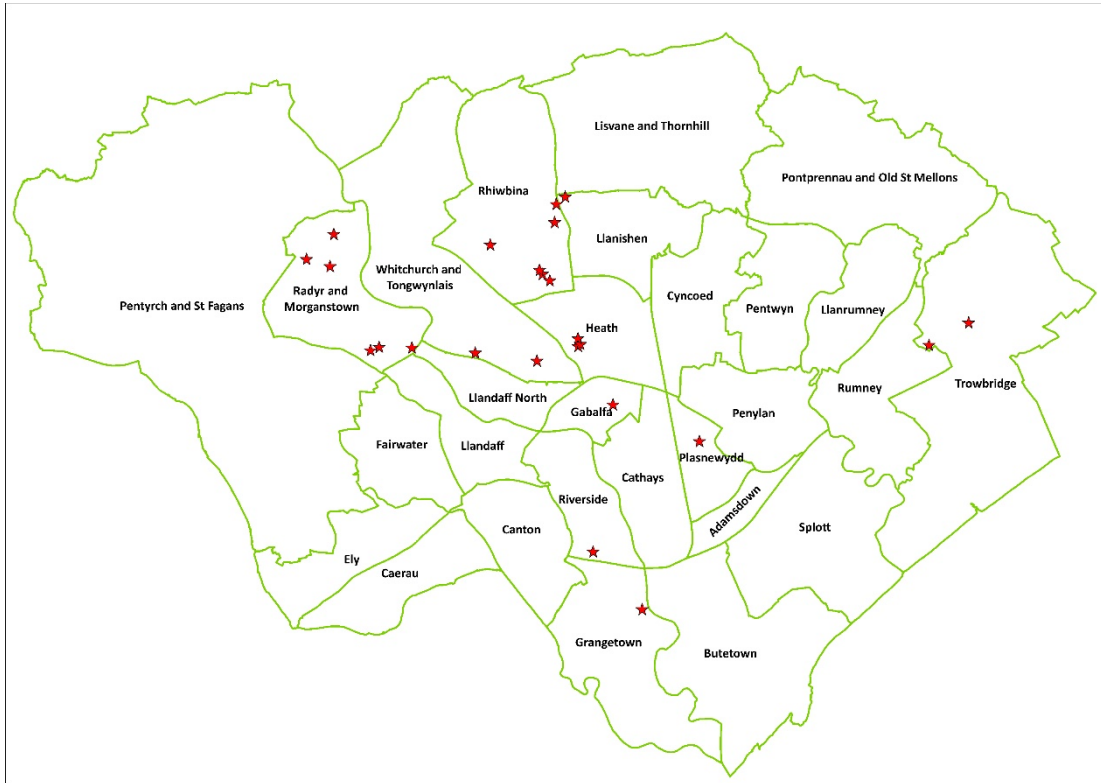
The lowering or keeping Council tax low (2 respondents) and receiving direct financial aid (2 respondents) were identified by remote working respondents as the types of support that they could benefit from.

Two (2) of the respondents stated that increasing provision for co-working and shared working spaces with one specifying that safe, well -equipped and bookable at short notice co-working provision, including catering/food facilities for remote workers would be welcome.

One (1) of the remote working respondents cited the need for improvements in broadband speeds in their neighbourhood area and another (1) highlighted the need and benefits that green spaces in inner city areas could provide to remote workers and its residents.

Other suggestions include (1) better use of public money, improved engagement with the Charity sector (1) and the promotion of local neighbourhood areas (1) such as Rhiwbina.

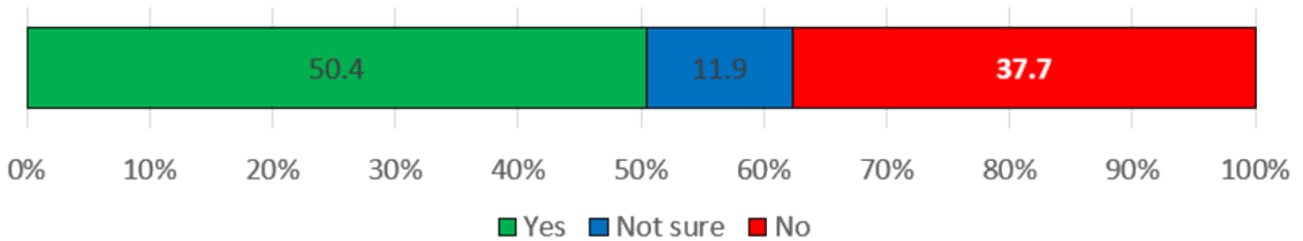
Appendix 1. Respondents to survey by Ward location



The map above illustrates the postcode locations of respondents who completed the survey.

Appendix 7 - Ask Cardiff Extract

Does your local neighbourhood have the necessary services and amenities to meet your needs? (Base:3,588)



Which of the following services and amenities are available within 15 minutes' walk or cycle from where you live?

	No.	%
Essential Food Shops/Groceries (fresh produce & essential groceries)	3,226	91.0
Pharmacy or Chemist	3,145	88.7
Parks and play areas	3,033	85.5
Schools	2,994	84.4
Doctor's Surgery	2,834	79.9
Pubs and/or evening dining/drinking facilities	2,799	78.9
Café and/or daytime dining facilities	2,620	73.9
Post Office/ Banking facility	2,611	73.6
Hub/ Library with communal facilities	2,355	66.4
Dental Surgery	1,874	52.8
Leisure or fitness facilities e.g., leisure centres or gym	1,651	46.6
Bookshops	672	19.0
Adult education provision	626	17.7
Remote or co- working office spaces	435	12.3
Co-working workshop spaces	256	7.2
Co-working artist studios	240	6.8
None of these	55	1.6
Total Respondents	3,546	-

Are any of the following available to enable you to access your local neighbourhood services or amenities?

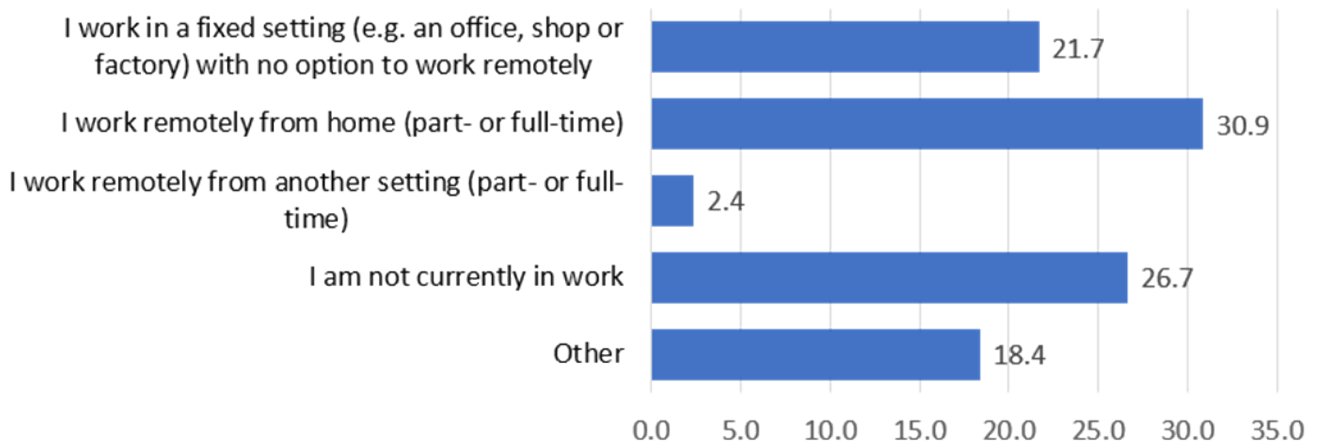
	No.	%
Frequent and reliable public transport provision (Bus and/or train services)	2,029	59.7
Car and/or other motorised vehicle parking spaces	1,714	50.4
Safe walking routes	1,642	48.3
Cardiff 'Ovo Bike' use	1,555	45.7

Safe cycling lanes and/ or routes	887	26.1
Disabled parking bays	822	24.2
Parking space for non-motorised vehicle e.g., bicycles, e-scooter	531	15.6
None of these	375	11.0
Total Respondents	3,401	-

Are there any barriers to you accessing services or amenities in your local neighbourhood?

	No.	%
No barriers	964	30.3
Poor parking facilities	753	23.7
Some services are not available in my local neighbourhood	727	22.9
Not feeling safe in the local neighbourhood	598	18.8
Availability of safe and convenient cycle routes	557	17.5
Availability of safe and convenient walking routes	550	17.3
Services not available outside office hours	499	15.7
Physical disability	371	11.7
Local terrain – e.g., steep roads	281	8.8
Mental health and wellbeing	271	8.5
Caring responsibilities (looking after a child or adult with care needs full time)	170	5.3
I can't access services digitally	82	2.6
Housebound	36	1.1
Other	170	5.3
Total Respondents	3,180	-

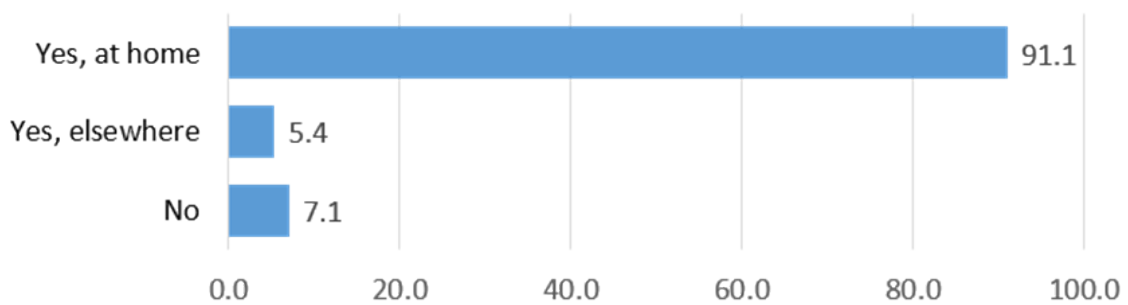
**Following the Covid pandemic, more workers have taken up working remotely or working from home on-line. Which of the following best describes where you work?
 (Base:3,447)**



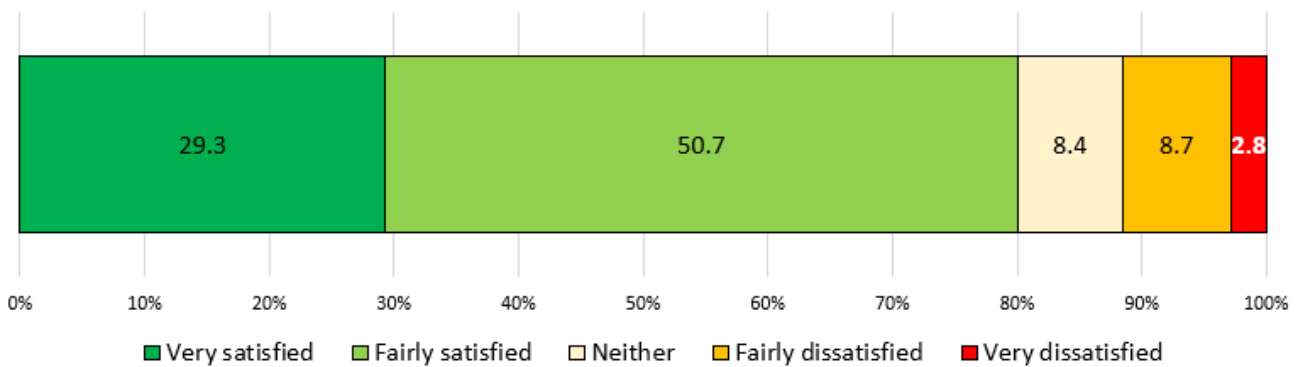
Are any of the following shared working spaces and facilities needed within 15 minutes' walk or cycle in your local neighbourhood?

	No.	%
Flexible co-working office spaces	181	16.1
Co-working artist studios	42	3.7
Co working workshops space	50	4.4
None of these	460	40.9
Don't know	461	40.9
Total Respondents	1,126	-

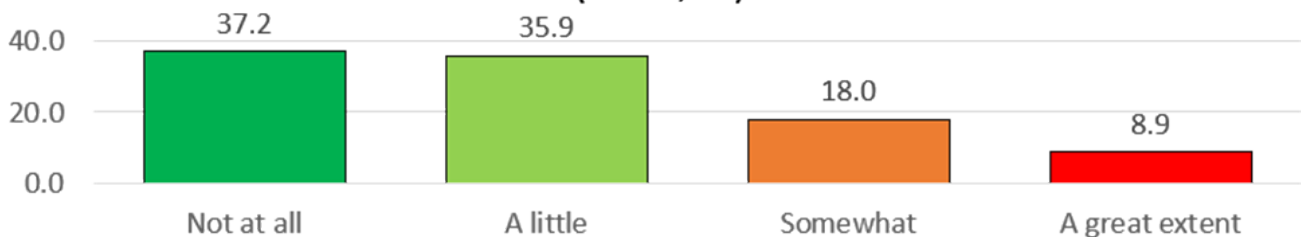
Do you have access to affordable broadband? (Base: 3,437)



How satisfied are you with the level of connectivity that your current broadband service provides? (Base = 3,165)



Has your broadband connectivity affected your ability to work on-line effectively and efficiently, from home or remotely from other areas in your neighbourhood? (Base: 1,035)



APPENDIX B: CABINET RESPONSE TO CARDIFF'S POST-PANDEMIC ECONOMIC RECOVERY REPORT RECOMMENDATIONS

R1. Within 6 months, the Cabinet articulates its vision for Cardiff as a 15-minute city, explaining how this will take into account the economic role Cardiff plays as a capital city and regional centre and that different areas of Cardiff require different approaches to being a 15-minute city.

R2. Within 9 months, the Cabinet shares their vision for Cardiff as a 15-minute city with residents, communities and stakeholders by:

a. tasking officers to use the evidence gathered by this Inquiry regarding participatory planning mechanisms to develop an approach to engage residents, communities and stakeholders, which ensures all voices are able to be heard.

b. engaging in dialogue with residents, communities and stakeholders to help develop and refine local implementation plans.

R3. Within 6 months, the Cabinet sets out how its vision for Cardiff as a 15-minute city will be embedded in Council strategies and policies.

THESE RECCOMENDATIONS (R1, R2 AND R3) ARE ACCEPTED

Our Corporate Plan- 2023-26, Delivering a Stronger, Fairer, Greener Cardiff acknowledges that Communities are at the heart of wellbeing. They play a vital role in connecting people with the social networks and the day-to-day services we all depend on. It recognises that our city's communities – old and new - must be well-planned and well-connected, with infrastructure and public services that are fit for the future. Given this the Corporate Plan includes the commitment to invest in our local communities by "Preparing and adopting a new Regeneration Strategy to support district and local centres, and 15-minute city principles, and creating better places through the delivery of new, high-quality, well-designed, sustainable, and well-connected communities."

Work has commenced to understand the principles of 15-minute cities and how the underlying principles of this concept could be utilised to guide programmes, policies and investment in communities. A team of officers spanning Regeneration, Economic Development, Planning and Transport are working on the development of a toolkit which will help explain in simple terms the concept and how elements of it could be applied across the wide range of work within communities.

Consultants have been appointed to support the drafting of a regeneration strategy for district and local centres and a 15-minute toolkit. We will look to bring forward a Cabinet Report to seek support for the strategy later in 2023.

R4. Within 12 months, the Cabinet ensures the 15-minute city for Cardiff is enshrined in the Local Development Plan and future Supplementary Planning Guidance, utilising the recommendations of the Environmental Scrutiny Committee's Supplementary Planning Guidance Inquiry (October 2022).

THIS RECCOMENDATION IS ACCEPTED

The Replacement Local Development Plan vision and objectives approved by Council in September 2021 acknowledge the important role the new plan plays in providing the social and community infrastructure to support the concept of the 15-minute city for Cardiff.

As the plan preparation process progresses this concept is being embedded in the plan through:

- Ensuring urban design and placemaking policies sit at the heart of the new plan;
- Protecting and enhancing district and local centres across the city;
- Promoting active travel (through walking and cycling) and public transport; and
- Wider work on delivery of new infrastructure (through both Section 106 contributions and direct funding) to support existing and new communities across the city. This new infrastructure includes elements such as schools, health care facilities, parks and play and community buildings.

Once the new plan is adopted these policies will be supported by more detailed Supplementary Planning Guidance which will give detailed advice and guidance to developers and landowners on how the concept of the 15-minute city for Cardiff will be delivered across the city.

In preparing and consulting on this Supplementary Planning Guidance the Council will take into account the recommendations of the Environmental Scrutiny Committee's Supplementary Planning Guidance Inquiry (October 2022).

R5. Within 12 months, the Cabinet tasks officers to ensure that future masterplans and planning policies clearly articulate the expectation for developments to support Cardiff being a 15-minute city, in terms of infrastructure and community provision, to enable developers to bear these in mind as part of their viability calculations.

THESE RECCOMENDATIONS (R4 AND R5) ARE ACCEPTED

The principles of a 15-minute city neighbourhood are broadly captured in existing planning policies and Supplementary Planning Guidance, the need for appropriate infrastructure, health and community provision is captured as part of the planning process and consultation with other internal service areas. This is evidenced in a wide range of forthcoming schemes such as Plas Dwr and other strategic sites. Discussions regarding the use of the emerging 15-minute city toolkit and how it can be incorporated into planning policies will continue as the draft toolkit evolves.

R6. Within 12 months, the Cabinet tasks officers to work with stakeholders to address the public transport needs of a 15-minute city, including consideration of the need for late-night public transport provision.

THIS RECCOMENDATION IS ACCEPTED

The Replacement Local Development Plan (RLDP) will aim to join up 15-minute nodes and set out the aspiration for Cardiff to be a 15-minute city. The principles of 15-minute neighbourhoods are central to the RLDP alongside the Council's key strategic policies. Current uncertainty in the bus market and reduced bus patronage is however going to result in changes in local services that reflects demand. The Welsh Government will also be seeking to transition to a franchising arrangement that will be facilitated through the Bus Bill.

R7. Within 12 months, the Cabinet tasks officers to ensure that, where sustainable transport infrastructure is negotiated to support Cardiff being a 15-minute city – including active travel and public transport – this is provided upfront and prior to residents moving in, so that residents' habits are shaped from first occupation.

THIS RECCOMENDATION IS ACCEPTED

The master planning of strategic sites strongly supports the 15-minute city principles. Negotiations on s106 funding and what transport improvements are required need to meet the planning tests of being necessary, relevant and reasonable and involves a balancing of a wider range of priorities than just transport.

Transport officers seek to maximise the s106 contributions to achieve sustainable travel outcomes including travel vouchers alongside the implementation of travel plans. Appropriately designed s106 contribution triggers linked to the phased build-out of the development also ensures that the timing of the delivery coincides with sufficient occupation of the sites to give sustainable travel options for new residents and existing residents in the surrounding areas to encourage them to travel by sustainable means.

This approach also gives subsidised bus services the opportunity to be supported on a commercial basis in the long-term as the travel patterns become more established.

R8. Within 12 months, the Cabinet signs up to the Placemaking Wales Charter, which supports 15-minute city neighbourhoods.

THIS RECCOMENDATION IS ACCEPTED

The Council already adheres to the principles of the Placemaking Wales Charter (and beyond) and can commit to signing up to the charter.

R9. Within 12 months, the Cabinet considers whether an outcome-focused planning approach would assist Cardiff in its journey to be a 15-minute city.

THIS RECCOMENDATION IS ACCEPTED

Cardiff Council's approach is outcome focussed and this is embedded across all services areas.

R10. Within 6 months, the Cabinet commences an annual review of the Recovery and Renewal Plan and City Centre Recovery Action Plan, to ensure actions are altered as required to respond to the fast-changing economic landscape.

THIS RECCOMENDATION IS ACCEPTED

Officers will review the Recovery and Renewal Plan and City Centre Recovery Action Plan, but this should be seen in the context of embedding appropriate actions and commitments within existing strategic documents rather than updating individual plans annually.

R11. Within 12 months, the Cabinet tasks officers to work with local and district centre traders to find ways to establish trader forums, including investigating the feasibility of establishing Business Improvement Districts in some District Centres.

THIS RECCOMENDATION IS ACCEPTED

The emerging district and local centres strategy will guide future regeneration work on priority centres. Work has recently taken place to engage with residents and businesses for Cowbridge Road East which is the next centre earmarked for improvements and a placemaking/master plan.

A business group has recently been formed for this area and we are working closely with them on gathering information on priorities for change. Interest has also been expressed regarding a Business Improvement District for Cowbridge Road East and discussions with FOR Cardiff and economic development have taken place.

Officers working on specific priority areas will support the formation of traders' groups and forums, but this will clearly be restricted by officer capacity and will be reliant on being led by the local business community. In addition, officers can provide initial policy support in establishing Business Improvement Districts, but any further support (such as revenue support) will be dependent on leveraging investment or support from areas such as Welsh Government's Transforming Towns initiative.

R12. Within 3 months, the Cabinet passes on to Welsh Government the views expressed to this Inquiry regarding extending the discretionary Business Rate Relief programme, as set out in KF15 of this report.

THIS RECCOMENDATION IS PARTIALLY ACCEPTED

We will write to the Welsh Government expressing support for the extension of the discretionary Business Rate Relief programme where appropriate. However, it is important that this is considered through the lens of the purpose of the discretionary Business Rate Relief programme which has been to support

employment in businesses exposed to pressures as a result of the pandemic. The businesses included as part of this were considered as a specific function of the building rather than targeting sectors per se. Officers will explore how any changes to the discretionary Business Rate Relief programme can be explored in the context of the cost-of-living crisis and how we can support employment across our all of our city's communities.

R13. Within 3 months, the Cabinet tasks officers to explore the benefits of utilising more modern ways of using data to understand usage and behaviour patterns in the city centre, local and district centres and 15-minute neighbourhoods.

THIS RECCOMENDATION IS ACCEPTED

Officers are currently exploring ways of using telecommunication data to provide more usage information on the city centre and local and district centres.

R14. Within 3 months, the Cabinet considers the suggestions for improving the experience of those using the city centre and local and district centres, as set out in Key Finding 32a-c, clarify whether resources allow for any of these to be implemented, and report back to the Economy and Culture Scrutiny Committee on the proposed way forward on these suggestions.

THIS RECCOMENDATION IS ACCEPTED

The Council is already in the process of establishing enhanced city centre management arrangements that will consider a number of the issues raised in Key Finding 32a-c. This has included supporting more tables and chairs in the city centre. A busking approach based around voluntary guidelines has also been adopted by the Council which is under review to consider its efficacy and effectiveness from the perspective of visitors, businesses and residents.

Officers are also working with partners, including the Police, within the city centre to consider anti-social behaviour. Any proposed PSPO however will need consideration by all partners and the necessary consultation, engagement and communication required as part of establishing a PSPO.

R15. Within 3 months, the Cabinet task officers to support FOR Cardiff to market and promote their 'Give DIFFerently' homelessness project, as set out in Key Finding 32d.

THIS RECCOMENDATION IS ACCEPTED

Officers will work with FOR Cardiff to offer support to promote their 'Give DIFFerently' homelessness project.

R16. Within 6 months, the Cabinet tasks officers to undertake a cost/ benefit analysis of the different models for providing Destination Marketing for Cardiff, to determine the best way forward for this service, as highlighted by KF37.

THIS RECCOMENDATION IS ACCEPTED

The Council will be exploring different models of destination marketing as part of a new Tourism Strategy that it will develop in consultation with the visitor economy sector. This will also consider the potential use of the Tourism Levy to provide greater resources, as well as greater regional collaboration to provide additional scale to marketing resource.

R17. Within 6 months, the Cabinet tasks officers to explore the viability of setting up a scheme to provide small sums of monies to support entrepreneurs and the growth of start-ups in Cardiff, similar to the scheme operated by Newport City Council.

THIS RECCOMENDATION IS PARTIALLY ACCEPTED

Cardiff Council has established a business grant scheme based on an outcome-based approach to support existing businesses in the city to invest in activities or assets that support a more productive, sustainable or inclusive business. The scheme specifically does not target start-up businesses due to the far higher levels of due diligence required to administer such a scheme that arises from the significantly different risk profile compared with businesses with an existing revenue stream, and experiences of previous schemes that did not provide value for money in terms of outcomes. Furthermore, as outlined in the most recent Centre for Cities Outlook report, Cardiff has the highest start-up rates of the UK Core Cities and therefore support is focussed on growing existing businesses. Stats Wales data also highlights the number of business births in Cardiff as being almost three times higher than in Newport, reflecting the different focus of priorities as part of an outcome-based approach.

The Council will however explore other means of supporting the city's start up community via the Shared Prosperity Fund.

R18. Within 3 months, the Cabinet tasks officers to work with key active travel stakeholders – such as Sustrans Cymru and Living Streets Cymru – to address the issues set out in Key Finding 25 and 26.

THIS RECCOMENDATION IS ACCEPTED

The Council is happy to meet with officers from Sustrans Cymru and Living Streets Cymru to consider the issues raised in Key Finding 25 and 26.

R19. Within 12 months, the Cabinet tasks officers to prepare an Affordable Workspace Policy, for inclusion in the replacement Local Development Plan, which includes consideration of the efficacy for Cardiff of space and risk registers as well as vacant unit incentives and disincentives for landlords.

THIS RECCOMENDATION IS PARTIALLY ACCEPTED

The Council is exploring ways of ensuring new developments bring forward more affordable workspaces with communities, and to ensure there is a range and choice of premises. In addition, officers will continue to provide support on a targeted basis for high streets as part of its approach to neighbourhood

regeneration, alongside funding from the Welsh Government's Transforming Towns scheme and the Shared Prosperity Fund.

Whilst officers will explore the potential for intervening directly in the commercial property market by providing vacant unit incentives and disincentives for landlords this needs to be considered against value for money considerations, the risks involved in seeking to actively manage the commercial property market and any unintended consequences that may arise from market interventions and distortion.

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ATLANTIC WHARF UPDATE

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

AGENDA ITEM: 11

Appendices 1-3 & 5-9 of this report are not for publication as they contain exempt information of the description contained in paragraphs 14 and 16 of Part 4 and paragraph 21 of Part 5 of Schedule 12A of the Local Government Act 1972.

Reason for this Report

1. To provide an update on the new Indoor Arena project and to seek authority to amend the legal agreements.
2. To provide an update on the soft market testing exercise for the redevelopment of the Atlantic Wharf site and to obtain approval to implement subsequent disposal and procurement strategies.
3. To present the Outline Business Case for the Capella Production Studio Project.

Background

4. The Atlantic Wharf regeneration scheme remains a major Council priority set out in the Corporate Plan 2023-26 aimed at kick-starting the next phase regeneration of Cardiff Bay. In January 2020, the Council acquired the Red Dragon Centre site to supplement its existing ownership of the County Hall site, to secure full control of a combined area of land in Cardiff Bay of approximately 30 acres. Since then, the Council has progressed proposals for the comprehensive redevelopment of the site anchored by the delivery of a new Indoor Arena and supported by the development of a new MSCP to consolidate surface car parking across the site.
5. In July 2021, Cabinet authorised the development of an Outline Business Case for the redevelopment of the Red Dragon Centre to consider options for the future of the site and to protect the Council's investment.
6. In September 2021, Cabinet approved a Full Business Case for the delivery and operation of a new Indoor Arena and delegated authority to enter into the various legal arrangements.

7. In March 2022, outline planning permission was granted for the Atlantic Wharf site alongside detailed permission for the new Indoor Arena.
8. In March 2023, Cabinet considered a progress report on the Atlantic Wharf regeneration scheme and approved:
 - the extension of the Pre-Contract Service Agreement (PCSA) for the Arena,
 - an interim Full Business Case for the Multi-Storey Car Park,
 - a soft market exercise covering the whole Atlantic Wharf site,
 - the Red Dragon Centre financial strategy,
 - an MoU for the Capella Project authorising the development of an Outline Business Case,
 - the development of an Outline Business Case for the Atlantic Wharf Energy Strategy.
9. In June 2023, Cabinet agreed a report on the Council's Core Office Strategy and authorised the development of a Full Business Cases to consider the possible refurbishment of City Hall and the provision of a new Council office building at Atlantic Wharf.

Issues

10. As previously reported to Cabinet, inflationary pressures have pushed the cost of the new Indoor Arena from the projected figure of £180m to close to £280m. The Council's financial exposure/liability (established via a financial envelope as part of the original public procurement process) is capped and therefore the Live Nation consortium has had to take full responsibility for the additional costs. This has led the Live Nation consortium to review the design of the Arena which requires an extension to the long stop date of the Pre-Contract Service Agreement (PCSA) stage. The next stage of the process is to enter into a Development and Funding Agreement (DFA) to agree the terms of the funding contract in advance of the Live Nation consortium achieving Financial Close. Financial Close can only be achieved once RIBA Stage 4 is completed and a contractor is procured providing a final price. Further detailed design will be undertaken during the DFA stage which requires the Council's existing underwrite to be extended as originally provided for in the DFA. The legal and financial details of this proposal are set out in **Confidential Appendix 1**.
11. The risk associated with extending the Council's underwrite for the Arena design relates to the impact of interest rate rises on the funding strategy. The cost of borrowing has increased significantly over the last year and has reduced the opportunity for surpluses to be realized by the Council over the whole term of the lease. Continued increases in interest rates before Financial Close would seriously test the affordability envelope. As such the Council is working on a funding strategy that will manage the short-term position allowing a longer-term strategy to be entered into when interest rates become more favourable. The Council needs to determine a long-term strategy for managing the interest rate risk prior to entering the DFA to ensure the project remains affordable.

12. The Council continues to develop the Outline Business Case (OBC) for the redevelopment of the Red Dragon Centre and the wider regeneration of the Atlantic Wharf site with various considerations feeding into this process such as the future of County Hall, the delivery of the new Indoor Arena and the alternative car parking provision within the proposed new MSCP. As part of the OBC process the Council has undertaken a soft marketing exercise to engage investor/developer interest across the wider site to assist with long-term delivery.

Indoor Arena (Update)

13. The Live Nation consortium has successfully worked to reduce the level of cost increase through a review of the Arena design and reconsideration of site infrastructure requirements. The design has now been developed to RIBA Stage 3, including cost plans, which indicate that the scheme is now within the Live Nation consortium's revised affordability envelope. The redesign has caused an unavoidable delay to the programme. The intention is now to commence with an advance works package in autumn 2023, with main works starting in early 2024, subject to entering into the DFA.
14. The Live Nation consortium is due to submit a Section 73 planning application in July to update the current designs of the Arena and Hotel. (see **Confidential Appendix 2**).
15. To allow the scheme to proceed and the planning application to be submitted the Council and the Live Nation consortium now need to finalise and agree the DFA. The final draft of the DFA and associated legal commentary are set out at **Confidential Appendix 1**.
16. The Council has continued to finalise the legal documentation with the Live Nation consortium and has agreed the following changes:
 - An extension to the long stop date of the PSCA stage to 31 March 2024.
 - An extension to the current Council underwrite from £5m to £7m set against the Live Nation consortium's current spend of circa £10m and proposed additional spend of more than £5m to develop the designs to RIBA Stage 4. This is bringing forward £2m of the underwrite that would be available under the DFA.
 - A reduction in the long-stop date to achieve Financial Close in the DFA from 24 months to 6 months to ensure works commence on site in 2024.
 - A specific time period for entering into the DFA between 30 November 2023 and 31 March 2024.
17. The extension to the long stop date of the PSCA and the delay in entering the DFA will provide the Live Nation consortium with time to procure a contractor before progressing with RIBA Stage 4 design works to achieve

greater cost certainty and provides the Council with further time to agree a financial strategy to mitigate the current interest rate uncertainty.

Atlantic Wharf (Update)

18. The Council has undertaken a soft market exercise to gauge the appetite of the private sector to invest in the redevelopment of the Atlantic Wharf site. The process generated six 'expression of interest' submissions. A summary is provided at **Confidential Appendix 3**.
19. The engagement with the private sector has underlined the importance of confirming delivery of the new Indoor Arena and agreeing the future of County Hall to provide certainty on the context for development. This will give interested parties certainty regarding infrastructure requirements, planning conditions such as SAB and green space provision and energy capacity constraints and wider strategy.
20. The market testing exercise provided a number of interesting proposals that have helped the Council to shape its development strategy for the site. Interest was concentrated in two areas and has led the Council to bring forward a strategy that divides the site into two parts (A & B) as illustrated in the plan attached at **Appendix 4**. Area A is the site of the existing County Hall building which lies immediately adjacent to the proposed new Indoor Arena. Area B is the remaining land including the Red Dragon Centre and a strip of land alongside Bute East Dock.
21. In regard to Area A, the Council has now prepared a development plan for the site, based on the market interest received, which contains 5 development areas and includes the following uses:
 - Up to 300,000 sq ft of Offices
 - Capella Production Studios
 - Event Halls
 - Shared foyer and management suite
 - Revised highway infrastructure
22. The proposed development provides an opportunity to create a modern energy efficient suite of offices with a range of shared facilities which will provide value for occupiers. The development proposal is set out at **Confidential Appendix 5**.
23. The Cabinet decision of June 2023 relating to the future of the Council's Core Offices requires the development of a Full Business Case to consider the delivery of a new County Hall building at Atlantic Wharf alongside the Capella project and potentially other third-party opportunities. This process will require the Council to specify its requirements, undertake design work and demonstrate that delivery can be achieved within an affordable budget.
24. **Confidential Appendix 6** sets out a procurement strategy for Area A (illustrated by the plan attached at **Appendix 4** and **Confidential Appendix 5**). Further to the Council's Core Office requirement, the

Capella project and the wider opportunities outlined above, the Council will develop a specification which will be taken to the market as part of the development of the Full Business Case process for both the Council's Core Office Strategy and the Capella Project. Whilst the procurement strategy supports the development of the FBC at this stage, the decision to proceed with the development is subject to the satisfactory conclusion of a public procurement process and obtaining approval of the FBC at a future Cabinet meeting.

25. It is proposed that the remaining area of land, illustrated on the plan attached at **Appendix 4** as Area B, is subject to a further market testing exercise and is anticipated to generate significant interest for residential development.
26. The Council is preparing to undertake a procurement exercise to attract a development partner for the second phase of the Council's housing 'Partnering Scheme' to deliver circa 7000 mixed tenure properties including 4000 Council properties. In order to support the Partnering Scheme, it is proposed to allocate land within Area B to provide the Council's appointed development partner with an opportunity to deliver circa 500 residential units as part of the Partnering Scheme. The specific parcels of land to be allocated to the Partnering Scheme will be determined as part of a review of the masterplan following the market testing exercise relating to Area B. The allocation of this land is separate from any affordable housing requirement arising from the proposed masterplan and/or any subsequent planning application.
27. The Outline Business Case for the redevelopment of the Red Dragon Centre is scheduled to be considered by Cabinet in the in the autumn 2023 and, therefore, the Council is seeking to relaunch the Area B market exercise in August 2023.

Capella (Production Studio)

28. In July 2021, Cabinet approved a Memorandum of Understanding (MOU) with the Wales Millennium Centre (WMC) for the delivery of the Capella Production Studio proposal at Atlantic Wharf. The project seeks to deliver a co-production space for the development of creative content that can be showcased at the WMC and other venues across Cardiff, Wales and beyond. The MOU has led to the development of an Outline Project Proposal which is attached at **Confidential Appendix 7**. Through this report, Cabinet is asked to provide authority to progress the project to a Full Business Case.

Atlantic Wharf Masterplan

29. **Confidential Appendix 8** provides an updated masterplan vision for the whole Atlantic Wharf site covering the County Hall site and the Red Dragon Centre site and takes account of the updated plans for the new Indoor Arena and associated hotel, the Capella Production Studio proposal and the new development plan for Area A.

Next Steps

30. To progress the Atlantic Wharf Regeneration Scheme, it is proposed that the Council will take forward the following next steps:

- An extension to the long stop date in the PCSA for the Arena and bringing forward part of the Council underwrite with immediate effect.
- Enter the DFA with the Live Nation consortium for the delivery of the Indoor Arena once the parties are ready between 30 November 2023 - 31 March 2024.

Progress the Full Business Cases, including the development of design to RIBA Stage 3 and the full market testing of construction costs to be presented back to Cabinet, for:

- the Council's Core Office Strategy;
 - the Capella Production Studio;
 - the development plan for Area A;
- Undertake a further market exercise for Area B to secure a developer(s) to deliver the wider regeneration in line with the Council's masterplan vision, with the outcome to be consider as part of the OBC for the Red Dragon Centre scheduled to be presented back to Cabinet in autumn 2023.

Reason for Recommendations

31. To progress the delivery of the new Indoor Arena and the wider regeneration of the Atlantic Wharf site.

Financial Implications

32. This report focusses on the delivery of the Arena, whilst also considering earlier stage proposals for initial phases of development within Atlantic Wharf. It should be noted that there are a number of other significant major projects the Council is trying to implement which will need to interlink with these to ensure all projects optimise value and costs. These include the wider Atlantic Wharf masterplan, Heat Network, the long-term future of the County Hall building, and the potential redevelopment of the Red Dragon Centre. It is critical that the interlinkages between these projects is understood during the decision-making process given the potential knock-on effects and implications each could have on other Council projects.

33. The delivery of the new Indoor Arena is regarded as the key anchor project and the first phase of the Atlantic Wharf regeneration proposals, so any decisions taken in this report may have a wider impact on viability of other Council projects.

34. This report seeks Cabinet Authority to extend the Arena Pre-Contract Service Agreement (PCSA) to 31st March 2024, as well as approval of the final draft Development and Funding Agreement (DFA), with Cabinet then

delegating authority to enter into DFA once called upon to do so by Live Nation within the agreed window of 30 November 2023 to 31 March 2024, subject to satisfying remaining conditions and remaining within affordability envelope.

35. Approving the proposed PCSA extension would allow the Council sufficient time to finalise a financial strategy to mitigate the increasing risks to affordability caused by rising interest rates and ongoing volatility in the market, whilst also demonstrating Council's commitment to progressing with Arena by extending underwrite of Developers costs by an additional £2m. The current position on interest rates means a traditional PWLB funding solution is challenging at present, so alternative solutions are currently being explored to enable delivery of the Arena. Cabinet must have a degree of confidence a funding solution is viable before agreeing to extend PCSA and increasing Council underwrite under PCSA. See **Confidential Appendix 9** for further details.
36. It is important to note though that as per the underwrite of the original PCSA costs, these additional costs will become development costs to be covered by the Developer once the parties enter into the long-term DFA contract. These underwritten costs would only become payable by the Council in a scenario where the Developer continues to meet all of their own contractual obligations, but the Council is unable to meet its own obligations or chooses not to proceed with the Arena development.
37. The final draft of the Development Fund Agreement (DFA), as well as a summary note of the key changes, is attached at **Confidential Appendix 1**. This report requests Cabinet approve the final form of the DFA that the Council will enter into with Developer and Operator Consortium to deliver the Arena on a long-term contract, so it is imperative that a clearly agreed funding strategy can be implemented prior to signing this contract. This may require suitable risk mitigation measures being put in place for purposes of prudence to ensure long-term financial viability for the Council. Further information can be found within **Confidential Appendix 9**. A further Cabinet approval of the Funding Strategy for Arena will also be sought prior to entering into DFA.
38. This report also recommends Cabinet approve the Capella Production Studios proposal as outlined in **Confidential Appendix 7**. This proposal, along with the Procurement Strategy set out in **Confidential Appendix 6** starts to bring together a number of component parts of the Atlantic Wharf Development strategy and provide an indication of proposed delivery mechanisms for Core Offices and Capella projects.
39. These proposals indicate the Council will be taking on an element of delivery and financial risk, albeit with some of this risk due to be mitigated by procuring a developer to deliver the facilities within an agreed cost envelope. Further due diligence will be required to fully understand detail of these proposals and impacts upon the Council, including whether the proposed approach will be self-financing, affordable and remains within the Council's risk appetite. Cabinet must also be clear that the proposed procurement strategy, as set out in **Confidential Appendix 6**, delivers

value for money for the Council, and whether a best value approach is clearly demonstrated within the business case.

40. Cabinet are also being asked to approve further development of business cases for Capella Production Studios, a development plan for Area A (as set out at **Appendix 4**) as well as a further market testing exercise for the area marked B on the plan attached at **Appendix 4**. The costs associated with development of such business cases and soft market testing exercises will need to be identified by directorate, along with suitable funding sources prior to progressing with these pieces of work.

Legal Implications

41. In relation to the proposed development opportunity of Site A of the Atlantic Wharf (as described above) the Public Contracts Regulations 2015 (as amended) ("PCR") will apply.
42. Noting the above, the Council will be required to advertise and compete the above opportunity in accordance with the PCR.
43. Procurement advice on the procedures available to the Council under the PCR is contained within **Confidential Appendix 6**.
44. Section 145 of the Local Government Act 1972 enables the Council to do, or arrange for the doing of, or contribute towards the expenses of the doing of, anything necessary or expedient for the provision of entertainment of any nature or the provision of a theatre, concert hall, dance hall or other premises suitable for the giving of entertainments and any purposes incidental to that provision.
45. Section 12 of the Local Government Act 2003 enables the Council to invest (a) for any purpose relevant to its functions under any enactment or (b) for the purposes of the prudent management of its financial affairs.
46. The Cabinet needs to take account of the Council's fiduciary duties to the local residents and taxpayers. As such, proper consideration needs to be given to the risks, rewards and potential future liabilities of the proposals which are the subject of this report. The issue concerns whether the potential risks and liabilities described in the report and in the associated appendices are proportionate to securing the stated economic development objectives and thereby in the best interests of the local taxpayers and residents. Any viable alternatives for delivering the economic development objectives should be considered.
47. This report seeks approval to extend the Long Stop date in the PCSA, delay entry into the DFA and bring forward part of the underwrite the Council would need to commit to under the DFA (and make consequential amendments). This variation is of benefit to the Council as it means the Council does not have to commit to funding the pre-agreed sums for delivery of the Arena now and allows the Council time to review any changes in interest rates and finalise its funding strategy.

Equalities & Welsh Language

48. In considering this matter the decision maker must have regard to the Council's duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a) Age, (b) Gender reassignment(c) Sex (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h)Sexual orientation (i)Religion or belief –including lack of belief.
49. 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 socioeconomic 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.
50. 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 annexed to this report.
51. The decision maker should be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

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

52. The Well-being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales – a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible. In discharging its duties under the Act, the Council has set and published well-being objectives designed to maximise its contribution to achieving the national well-being goals. The well-being objectives are set out in Cardiff's Corporate Plan 2023-26.
53. 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.
54. 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.

55. 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 online using the link below:

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

Policy and Budget Framework

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

Property Implications

57. All property implications are contained within the body of the report.
58. Where there are property transactions or valuations required to deliver any proposals, they should be done so in accordance with the Council's relevant Asset Management process and in consultation with appropriate service areas.

HR Implications

59. The report refers to the Core Office Strategy report that was considered by Cabinet on 22 June 2023 that authorised the development of a Full Business Case for the refurbishment of City Hall and the provision of a new Council office based at Atlantic Wharf. The human resources implications of this strategy were considered in the Cabinet report so are not repeated here.
60. The culture, health, wellbeing and engagement of employees is vitally important to keep the workplace safe and healthy, and our workforce engaged and resilient. Ensuring all our employees, wherever they are based, have access to our support services and can take part in the associated activities remains critical. Engagement with employees needs to continue on the Core Office proposals in respect of dates, future usage and requirements of Council core buildings.

61. The Trade Unions have been consulted on the information within this report and there will be ongoing engagement and consultation with both trade unions and employees as the business case develops.

RECOMMENDATIONS

Cabinet is recommended to:

- 1) Approve an extension and variation to the Pre-Contract Service Agreement (PCSA) for the delivery of the new Indoor Arena in line with the legal conditions set out at **Confidential Appendix 1** and the Financial Report **Confidential Appendix 9**.
- 2) Approve the Development and Funding Agreement (DFA) attached at **Confidential Appendix 1** and delegate authority to the Director of Economic Development, in consultation with the Cabinet Member for Investment & Development, the Section 151 Officer and the Legal Officer to:
 - a. approve the final terms of the DFA and in so doing approve any amendments to the legal documentation approved as may be necessary, for reasons including, but not limited to ensuring consistency between them and finalising any outstanding areas; and
 - b. approve any further deeds and documents which are ancillary to the legal documents approved;with entry into the DFA being subject to approval of the funding strategy at a future meeting of Cabinet.
- 3) Approve the Outline Project Proposal for the Capella Production Studios as set out at **Confidential Appendix 7**.
- 4) Approve the procurement strategy set out at **Confidential Appendix 6** including the development of a Full Business Case for the Capella Production Studios proposal as set out at **Confidential Appendix 7** and a Full Business Case for the development plan for Area A as set out at **Appendix 4** and delegate authority to the Director of Economic Development, in consultation with the Cabinet Member for Investment & Development, the Section 151 Officer and the Legal Officer, to deal with all aspects of the procurement strategy and to return to Cabinet for approval of the Full Business Cases in advance of the appointment of any contractors.
- 5) Approve a further market testing exercise for the area marked B on the plan attached at **Appendix 4** to assist with the completion of the Outline Business Case for the redevelopment of the Red Dragon Centre and delegate authority to the Director of Economic Development, in consultation with the Cabinet Member for Investment & Development, the

Corporate Director of People and Communities, the Section 151 Officer and the Legal Officer, to identify land to support the Council's Partnering Scheme as set out in this report.

SENIOR RESPONSIBLE OFFICER	Neil Hanratty Director of Economic Development
	7 July 2023

The following appendices are attached:

Confidential Appendix 1:	Legal Reports & Agreements
Confidential Appendix 2:	Arena Design Update
Confidential Appendix 3:	Atlantic Wharf Market Exercise Review
Appendix 4:	Area Plans A & B
Confidential Appendix 5:	Area A Development Plan
Confidential Appendix 6:	Procurement Strategy
Confidential Appendix 7:	Capella Production Studio Proposal
Confidential Appendix 8:	Updated Masterplan
Confidential Appendix 9:	Financial Overview & Strategy
Appendix 10:	Single Impact Assessment (SIA)

By virtue of paragraph(s) 14, 16, 21 of Part(s) 4 and 5 of Schedule 12A of the Local Government Act 1972.

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Single Impact Assessment

Cardiff Council



1.Details of the Proposal

What is the proposal?

Title: Atlantic Wharf Development

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

New

Existing

Directorate/Service Area:

Economic Development- Major Projects

Who is developing the proposal?

Name: Neil Hanratty

Job Title: Director Economic Development

Responsible Lead Officer (Director or Assistant Director):

Chris Barnett

Cabinet Portfolio:

Economic and Culture

Authorisation

Completed By: Jo Phillips

Job Title: Project Manager

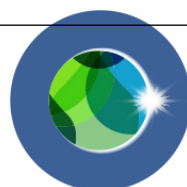
Date:

Approved By:

Job Title:

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Bilingual
Cardiff



One
Planet
Cardiff



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

1. 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 Atlantic Wharf regeneration scheme remains a major Council priority set out in the Corporate Plan 2023-26 aimed at kick-starting the next phase regeneration of Cardiff Bay. The Council has secured ownership of approximately 30 acres of land across Atlantic Wharf and is committed to delivering a range of exciting developments, including the Indoor Arena, a multi storey car park and the redevelopment of the Red Dragon Centre.

The current stage of the proposal includes:

The conclusion of the legal agreements for the Indoor Arena and for the development to proceed to the next stage.

A soft marketing process to determine the next step of development for the Atlantic Wharf Site (inc the Red Dragon Centre)

The development of a business case for the design and delivery of a multi-functional area within the Atlantic Wharf site to host:

- A new office building and management suite
- An exhibition and event facility
- A facility for the Cappella Project

In June 2023, Cabinet authorised the development of a full business case for the Core Office Strategy, which includes the delivery of a new office building on Atlantic Wharf. As part of this Cabinet report, an EIA on the Core Office Strategy was presented.

The Core Office Strategy considers 3 components:

- Environment (Property)
- Resources (including people)
- Technology

This EIA was able to set out the potential principal impact of the strategy, but was very clear that going forward, further, more specific impact assessments must be carried out on the components listed, to ensure that full consideration is given, based on due diligence and investigation of proper data and consultation.

As the full business case progresses, these impact assessments will be developed, focussing on their own specific component of the strategy, but also in close collaboration with all other components of the business case.

Similarly, this impact assessment will set out the principal impacts of the Atlantic Wharf development including:

- The delivery of the new Arena
- The delivery of 'area A' (office, events space and Capella Project)
- The delivery of the new car parking provision

As the business case progresses, further detailed assessments will evolve that will capture any differential impacts emerging specifically in relation to any of the individual components.

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?

The Atlantic Wharf development Strategy is separated into a number of different components. Each individual component will be subject to the approval of robust business cases, which, in turn, must provide sufficient detailed financial information, including costs and risk information associated with each development and required decision.

2. Impact Assessments

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

Further information is included about each assessment at the start of the relevant section.

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. For assessments which are not being carried out, please delete the relevant sections on the subsequent pages.

Impact Assessment	Completed: Y/N
A. Equality Impact Assessment	Y
B. Child Rights Impact Assessment	N
C. Welsh Language Impact Assessment	N
D. Habitats Regulations Assessment	N
E. Strategic Environmental Assessment	N
F. Data Protection Impact Assessment	N
G. Health Impact Assessment	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]** on different age groups?

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

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

The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and on residents of and visitors to the area, regardless of age. The regeneration aims to provide a place where people can visit to engage in a range of social and leisure activities irrespective of their age.

The range of facilities at Atlantic Wharf will provide inclusive and engaging offers that are accessible to all ages, and the environment will be designed to encourage all ages to want to and be able to spend time there.

Due to the new developments across Atlantic Wharf, there will be increased employment opportunities, greater access to social, leisure, retail and cultural activities.

The introduction of the Capella Production Studio opens up apprenticeship and employment opportunities for all ages, linking into education of young people and providing a great link into sustainable working with the WMC. Promoting Culture and Art across generations and supporting the active development of young people.

The regeneration has the potential for a positive impact on people of working age (18-65) due to business development and associated employment and work experience opportunities, as well as providing an improved environment for social interaction and active cultural and leisure activity.

The inclusion of new office facilities provides an inclusive and accessible environment, conducive to modern working practices, which assists anyone of working age and ability to work well and in a way that suits their needs. (see core office EIA)

The provision of event and exhibition space opens up the visibility of Cultural and business opportunities, enabling engagement with social groups, businesses and people of all ages to encourage people to get involved. This has an additional positive impact on social interaction, inclusivity, and mental health. The same can also be said for people over the age of 65, Atlantic Wharf provides a social inclusivity that ensures people can engage with the community after retirement. The wider environment is planned to be conducive to Social and Cultural activity for all ages.

Transport Accessibility

In terms of accessibility for all ages, the site already has reasonably good transport links- very close to major link roads and also close routes linking to the City Centre, which means that people are able to travel to Atlantic Wharf via car for those who are of driving age and who will transport younger people via car, bus or train. There are already a number of bus routes that reach the site and Bute Street train station is only a few metres walk from the site and Central Station is also about a 20-minute walk from the site for those who choose to travel via public transport. The project scope will ensure that these public transport links are at least retained, but also enhanced to ensure those who do not drive have accessible options to travel to the site.

One of the main developments on the site is a new MSCP that is designed to consolidate parking for the whole of the development. This development will need to consider accessibility and charging for all.

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

The Council, working with all respective partners and stakeholders will ensure that when considering the development of Atlantic Wharf, the requirements of people of all ages are taken into consideration ensuring that accessibility and inclusivity is a focus of all stages of the project- this includes the accessibility of the transport links that are already servicing the area and, in the design, and delivery of the MSCP

Disability

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

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

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

The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area, including disabled people. The project has the potential to provide state of the art facilities and provide opportunities and a physical, social environment which is accessible and inclusive to all. The project will need to consider accessibility and way-finding as a key part of the design process to ensure those with physical, visual, hearing and learning impairments are able to navigate around the site..

Regarding mental health, it is acknowledged that for some, having a place to go and be with people and take part in activity can help with mental health.

The project aims to provide an environment that offers everyone a comfortable and pleasant place to be, with opportunities to take part in cultural and social events as well as an accessible working environment.

Following the pandemic, many people are using outdoor space and working space differently and so the project aims to help facilitate this.

Transport accessibility

It is important that disabled people are also able to travel to Atlantic Wharf.

Where this project is not responsible for the accessibility of public transport, it is committed to ensure that where transport modes link to the site, that there is a straightforward and safe link from the car park and bus stops that disabled people can easily navigate into Atlantic Wharf and all its facilities.

Similarly, those responsible for the development of the Arena, car park and 'Area A' will also need to consider the same.

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

Throughout all of the developments across Atlantic Wharf, consideration must be given to the design of all components to ensure accessibility for all abilities. Equally, in the delivery of programmes, there must be consideration of how people of all abilities can access and enjoy the opportunities available.

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.)		x	

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

The regeneration of Atlantic Wharf is expected to have a positive impact on all people and is not expected to have any differential impact on people because of gender reassignment.

The 2021 Census shows that there are 2 distinct areas of population in the Atlantic Wharf area. Both areas indicate that most of the population identify with the same gender to which they were born. However, as the Atlantic Wharf development intends to attract visitors from across Cardiff, Wales and the rest of the UK, it cannot anticipate the number of visitors who have or intend to

undergo gender reassignment. Therefore, any welfare facilities will be gender neutral in line with the Council's Stonewall submission.

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

In line with the Council's Stonewall submission, gender neutral welfare will be included in all designs and plans

Marriage and Civil Partnership

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

	Yes	No	N/A
Marriage		x	
Civil Partnership		x	

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

The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area, regardless of marital or partnership status. It is not expected that this project will have a differential impact on people whether they are or are not in a marriage or civil partnership.

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

None required

Pregnancy and Maternity

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

	Yes	No	N/A
Pregnancy		x	
Maternity		x	

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

The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area. It is not expected that this project will have a differential impact on pregnancy or maternity.

Consideration will always be given in the designing and planning of all facilities to ensure suitable welfare facilities are included that may be beneficial to everyone, including the potential addition needs of those who are pregnant or nursing/caring for young babies and children.

See Core Office EIA for the assessment in relation to the development of new core office and the impact on employees.

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

None identified

RaceWill 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.

The 2021 Census shows that there are 2 distinct areas of population close to the development of Atlantic Wharf.

One area to the SW has an 89.2% white population, 5.8% mixed race, 1.2% Asian, 0.8% Black and 2.9% other.

The area to the NW is reported to be 38.8% Black, 12.8% Asian, 10.7% White and 7.8% of mixed race.

The development at Atlantic Wharf is expected to have a positive impact on all people irrespective of race, however, the population to the NW shows 58.3% economically inactive, so it could be assumed that there may be a differential impact on this population, with opportunity for employment in close proximity to where they live.

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

The Council and relevant partners will ensure communication with local communities is maintained throughout the process, engaging with existing residents to gain an insight into local needs and ensure they are considered in the planning and design and in the programme of delivery

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

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

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

The development at Atlantic Wharf is expected to have a positive impact on all communities, and is not expected to have a significant differential impact on people because of their religion.

The population to the SW of the site and the population has a majority of no religion reported (55.9%) and 36.1% Christian population. Other populations close by report a majority of Muslim (81.6% and 64.7%). There are some representations of other religions, including Hindu and Buddhist, but majority representation are Muslim, Christian and no religion. So it could be assumed that there will be a differential impact on Christian, Muslim and those of no religion in relation to the employment opportunities available in close proximity to where they work, but also, as the development seeks to encourage visitors from across the UK, it cannot anticipate the number of visitors representing all religions and faiths.

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

None identified to date

Sex

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

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

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

The development of Atlantic Wharf is expected to have a positive impact on all people and not a differential impact on people because of their sex.

In terms of the office development, it is anticipated that introducing policies to support modern working practices, and providing the appropriate environment and resources to enable people to work in a flexible way to suit their circumstances will have a positive impact on everyone. It is not expected to have a differential impact on people because of their sex.

However, the travel and parking arrangements may have a differential impact on women, who statistically are primary care givers and so may require access to their cars before, during and after work.

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

None identified to date

Sexual Orientation

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

	Yes	No	N/A
Bi		X	
Gay		X	
Lesbian		X	
Heterosexual		X	
Other		x	

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

The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area, regardless of sexual orientation. This project is not expected to have a differential impact on any person due to their sexuality.

The 2021 census shows that the populations surrounding the Atlantic Wharf site are predominantly hetero sexual (straight) – at least by an average of c60.4%, so it could be assumed that there is a differential impact for the straight community, however, the overall aim is to provide an environment conducive for all, so it could be translated that members of the LBGTQ community should have a positive experience in and around Atlantic Wharf. The development seeks to attract visitors from all over the UK and so cannot anticipate the numbers of visitors from the LBGTQ community. It should also be noted that there will be provision within the programme of events for potentially LBGTQ specific events.

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

--

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.

Socio economic duty requires public bodies to adopt transparent and effective measures to address the inequalities that result from differences in occupation, education, place of residence or social class.

The development of Atlantic Wharf aims to deliver an accessible and inclusive development that provides an enriched environment for everyone to be able to access and enjoy, irrespective of their social class, education, role within the Council or where they live.

Travel and Transport

New Office Space

With any destination across the City, there will be travel costs associated with getting to work and these costs may vary depending on the starting point of the journey, how far and the mode of transport being used. Those local to any core office building will always benefit from lower transport costs. The project cannot control the cost of using buses and trains, nor can it manage the cost of fuel and using the road. However, the Core Office Strategy must consider the Council's commitment to Active Travel and the One Planet Strategies when determining car parking facilities and other resources that will facilitate everybody's choice about getting to work, including the provision of secure bicycle parking, showers and changing facilities.

A full review of employee data and further engagement regarding travel to and from work will help inform this as options regarding the locations and scope of the buildings are considered.

Area A and RDC

The same must be applied when considering the delivery of major cultural attractions like the Arena and also the proposed exhibition/event space.

The 2021 Census shows that there is high percentage of economically inactive households to the NW of the development, and so it could be assumed that this population will see a positive differential impact in being able to access facilities without the cost of travel and parking.

Cost of Living

It is also important to acknowledge that hybrid working practices will increase the time that some employees spend working from home. Consideration must be given to the additional requirements for people working at home, including:

- Ergonomic workstations
- Adequate technology and other related resources like broadband packages, telephone connections etc
- Potential increase in heating and lighting costs

The cost of living situation requires careful consideration and where the council can work to develop more cost effective core office facilities, it also needs to consider its policies in supporting the potential increasing costs for staff working at home.

Arena and Area A and RDC

Care must be taken to ensure that there is a programme of events available that is accessible to all, regardless of economic status- including free and low cost events, concessions for vulnerable groups etc

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

The project will need to ensure that throughout the operational strategy delivers inclusive and accessible programmes of activities for all socio-economic groups. Also, ensure that there is a reasonable balance of chargeable and free to

access activity and the public space is conducive for social and leisure interaction for all.

Welsh Language

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

	Yes	No	N/A
Welsh language		x	

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

The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area. It is not expected that this project will have a differential impact on the Welsh language or Welsh language speakers of any level. (Bilingual signage will make it a welcome environment for Welsh speaking visitors too so positive for the Welsh Language.)

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

Ensure that all facilities comply with the Welsh Language Act and that all visitors to Atlantic Wharf have the choice of accessing services in both Welsh and English.
During the project development, ensure all obligations regarding Welsh Language are met.

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?

At the inception of this project, a PESTLE analysis was carried out- see appendix A. This will need to be reviewed and updated with current project scopes and up to date equality data.

Initial consultation and engagement commenced with known stakeholder groups, these groups included representatives of the local communities and local residents and ward members.

In addition, there has been consultation with RDC tenants, other local businesses and Council staff.

As the project is progressing, the stakeholder representation is reviewed, and additional groups of people are engaged.

There has been some initial communication with the Council's Equality Team that has increased as the project has progressed. Feedback has been invited and received and actions to date and further engagement will continue as the project workstreams progress.

There are further consultations scheduled and these will continue throughout the project.

Summary of Actions (Listed in the sections above)

	Actions
Age	The Council, working with all respective partners and stakeholders will ensure that when considering the development of Atlantic Wharf, the requirements of people of all ages are taken into consideration ensuring that accessibility and inclusivity is a focus of all stages of the project- this includes the accessibility of the transport links that are already servicing the area and, in the design, and delivery of the MSCP
Disability	Throughout all of the developments across Atlantic Wharf, consideration must be given to the design of all components to ensure accessibility for all abilities. Equally, in the delivery of programmes, there must be consideration of how people of all abilities can access and enjoy the opportunities available
Gender Reassignment	In line with the Council's Stonewall submission, gender neutral welfare will be included in all designs and plans
Marriage & Civil Partnership	None
Pregnancy & Maternity	Consideration for pregnant and nursing parents
Race	The Council and relevant partners will ensure communication with local communities is maintained throughout the process, engaging with existing residents to gain an insight into local needs and ensure they are considered in the planning and design and in the programme of delivery
Religion/Belief	The Council and relevant partners will ensure communication with local communities is maintained throughout the process, engaging with existing residents to gain an insight into local needs and ensure they are considered in the planning and design and in the programme of delivery
Sex	The Council and relevant partners will ensure communication with local communities is maintained throughout the process, engaging with existing residents to gain an insight into local needs and ensure they are considered in the planning and design and in the programme of delivery
Sexual Orientation	The Council and relevant partners will ensure communication with local communities is maintained throughout the process, engaging with existing residents to gain an insight into local needs and ensure they are considered in the planning and design and in the programme of delivery

Socio-economic Impact	The project will need to ensure that throughout the operational strategy delivers inclusive and accessible programmes of activities for all socio-economic groups. Also, ensure that there is a reasonable balance of chargeable and free to access activity and the public space is conducive for social and leisure interaction for all.
Welsh Language	Ensure that all facilities comply with the Welsh Language Act and that all visitors to Atlantic Wharf have the choice of accessing services in both Welsh and English. During the project development, ensure all obligations regarding Welsh Language are met.
Generic/ Over-Arching (applicable to all the above groups)	

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-child-friendly-cities-communities)

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?

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?

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 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 type="checkbox"/>

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

Appendix A-PESTLE

Political	
Driver	Impact
Cardiff has to 'work for Wales' – a successful Wales requires a successful capital	<ul style="list-style-type: none"> • A regenerated bay will boost the economy of Wales by; <ul style="list-style-type: none"> - Creating more jobs - Bringing in more money through new businesses - Inviting tourists - Incentivising citizens to spend money locally
Cardiff has to 'work for the future' – managing the city's growth in a sustainable way <ul style="list-style-type: none"> • The population is set to rise to 400,000 people by 2025 and the number of daily commuters is expected to see an increase of 150,000 by 2025 	<ul style="list-style-type: none"> • Regenerating the bay will vastly expand the transport options for people in the bay, important especially as the population rises in the area, and in Cardiff in general • Residential developments built as part of the regeneration can be built using new technology to make them as energy efficient as possible, limiting the negative effect on the environment • Regenerating the bay can be designed with the protection of the environment as a priority with walkways/cycleways, green spaces and SuDS
Keep the capital as the beating heart of Welsh cultural life	<ul style="list-style-type: none"> • The new arena will bring in events and can be used to hold elements of future festivals creating a more cultural environment in Cardiff • This huge addition to Cardiff will establish Cardiff as the best city for culture in Wales
Economic	
Driver	Impact
Capital Ambition's aim to increase tourism	<ul style="list-style-type: none"> • The regeneration of the bay includes the creation of a 17,000 capacity arena <ul style="list-style-type: none"> - Events held at the arena will bring in people from other places who will spend money on local services whilst here, contributing to the local economy. - The completion of the arena will encourage other tourism focused business into the bay, perpetuating the tourism financial gains. • In a more long term sense, regenerating the bay will set the tone that Cardiff is a prominent city for culture and leisure and will continue to bring events and business to the city. •

<p>Lower unemployment</p> <ul style="list-style-type: none"> Particularly in the south of the city where long term unemployment stands at 2.4% compared to the city average of 1.7% (<i>Census 2011</i>) 	<ul style="list-style-type: none"> Building in the bay will create direct jobs; <ul style="list-style-type: none"> In the arena In supporting shops, bars, clubs and hotels which are expected to develop in response to more people being in the bay In the maintenance of the bay area itself Within the creation and maintenance of new infrastructure such as the railway lines Regenerating the Bay also includes the creation of more transport links <ul style="list-style-type: none"> New stations “in the heart of Cardiff Bay” as well as new and cheaper bus routes give people better access to and from the bay to other areas of the city to get to work improving their prospects for employment
<p>Inviting external investment and creating budget to recycle into future projects</p>	<ul style="list-style-type: none"> The regeneration of the bay will holistically breath life back into the local economy by; <ul style="list-style-type: none"> Boosting current business Increasing disposable income for residence Encouraging people to spend money in the bay Making the bay more accessible for people of other areas of Cardiff to come and spend money in the area Creating an inviting environment for external business to have confidence in
Social	
Driver	Impact
<p>The desire to avoid ‘silos’ in a multicultural city</p> <ul style="list-style-type: none"> The southern neighbourhoods have a higher level of ethnic diversity (<i>Census 2011</i>) 	<ul style="list-style-type: none"> Improved the safety of residents by lowering potential for hate crime Improved interactivity through better cycleways and walkways, greenspaces/parks Opportunities for groups to come together though organised social or sports meetings and large events at the arena Improved opportunities for cultural mixing and inclusivity through encouraging businesses to the area giving people a chance to experience/broaden their cultural understanding e.g. trying ethnic foods at new restaurants.

<p>A need to end rough sleeping</p> <ul style="list-style-type: none"> Particularly in the south of Cardiff - “if the ‘Southern Arc’ of Cardiff, from Ely in the West to Trowbridge in the East was considered a single local authority, it would be far and away the poorest in Wales”. (<i>Capital Ambition 2018</i>) 	<ul style="list-style-type: none"> Better housing options for people currently sleeping rough – The Capital Ambition aims to “Deliver new Youth Hubs in the city centre and in Butetown which will house integrated services for young people, helping them get the skills and experience they need to succeed.” And to create more “accessible homes and ‘care-ready’ and specialist properties.” Greater employment opportunities with new business and commerce likely to move into the bay area, jobs within the arena, and the general maintenance of the bay. Greater accessibility to jobs with improved public transport with more rail and bus stations “in the heart of Cardiff Bay”, “£1 Journeys” on all busses, “a fully integrated ticketing system” making travel cheaper and simpler, an expanded Next Bike scheme and free options such as cycleways, 5 of which are planned and outlined in the Transport White Paper.
<p>Improving public health and safety</p> <ul style="list-style-type: none"> “The most common cause of death for children between the ages of five and 14 years is being hit by a vehicle. Fear of traffic and the cars clogging up our streets has put a stop to children playing outside and limited their independence across much of our city.” - Healthy travel for all in Cardiff and the Vale of Glamorgan, Annual Report 2017 - “Only 34% of people think cycling safety in Cardiff is good, and only 23% think the safety of children’s cycling is good” – Bike Life 2017 	<ul style="list-style-type: none"> Improved transport options including the South Wales Metro, Next Bike scheme and active travel plans aim to drop daily car journeys from 49% to 25% by 2030 by increasing public transport journeys from 19% to 33% and active travel from 31% to 43%. <ul style="list-style-type: none"> - This would lower traffic accidents making daily life safer for drivers, cyclists and pedestrians. - A general switch to public transport will lower car emissions, increasing air quality. The Capital Ambition states that Cardiff Council will “Grow the number of parks in Cardiff which receive the Green Flag Award and encourage a more proactive approach to street and front garden planting, pocket parks and informal green spaces. <ul style="list-style-type: none"> - Gives residents somewhere local and safe where they can keep fit - Allows for more trees which help to soak up carbon dioxide

	<ul style="list-style-type: none"> - Improves mental health and stress levels • A more overall accessible environment will be created in the bay allowing people to be more independent and to have a greater contact with a wider variety of people. <ul style="list-style-type: none"> - This in turn creates more availability for support groups, social gatherings and events, recreational time and exercise. • “Encourage the uptake of electric vehicles by significantly increasing the number of publically available electric vehicle charging points by 2025, and making all Council Fleet Cars and LGVs zero emission capable by 2025, and HGVs zero emission capable as soon as possible.” Capital Ambition 2019 <ul style="list-style-type: none"> - Those who still need to drive, and those industries that rely on motorised transport will have less impact on the environment and the air quality of Cardiff residents
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Technological	
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Driver	Impact
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<p>An overall aim to keep Cardiff as up to date as other major cities as technology continues to move forward at a fast pace</p>	
<p>Using modern technology in transport to save money</p>	<ul style="list-style-type: none"> • Updated trains and trams in and out of the bay will be more efficient and so cheaper to run <ul style="list-style-type: none"> - TFW state that they are investing in “innovative Tri-mode multiple unit (diesel, electric, battery)” and similar “electric/battery tram-train” • Using technology such as improved broadband/5G connectivity, faster commuters and improved, secure communication software, a culture of agile working can be created. This has the potential of raising the productivity of the city by cutting commuter hours for those working at home and those who still needed to commute by reducing car numbers on the roads.

<p>Using modern technology in transport can help to mitigate the affect put on the environment</p>	<ul style="list-style-type: none"> • New electric engines in cars, trains, trams and busses create less carbon emissions • The bike share scheme 'Next Bike' uses modern technology to provide easy access to bikes, encouraging people to cycle around the city • "innovative housing solutions" and "low carbon housing" work to ease the amount of power consumed by residents • "modern methods of construction" will ease the power consumed while building the regeneration work
<p>Using modern technology to improve the quality of life for citizens</p>	<ul style="list-style-type: none"> • Cleaner transport help improve the air quality in the city • Cheaper transport allows commuters to have more disposable income • SuDS will create more green spaces which; <ul style="list-style-type: none"> - can reduce carbon dioxide in the air - provide a relaxing and safe place to exercise, relax and socialise • Better transport links encourage business, improving the economy creating the potential for greater income for Cardiff residents and workers
Legal	
Driver	Impact
<p>The Wellbeing of Future Generations (Wales) Act</p> <ul style="list-style-type: none"> • "the ambition, permission and legal obligation to improve our social, cultural, environmental and economic well-being" 	<p>A Prosperous Wales</p> <ul style="list-style-type: none"> • Decent work: <ul style="list-style-type: none"> - Cardiff Bay's regeneration will connect people better than before to all parts of the city, allowing people to procure work regardless of their geographical location - It will also create work, meaning those who cannot or wish not to travel can find employment on their doorstep • Local economies: <ul style="list-style-type: none"> - Regenerating Cardiff Bay will also boost the economy by bringing in more business and commerce to the bay with better transport links and incentivise like the arena bringing in money for hotels, restaurants and bars - More jobs for local people will mean people have more income to spend on local services • Community energy and a low carbon society

	<ul style="list-style-type: none"> - Implementing modern technology into transport and offices will make it possible for work to be done more economically and with less cost on the environment <p>A Resilient Wales</p> <ul style="list-style-type: none"> • Biodiversity and Soil and Natural Green Space <ul style="list-style-type: none"> - The regeneration of the bay will keep the Capital Ambition’s aims of growing “the number of parks in Cardiff” and using SuDS. Both of which will create more green spaces and support biodiversity in Cardiff • Water and Air Quality <ul style="list-style-type: none"> - SuDS will work towards improving water quality, as water drains back to the rivers and sea it will be less polluted helping support the growth of wildlife in the area - Greener, cheaper public transport and a culture or walking and cycling brought on by cycleways and ‘Next Bike’ will drop the numbers of cars on the road, decreasing carbon emissions and improving air quality - Greenspaces where plant life can grow will further reduce carbon dioxide in the air <p>A More Equal Wales</p> <ul style="list-style-type: none"> • Fair work <ul style="list-style-type: none"> - A much improved transport system will ensure “equal access to decent jobs”, not discriminating on geographical location • Educational opportunities <ul style="list-style-type: none"> - Similarly, a more advanced network means people can travel better, broadening their access to educational facilities • Participation <ul style="list-style-type: none"> - Further opening up the bay to the rest of the city increases inclusivity, making people easier to reach and making some people feel more involved in the city that they live in
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	<p>A Healthier Wales</p> <ul style="list-style-type: none"> • An Active Nation <ul style="list-style-type: none"> - Creating more green spaces and walkways in Cardiff Bay give residents places in their neighbourhoods, to keep active and exercise <p>A Wales of Cohesive Communities</p> <ul style="list-style-type: none"> • People active in their communities and connected communities <ul style="list-style-type: none"> - Regenerating Cardiff Bay will revitalise the area, encouraging local residents to pursue a greater interest in their suburb and come together to work towards maintaining and improving the bay in a community driven way <p>A Wales of Vibrant Culture and Thriving Welsh Language</p> <ul style="list-style-type: none"> • Supporting people <ul style="list-style-type: none"> - Bringing the arena to the heart of the bay will give people greater access to cultural events and will give space for our cultural professionals to bring out the best in themselves • Engaging with culture <ul style="list-style-type: none"> - Investing in a multicultural area such as the bay, brings in money and opportunity for people of a range of backgrounds to express their culture in the area, and expanding interconnectivity allows more people to experience the cultural mix available in the bay
Environmental	
Driver	Impact
<p>A general demand to tackle climate change during this “Climate Emergency” – Capital Ambition</p>	<ul style="list-style-type: none"> • Encouraging people out of their cars and onto public transport/active travel reduces the numbers of cars on the roads which reduces carbon emissions <ul style="list-style-type: none"> - 7 train stations on 3 separate lines in the bay area compared to 1 now allows for much greater access to the city and beyond from the bay as well as into the bay, without using cars.

	<ul style="list-style-type: none"> - More cycle-lanes throughout the city allow cyclists in the bay to cycle instead of drive to other suburbs rather than only to the city centre as current on the Taff Trail. - £1 bus journeys and an integrated ticket system for trains, trams, busses and bikes will make commuting without a car cheaper and easier than currently. • Limiting the carbon emissions caused by motor vehicles. <ul style="list-style-type: none"> - Increasing the number of publicly available electric vehicle charging points by 2025 - Making all Council Fleet Cars and LGVs zero emission capable by 2025 - Working with the taxi industry to achieve overall improved standards, services and fleet, with a phased but ambitious approach to allow drivers to convert to more sustainable vehicles. • A culture of agile working and the infrastructure to support it such as 5G connectivity lowers the numbers of cars during daily commutes
Improved infrastructure needed to mitigate flooding as global sea levels rise	<ul style="list-style-type: none"> • Updated roads and new areas created in the bay can be created with Sustainable Drainage Systems (SuDS) built in • Regenerating the Bay offers opportunities to review and improve flood defences
Empower and encourage local wildlife	<ul style="list-style-type: none"> • SuDS creates green spaces – room for plants and animal wildlife • The Capital Ambition 2019 states that Cardiff Council will “Grow the number of parks in Cardiff” – regenerating the bay can be designed around the creation of these parks • Creating more green space and encouraging the growth of plant life will help to reduce carbon emissions



INTERNATIONAL SPORTS VILLAGE DEVELOPMENT

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

AGENDA ITEM: 12

Appendices 2-5 of this report are not for publication as they contain exempt information of the description contained in paragraphs 14, 16 and 21 of Schedule 12A of the Local Government Act 1972

Reason for this Report

1. To provide an update on the International Sports Village (ISV) development.
2. To seek authority to progress the disposal strategy for the residential and commercial development plots at ISV.

Background

3. The International Sports Village development is a priority Council project and a core driver of the next phase regeneration of Cardiff Bay. The Council has recently stepped-up its involvement with the site, following years of private sector inactivity, to accelerate completion of a high quality development.
4. In September 2021, Cabinet approved the acquisition of property assets from Greenbank Partnership Ltd which has brought all undeveloped land in the peninsula area under Council control as well as the Ice Arena. The property transaction with Greenbank Partnership Ltd exchanged in March 2022 and completed on 31st December 2022.
5. In March 2022, Cabinet approved a revised masterplan for the ISV site which extended the previously approved plan to include the land being acquired from Greenbank. Approval was granted to undertake a market testing exercise based on the plots of development land set out in the masterplan with the aim of securing a programme of private sector investment to enable a timely completion of the development. In addition, authority was granted to develop a Full Business Case for the leisure attraction to include the Closed Loop Circuit and associated highways alterations and public realm improvements set out in the masterplan to ensure the whole leisure destination can be completed under a single investment plan.

6. In January 2023, Cabinet approved a land disposal strategy and appointed 'in principle' a preferred developer to acquire the land. Authority was delegated to develop detailed heads of terms for the disposal of land subject to final approval by Cabinet. The Outline Business Case for the sport/leisure infrastructure was also approved. As part of this, authority was granted to develop a single comprehensive Full Business Case for the whole leisure destination.
7. At the same meeting, Cabinet approved the appointment of operators following a market testing exercise for the Council owned leisure facilities and proposed facilities. Authority was also granted to progress with the implementation of a Management Organisation (a single management approach) and an associated Booking System subject to final approval by Cabinet. As part of this, the principle of transitioning existing operators from Full Repairing and Insuring (FRI) lease arrangements to Internal Repairing and Insuring (IRI) lease arrangements was agreed including the introduction of an associated service charge regime.

Issues

8. Completing the International Sports Village development to a high standard remains a priority for the Council. However, due to the rise in interest rates over recent months and the projected risk of further growth the business case for investment is becoming challenging. The ISV development is required to be brought forward on a self-financing commercial basis where the Council recovers all of its recent investment in land acquisition. The Council's strategy is to use the surplus value of land in its ownership to fund the completion of the sport/leisure attraction.
9. To that end the Council has identified a purchaser who intends to bring forward successive phases of development to deliver a high quality, vibrant local neighbourhood. **Appendix 1** sets out the area and plots associated with the disposal strategy.

Residential & Commercial Development

10. As part of the Disposal Strategy approved in January 2023, the Council has further negotiated the legal arrangements for an Option Agreement with the appointed developer for the disposal of the residential and commercial plots at the ISV. The draft agreement and legal commentary are set out at **Confidential Appendix 2**.
11. The disposal strategy provides the Council with a level of control through the retention of land ownership throughout the phases of development rather than disposing of the whole site in one tranche, avoiding the possibility of land-banking. It also seeks to avoid periods of inactivity by requiring the developer to call-down plots against a defined programme. The programme has a long stop date of 60 months from the signing of the agreement. The developer will be required to draw down all plots within this 60 months period. In the first 12 months, the developer is required to secure outline planning permission for the whole area covered by the Option Agreement, and detailed planning

permission for Plot 1. Once detailed planning permission is secured for Plot 1, the developer has 3 months to draw down the site.

12. **Confidential Appendix 3** sets out advice from independent surveyors on the overall marketing exercise and the legal negotiations for entering into the proposed agreement.
13. The Council has agreed to dispose of land right up to the water's edge as illustrated by the Disposal Plan at **Appendix 1**. This is to enable the developer to deliver a coherent public realm scheme along the water's edge that provides access for the public to Cardiff Bay water's edge and continues the pedestrian route around the Bay. There is an 8m reservation along the water's edge relating to the revetment wall tie backs. This means no development can take place in this area. The Council has placed an obligation on the developer to remove the existing cantilevered boardwalk and to deliver a boulevard along the water's edge within the 8m reservation.
14. The Council retains an obligation to lift and shift circa 800 spaces of car parking provision relating to the International Pool and Ice Arena as set out in the legal report attached at **Confidential Appendix 2**.
15. The current car parking arrangements to manage events at the ISV includes the Toys R Us, International Pool and Ice Arena provision of circa 800 spaces plus the Willcox House car park, which provides an additional circa 300 spaces.
16. The Willcox House car park will no longer be in the Council's control from April 2024 as the Council has agreed to relinquish the lease. There may be potential to negotiate continued use with the owner, however there is no certainty at this point and therefore the event provision may reduce to 800 spaces.
17. **Confidential Appendix 4** presents a number of affordable options to meet the Council's lift & shift obligations. Interim arrangements can be accommodated on the Toys R Us/ Retail 3 site in advance of a final decision on the long term parking strategy. This includes the potential relocation of the current International Pool car park if required to enable the development of the first residential/commercial plot. However, it is the Council's intention to secure a Cabinet decision to progress the long-term parking strategy in advance of the first plot being called-down to avoid the potential of abortive costs. This business case will include the ambition to deliver a Park & Ride solution at the ISV as part of the parking solution to improve sustainable access to key city destinations such as the city centre and Cardiff Bay, including the new Indoor Arena, subject to the required revenue funding being identified.

Cardiff Bay Yacht Club

18. The Council has been in discussions with the Cardiff Bay Yacht Club to improve their integration with the development. This includes the realignment of the access road to their site and a proposed new boundary alignment to improve the interface with the proposed new housing development. Discussions have also taken place to integrate the facilities and sporting opportunities of the yacht club into the wider ISV leisure attraction.

19. The proposed realignment of the yacht club boundary will also facilitate a new small boatyard to enable Cardiff Cruise to provide a regular water taxi service linking the ISV site with Mermaid Quay. The proposed new boatyard will enable Cardiff Cruise to service their boats in Cardiff rather than having to service in Bristol.
20. **Confidential Appendix 5** illustrates the proposals with Cardiff Bay Yacht Club and the legal agreements will be agreed as part of the conclusion of the ISV residential and commercial disposal strategy.

ISV Leisure Destination

21. The Council's ambition remains to complete the leisure attraction to support establishing Cardiff Bay as a premier UK leisure destination. The ISV site already benefits from facilities that compare with the best in the UK including the International White-Water Rafting Centre, the Flow-rider, High Ropes, the Ice Arena Wales, the International Pool, and a new Clip and Climb/soft play attraction (to be opened this year) providing a new destination for younger visitors.
22. Due to the current financial challenges relating to rising interest rates and construction inflation the business case for investment in the leisure attraction has not been concluded. Presentation of the Full Business Case is therefore delayed whilst the Council continues to review the proposals to ensure they are affordable. It is however intended that a report will be presented to Cabinet before Christmas detailing how the Council intends to complete and fund the leisure destination.

Transport Hub

23. The Cabinet Report of January 2023 reported the initial outcome of engagement and due diligence regarding the car parking strategy for the ISV site. This included an indicative proposal on a charging strategy, whilst recognising the need to further consider the concessionary needs of different groups. The final car parking solution will need to be based on improved public transport services to ensure the offer matches the Council's aspiration to deliver a Park and Ride solution as part of a 'Transport Hub'. Work continues to develop this strategy based on the following considerations:
 - **Bus** - optimising current bus services to provide more direct links to the City Centre and Mermaid Quay. Whilst there are already good services with several bus routes passing through the ISV, the Council is nonetheless considering the possibility of improving the bus links to provide rapid connections from the ISV to the city centre and the wider Cardiff Bay area.
 - **Train** - Cogan Spur Train Station is a 5-10-minute walk to the ISV. However, the Council acknowledges that part of the journey requires the crossing of a busy road junction. The Council is considering options to improve the crossing via engagement with Welsh Government and Transport for Wales (TfW).

- **Water Taxi** - the Council has progressed discussions with Cardiff Cruise to provide a water taxi shuttle service between the ISV and Mermaid Quay. The intention is to operate 07.30 am - 20.00 pm, Monday-Friday and 08.00 am - 18.00pm, Saturday/Sunday.
- **Pedestrians/Cyclists** – the Council is reviewing the pedestrian and cycling routes to and from the ISV connecting to the city centre, the wider Bay area and Penarth, including improvements to the waterfront boardwalk as part of the residential/commercial development.

Energy Strategy

24. In January 2023, Cabinet approved the development of an Outline Business Case for an Energy Strategy for the ISV site. The delivery of a site wide Energy Strategy is essential to protect the long-term sustainability of the existing sport/leisure infrastructure given the volatility of energy prices and the Council's commitment to reducing the Carbon footprint of its estate.
25. The Council has engaged with Welsh Government to apply for funding to support the delivery of the energy infrastructure required at the ISV site. The Welsh Government has received the proposals positively to date.
26. To enable an investment by Welsh Government the strategy is being divided into 2 phases, with Phase 1 to include:
 - A low carbon heat exchange system linking the International Pool with the Ice Arena to utilise heat created in the creation of ice to heat the swimming pools. The heat exchange then has the potential to be extended to be linked to the development proposals for the wider site as a Phase 2.
 - The installation of solar PV on the existing facilities including the Ice Arena, the International Pool, the Toys R Us building and the International White Water facility.
27. The next step is for the Council to develop a business case for investment. This will require a soft-market engagement to consider a number of delivery and operation models with varying degrees of risk and reward for the Council as follows:
 - a. The Council delivers and operates new energy facilities and infrastructure. (Asset remains with the Council).
 - b. The Council or an operating partner deliver, and the operating partner operates either by way of a lease or management agreement (Asset remains with the Council). At this stage this is the preferred option, subject to the response from the market and a review of risks and benefits.
 - c. The Council leases (on a term of 25-50 years) the site to a third party developer/operator for the delivery of energy at no cost to the Council. (The freehold of the site is retained by the Council).

Next Steps

28. The Council aims to complete an agreement with the approved developer during the summer to enable the developer to begin work on a planning application. This report seeks delegated authority to conclude negotiations based on the draft legal document attached at **Confidential Appendix 2**.
29. The long term strategy for car parking on the site needs to be confirmed to enable the Council to implement a lift and shift strategy to unlock sites for development. It is intended to present a Full Business Case back to Cabinet before Christmas.
30. Work will continue on the development of a Full Business Case for the sport/leisure infrastructure that is affordable. The strategy will need to reduce reliance on borrowing, to avoid uncertainties relating to interest rate volatility and instead maximise value through the disposal of land and assets to raise capital.
31. Work is progressing on the Outline Business Case for the Energy Strategy which will be presented back to Cabinet before Christmas. The OBC will include a proposal for early investment to deliver the Phase 1 infrastructure set out in this report to enable the Council to take advantage of Welsh Government funding.
32. Following approval of the Outline Business Case the Council will develop a Full Business Case for the Energy Strategy to be presented back to Cabinet in early 2024.

Reason for Recommendations

33. To update Cabinet on the various workstreams to deliver the Council's vision for the International Sports Village.

Financial Implications

34. This report seeks approval of the proposed Disposal Strategy for the delivery of the residential and commercial plots as set out in **Appendix 1**. The delivery and timing of land disposals at anticipated values is an important facet of successful masterplan delivery, with the capital receipts associated with these land disposals required to fund the delivery of other facilities within the approved International Sports Village (ISV) masterplan. Approving and implementing this disposal strategy in a timely manner whilst realising anticipated capital values will bring increased funding certainty to the wider project, helping to manage cashflows and unlocking funding for the wider site development proposals.
35. Prior to any decision making in this regard, consideration should be given to the legal advice as detailed at **Confidential Appendix 2** and the surveyors report at **Confidential Appendix 3** to ensure that the proposal provides sufficient protection for the Council's position, is generating best value for the proposed disposals and can also deliver a comprehensive infrastructure and remediation strategy at the ISV wider site.

36. If the Developer is successful in securing a planning permission and enters into the proposed option agreement with the Council for the delivery of the residential and commercial plots within the ISV, this will help to provide further certainty regarding the delivery of the projects and assist with the robustness of the Full Business Case to be presented to Cabinet in due course. Any delays in implementing disposal strategy will mean the Council continue to incur holding costs for the site, whilst any reductions in anticipated capital receipts will reduce the level of funds available to invest in developing the wider ISV site.
37. Cabinet is asked to note the lift and shift obligation as set out in **Confidential Appendix 2** and approve the development of a Full Business Case to determine a long-term car parking solution for the ISV site to be presented back to Cabinet for approval in advance of the first call-down of land by the appointed developer. **Confidential Appendix 4** sets out a number of potential options to meet the Council's lift and shift obligations and it will be important that a clear strategy is developed early to ensure suitable and affordable provisions are made, with minimal re-works requirements to avoid any potential abortive costs.
38. **Confidential Appendix 5** sets out the proposals with Cardiff Bay Yacht Club linked to improvements to integration and interface with the ISV. It is proposed that the related legal agreements be finalised as part of the conclusion of the ISV residential and commercial disposal strategy.
39. There remains uncertainty around the anticipated costs and funding sources for the Sporting Infrastructure and leisure destination plans with further detailed due diligence required to solidify cost and revenue projections. It is planned that a Full Business Case is developed and presented to Cabinet later into the year and before locking into any further contractual arrangements.
40. The costs associated with development of business cases and soft market testing exercises detailed within this report will need to be identified by the directorate, along with suitable funding sources, prior to progressing with these pieces of work. These individual scheme proposals will be brought back to Cabinet for further consideration in due course, when more detailed financial implications will be provided. As and when these detailed proposals are brought forward, clear funding strategies will need to be identified to implement these proposals.

Legal Implications

41. The Option Agreement to be entered into with the preferred purchaser in relation to the residential and commercial plots within the Sports Village has been structured so that the transaction constitutes a land arrangement which falls outside the Public Contracts Regulations 2015 and the Concession Contracts Regulations 2016.

Section 123 of the Local Government Act 1972 enables the Council to dispose of land "in any manner they wish", provided that best consideration is obtained,

for any interest for a term exceeding 7 years (or an assignment which still has more than 7 years to run). Disposals of land for more than 7 years for less than best consideration require the consent of the Secretary of State. The Council intends to grant leases for terms of 250 years pursuant to the Option Agreement so it has instructed an independent surveyor to assess whether the offer it has been presented with represents the best consideration reasonably obtainable and their advice is at **Confidential Appendix 3**.

42. Section 120 of the Local Government Act 1972 enables the Council to acquire land for either (a) the benefit, improvement or development of its area or (b) for any of its functions under any enactment. The land swap with Cardiff Bay Yacht Club will be on a freehold basis.
43. Section 12 of the Local Government Act 2003 enables the Council to invest (a) for any purpose relevant to its functions under any enactment or (b) for the purposes of the prudent management of its financial affairs.
44. The Cabinet needs to take account of the Council's fiduciary duties to the local residents and taxpayers. As such, proper consideration needs to be given to the risks, rewards and potential future liabilities of the proposals which are the subject of this report. The issue concerns whether the potential risks and liabilities described in the report and in the associated appendices are proportionate to securing the stated economic development objectives and thereby in the best interests of the local taxpayers and residents. Any viable alternatives for delivering the economic development objectives should be considered.
45. The Cabinet must also make its decision having due regard to the Council's public sector equality duties pursuant to the Equality Act 2010 (including specific Welsh public sector duties). This requires the Council, in the exercise of its functions, 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. If the recommendations in this report are accepted and when any alternative options are considered, the Council will have to consider further the equalities implication and the Equality Impact Assessment may need to be updated.
46. Equalities Impact Assessments will be undertaken as necessary as the development, and the proposals described within this report, are developed.
47. 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.
48. 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.

49. The well-being duty also requires the Council to act in accordance with the '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:
- a. Look to the long term;
 - b. Focus on prevention by understanding the root causes of problems;
 - c. Deliver an integrates approach to achieving the 7 national well-being goals;
 - d. Work in collaboration with others to find shared sustainable solutions; and
 - e. Involve people from all sections of the community in the decisions which affect them.
50. The Cabinet 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>
51. 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.

Property Implications

52. The existing site management currently sits with the Strategic Estates Department as well as colleagues in major projects and management of the vacant land continues to be a challenge. The proposals to resurrect development and activity on site is welcomed.
53. Paragraphs 36-40 outline the intention to form a site wide Management Organisation. Strategic Estates have worked closely with the group to formulate the anticipated format for the management of the services to be provided and the estimated service charge schedule. This work is ongoing but is currently provided as estimates for Heads of Terms issued to date.
54. The marketing of the waterfront site/peninsula was launched in the autumn of 2022. Early in the new year, we had the opportunity to interview the bidders and seek further detail from them on the bids they had submitted which was facilitated by the appointed external agents. With their guidance, a preferred developer was recommended and Heads of terms have been prepared and full details are within the Surveyor's report on the marketing exercise outlined in **Confidential Appendix 3**.

55. Together with the external lawyers, the Option Agreement has been drafted with a view to bringing forward in a timely manner, successive phases of development to deliver a scheme to complement the Leisure area and existing residential development. The Option document has been carefully written to manage the development on a plot-by-plot basis, with a view to de risk the Council's initial stake in the acquisition of the Sports Village and ensure a return whilst bringing forward a comprehensive mixed-use scheme which has been lacking for over 15 years.
56. As part of the legal process, there are some title issues to resolve around the boundaries of the waterfront site and this is currently with legal.
57. The next steps for Strategic Estate is to ensure the Option document is concluded and signed and the the title issues are addressed.

HR Implications

58. There are no HR implications directly arising from this report.

RECOMMENDATIONS

Cabinet is recommended to:

- 1) Approve the disposal for the residential and commercial plots as set out in this report and the legal report attached at **Confidential Appendix 2** and in line with independent valuers advice attached at **Confidential Appendix 3** and the proposals at **Confidential Appendix 5** and to delegate authority to the Director of Economic Development, in consultation with the Cabinet Member for Investment & Development, the Section 151 Officer and the Legal Officer, to conclude all legal agreements to complete the disposal strategy.
- 2) Note the lift and shift obligation set-out at **Confidential Appendix 2** and approve the development of a Full Business Case to determine a long-term car parking solution for the ISV site to be presented back to Cabinet for approval in advance of the first call-down of land by the appointed developer.
- 3) Authorise a soft market testing exercise to inform the further development of the Outline Business Case for the Energy Strategy to be presented back to a future meeting of Cabinet.

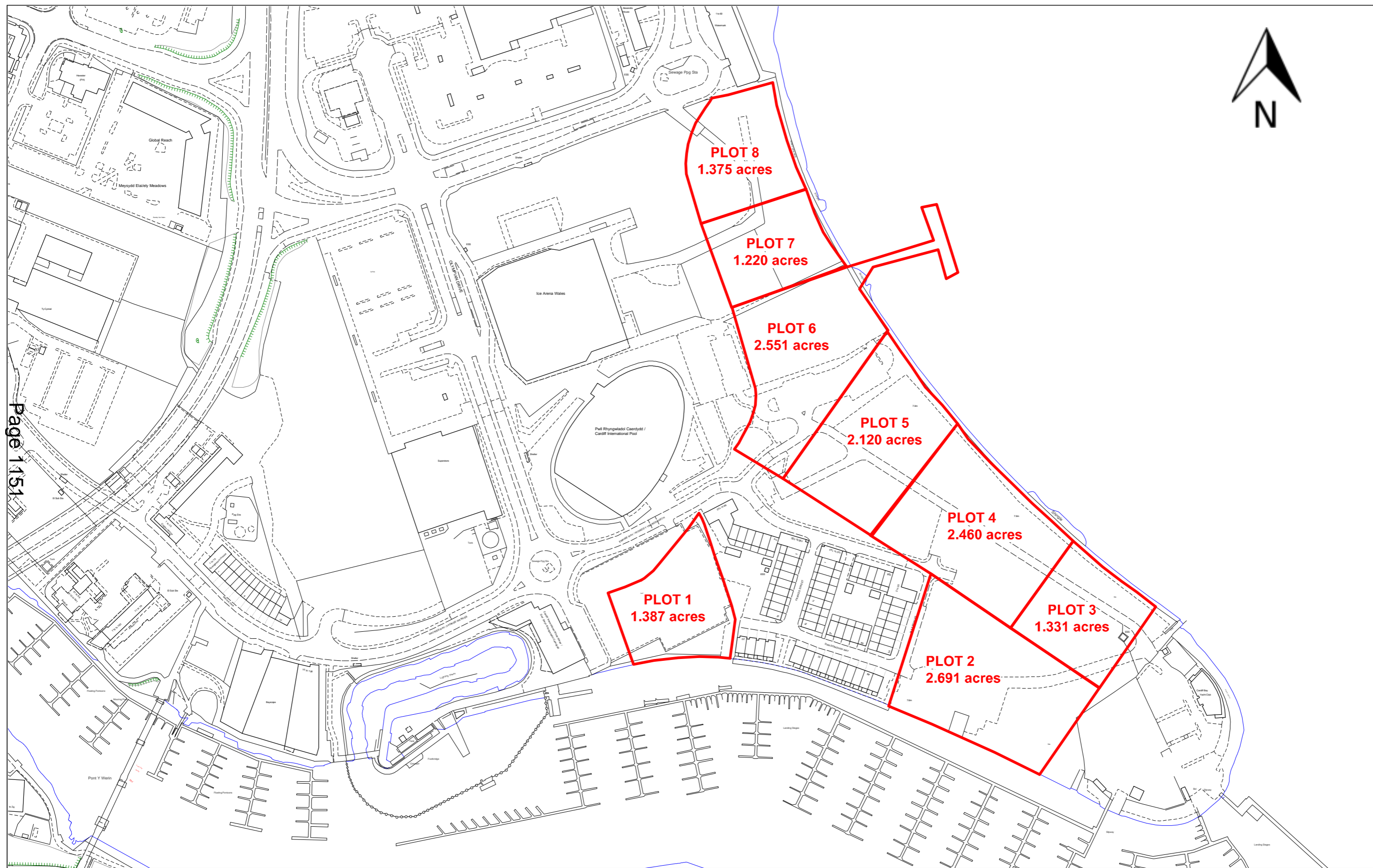
SENIOR RESPONSIBLE OFFICER	Neil Hanratty Director of Economic Development
	7 July 2023

The following appendices are attached:

Appendix 1:	Disposal Plan
Confidential Appendix 2:	Legal Summary & Agreement
Confidential Appendix 3:	Surveyors Report
Confidential Appendix 4:	Lift & Shift Option Review (Car Parking)
Confidential Appendix 5:	Yacht Club & Boat Yard Revised Boundary Plan
Appendix 6:	Single Impact Assessment

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Residential / Commercial Development Outline Application



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 Cyfarwyddwr / Director : Neil Hanratty

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Single Impact Assessment

Cardiff Council



1. Details of the Proposal

What is the proposal?

Title: Cardiff International Sports Village

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

New

Existing

Directorate/Service Area:

Economic Development- Major Projects

Who is developing the proposal?

Name: Jo Phillips

Job Title: Project Manager

Responsible Lead Officer (Director or Assistant Director):

Neil Hanratty

Cabinet Portfolio:

Economy and Culture

Authorisation	
Completed By:	
Job Title:	
Date:	
Approved By:	
Job Title:	

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 Capital Ambition sets out a commitment to “Write a new chapter in the regeneration of Cardiff Bay”, which this project aims to contribute towards. This project involves the return of the International Sports Village site to Council control and in doing so facilitate the regeneration of the Sports Village and contribute to the general regeneration programme for the Waterfront. This project aims to facilitate the development of a mixed-use sport and leisure site and aims to provide economic, social, and wellbeing benefits, as well as commercial, leisure, and retail opportunities.

Since the original impact assessment that was carried out in April 2020, the scope of the project has expanded and now includes the following work streams:

- The new Velodrome
- Urban Bike Park
- Closed Road Circuit (Loop)
- All associated public space
- Highways infrastructure
- Car Park

There is also a link to the wider site development, which includes:

- The disposal and development of the land on the Waterfront and Ely Riverfront sites
- The revised boundary to the Cardiff Bay Yacht Club and the new proposed adjoining Boat Yard.

To truly assess and manage the impact of all of these workstreams, they need to be considered as a whole. This is because all the accessibility and inclusivity requirements are linked and there is potential, if considered in isolation, that a conflict in design may have additional, unnecessary impacts. (for example, considering access to the new velodrome building without considering the public space will result in 2 very different outcomes). So it is agreed that there will be one impact assessment record for all workstreams within the ISV project.

Further to the update in November 2022, Cabinet have approved the outline business case for the sport and leisure infrastructure and the disposal strategy has progressed. Therefore, this update takes into account any further impacts associated with the progress of the whole project.

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?

3. Impact Assessments

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

Further information is included about each assessment at the start of the relevant section.

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. For assessments which are not being carried out, please delete the relevant sections on the subsequent pages.

Impact Assessment	Completed: Y/N
A. Equality Impact Assessment	Y
B. Child Rights Impact Assessment	N
C. Welsh Language Impact Assessment	N
D. Habitats Regulations Assessment	N
E. Strategic Environmental Assessment	N
F. Data Protection Impact Assessment	N
G. Health Impact Assessment	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	X		
18 - 65 years	X		
Over 65 years	X		

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

The regeneration of the International Sports Village will have a positive impact on all Cardiff residents and on residents of and visitors to the area, regardless of age.

The regeneration aims to provide a place where people can visit to engage in a range of sport and leisure activities or to engage in informal and social activity irrespective of their age. The facilities at ISV are required to provide inclusive and engaging programmes that are accessible to all ages, and the environment will be designed to encourage all ages to want to and be able to spend time there.

Due to the new development in the sports village and in the development of the neighbouring community, there will be increased employment opportunities, greater access to activities provided by the International Sports Village, as well as greater leisure and retail opportunities.

The regeneration has the potential for a positive impact on people of working age (18-65) due to business development and associated employment and work experience opportunities, as well as providing an improved environment for social interaction and active leisure.

The Sports facilities are required to promote programmes of activity for all ages and engage with education in support of the active development of young people.

The facilities also engage with sports clubs and groups, enabling them to deliver access to their sports to their young members and encourage more young people to get involved so that the sports can grow. This has an additional positive impact on social interaction, inclusivity, and mental health.

The same can also be said for people over the age of 65, the Sports Village provides a social inclusivity that ensures people can stay active and engaged with the community after retirement. The wider environment is planned to be conducive to social and active leisure for all ages.

Transport Accessibility

In terms of accessibility for all ages, the site already has reasonably good transport links, which means that people are able to travel to the ISV via car for those who are of driving age and who will transport younger people via car, bus or train. There are already 6 bus routes that reach the site and Cogan Spur train station is only 400m from the site for those who choose to travel via public transport. The project scope will ensure that these public transport links are at least retained, but also enhanced to ensure those who do not drive have accessible options to travel to the site.

In addition, the project aims to introduce an additional water taxi stop at the site, which will be suitable for all ages.

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

The Council, working with all respective partners and stakeholders will ensure that when considering the development of the ISV, the requirements of people of all ages are taken into consideration ensure that accessibility and inclusivity is a focus of all stages of the project- this includes the accessibility of the transport links that are already servicing the area

Disability

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

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

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

The regeneration of the International Sports Village site will have a positive impact on all Cardiff residents and visitors to the area, including disabled people. The project has the potential to provide state of the art facilities and provide activities and a physical, social environment which are accessible and inclusive to all. The project will need to consider accessibility and way-finding as a key part of the design process to ensure those with physical, visual, hearing and learning impairments are able to navigate around the facility.

Regarding mental health, it is acknowledged that for some, having a place to go and be with people and take part in activity can help with mental health. The project aims to provide an environment at the ISV that offers everyone a comfortable and pleasant place to be, with opportunities to take part in sport and active leisure as well as social activities. Following the pandemic, many people are using outdoor space differently and so the project aims to help facilitate this.

Transport accessibility

It is important that disabled people are also able to travel to the ISV. Where this project is not responsible for the accessibility of public transport, it is committed to ensure that where transport modes link to the site, that there is a straightforward and safe link from the car park and bus stops that disabled people can easily navigate into the Sports Village and all its facilities.

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

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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.)		x	

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

The regeneration of the International Sports Village will have a positive impact on all Cardiff residents and visitors to the area, regardless of Gender Reassignment.

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

In line with the Council’s Stonewall submission, any plans to develop new buildings or facilities will incorporate the need for gender neutral welfare.

Marriage and Civil Partnership

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

	Yes	No	N/A
Marriage		X	
Civil Partnership		X	

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

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The regeneration of the International Sports Village will have a positive impact on all Cardiff residents and visitors to the area, regardless of marital or partnership status. It is not expected that this project will have a differential impact on people whether they are or are not in a marriage or civil partnership.

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

No action necessary

Pregnancy and Maternity

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

	Yes	No	N/A
Pregnancy		X	
Maternity		x	

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

The regeneration of the International Sports Village will have a positive impact on all Cardiff residents and visitors to the area. It is not expected that this project will have a differential impact on pregnancy or maternity.

Consideration will always be given in the designing and planning of all facilities to ensure suitable welfare facilities are included that may be beneficial to everyone, including the potential addition needs of those who are pregnant or nursing/caring for young babies and children.

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

No action identified to date.

Race

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

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

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

The regeneration of the International Sports Village will have a positive impact on all Cardiff residents and visitors to the area, regardless of race as it is designed to be a destination for all. It will also present improved opportunities

for social inclusion, sport and active leisure and employment for all communities in the area as well as visitors to the area.

However, according to the 2011 census, the area in which the International Sports Village sits has a higher than average number of BAME* residents (38.1%), compared to the overall Cardiff population (15.3%) and so this project has the potential to impact these groups a bit more.

The process of regeneration may be disruptive due to, for example, building works, however, the Sports Village area itself is not currently highly residential and so the impact is likely to be low. The overall objectives of this project will have a positive impact on all Cardiff residents through improving the economy, providing greater employment opportunities, and making the area a more appealing place to live.

***BAME Breakdown**

	Local Area %	Cardiff Overall %
Mixed/Multiple Ethnic Groups	4.5	2.9
Black/African/Caribbean/Black British	8.5	2.4
Asian/Asian British	20.9	8.0
Other	4.2	2.0

The 2021 census shows that the local area is represented by a majority Asian and White British population, with the remainder of those residing represent Black and Mixed Ethnicity.

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

The Council and relevant partners will ensure communication with local communities is maintained throughout the process, engaging with existing residents to gain an insight into local needs and ensure they are considered in the planning and design and in the programme of delivery.

Religion, Belief or Non-Belief

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

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

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

The regeneration of the International Sports Village will have a positive impact on all Cardiff residents and visitors to the area. According to the 2011 census, the area in which the International Sports Village sits has a higher than average number of Hindu (4.1%) and Muslim (23%) residents, compared to the overall Cardiff average (1.4% and 6.8% respectively) and so this project will likely have a differential impact on these groups. The 2021 census also shows that the majority of the local population represents either Hindu, Christian, Muslim or no religion.

The regeneration project may be disruptive for a period of time due to, for example, building works, however, the overall objectives of this project will have a positive impact on all Cardiff residents through improving the economy, providing greater employment opportunities, and making the area a more appealing place to live.

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

The Council and relevant partners will ensure communication with local communities is maintained throughout the process, engaging with existing residents to gain an insight into local needs and ensure they are considered in the planning and design and in the programme of delivery.

Sex

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

	Yes	No	N/A
Male persons	X		
Female persons	X		
Non-binary persons	x		

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

The regeneration of the International Sports Village will have a positive impact on all Cardiff residents and visitors to the area. It is not expected that this project will have a differential impact on people on this protected characteristic.

However, feedback from some stakeholders has identified that the Sports Village may provide additional reassurances to females accessing sport, for example, the ability to run on a traffic free, floodlit circuit will help them feel safer than running elsewhere in the evening. This could also be translated into the overall Sports Village as a destination providing a lit, traffic free space for people to go to.

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

Consideration throughout all design processes to be given to the feedback from stakeholders on the overall environment across the Village and the travel connections to and from there.

Sexual Orientation

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

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

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

The regeneration of the International Sports Village will have a positive impact on all Cardiff residents and visitors to the area, regardless of sexual orientation. This project is not expected to have a differential impact on any person due to their sexuality.

The overall aim is to provide an environment conducive for all, so it could be translated that members of the LBGTQ community should have a positive experience in and around the Sports Village.

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

Ensure that designs and programmes promote inclusivity and do not tolerate exclusion or discrimination and do not discourage any specific community groups from the ISV.

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	x		

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

Socio economic duty requires public bodies to adopt transparent and effective measures to address the inequalities that result from differences in occupation, education, place of residence or social class.

The aim of the ISV project is to deliver an accessible and inclusive destination that provides an enriched environment for everyone to be able to access, irrespective of their social class, education, occupation or where they live.

As with any destination across the City, there are costs associated with travel to and from the site, and these costs may vary depending on the starting point of the journey, how far and the mode of transport being used. Those local to any facility will always benefit from lower transport costs. The project cannot control the cost of using buses and trains, nor can it manage the cost of fuel and using the road. However, the project is committed to ensuring that the car park operating model and the overall operating model of the ISV considers the accessibility of sport and leisure activities and balancing that with an operating model that supports the delivery of sport and leisure at a reasonable cost, whilst assisting operators in the management of maintenance and mitigation of risk. Operators will be required to provide an inclusive programme of activity that is accessible by all socio-economic groups.

Equally, the project is not responsible for the suitability of the cycle pathways across the City, but it is committed to ensuring safe and secure facilities at the ISV for those who choose to travel by bicycle and wish to park at ISV.

The overall masterplan of the ISV includes a range of social, sport and leisure activities, some of which will require an access charge, but there will also be a range of activities that are open and free to use by members of the public. The development of the sports village will provide employment and volunteer opportunities as well as broaden opportunities for sports to grow participation. The 2019 Welsh index of Multiple Deprivation shows some of the localities to the ISV accommodate some of the most deprived communities in Cardiff.

The Sports Village development will provide opportunities that could have an additional, differential positive impact on these local communities.

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

The project will need to ensure that throughout the operational strategy delivers inclusive and accessible programmes of activities for all socio-economic groups. Also, ensure that there is a reasonable balance of chargeable and free to access activity and the public space is conducive for social and leisure interaction for all.

Welsh Language

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

	Yes	No	N/A
Welsh language		x	

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

The regeneration of the International Sports Village a positive impact on all Cardiff residents and visitors to the area. It is not expected that this project will

have a differential impact on the Welsh language or Welsh language speakers of any level. (Bilingual signage will make it a welcome environment for Welsh speaking visitors too so positive for the Welsh Language.)

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

Ensure that all facilities comply with the Welsh Language Act and that all visitors to the Sports Village have the choice of accessing services in both Welsh and English.

During the project development, ensure all obligations regarding Welsh Language are met.

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?

Initial consultation and engagement commenced with known stakeholder groups, these groups included representatives of people of different ages and also representative of different social and sporting communities, including from around the ISV area and users of the existing Velodrome at Maindy. It also included representation of people with different sporting abilities and professional NGB organisations across the UK who have an interest in accessible and inclusive sport.

As the project is progressing, the stakeholder representation is reviewed, and additional groups of people are engaged.

There has been some initial communication with the Council’s Equality Team that has increased as the project has progressed. Feedback has been invited and received and actions to date and further engagement will continue as the project workstreams progress.

Summary of Actions (Listed in the sections above)

	Actions
Age	The Council, working with all respective partners and stakeholders will ensure that when considering the development of the ISV, the requirements of people of all ages are taken into consideration ensure that accessibility and inclusivity is a focus of all stages of the project
Disability	As each workstream of the project progresses, any design work or programming should consider accessibility for people with impairments or who may face challenges in accessing similar opportunities
Gender Reassignment	In line with the Council’s Stonewall submission, any plans to develop new buildings or facilities will

	incorporate the need for gender neutral welfare, providing a choice for those undergoing or having undergoing transition
Marriage & Civil Partnership	
Pregnancy & Maternity	
Race	The Council and relevant partners will ensure communication with local communities is maintained throughout the process, engaging with existing residents to gain an insight into local needs and ensure they are considered in the planning and design and in the programme of delivery.
Religion/Belief	The Council and relevant partners will ensure communication with local communities is maintained throughout the process, engaging with existing residents to gain an insight into local needs and ensure they are considered in the planning and design and in the programme of delivery.
Sex	Consideration throughout all design processes to be given to the feedback from stakeholders on the overall environment across the Village and the travel connections to and from there. This is in relation to positive feedback in relation to female safety.
Sexual Orientation	Ensure that designs and programmes promote inclusivity and do not tolerate exclusion or discrimination and do not discourage any specific community groups from the ISV.
Socio-economic Impact	The project will need to ensure that throughout the operational strategy delivers inclusive and accessible programmes of activities for all socio-economic groups. Also, ensure that there is a reasonable balance of chargeable and free to access activity and the public space is conducive for social and leisure interaction for all.
Welsh Language	Ensure that all facilities comply with the Welsh Language Act and that all visitors to the sports Village have the choice of accessing services in both Welsh and English. During the project development, ensure all obligations regarding Welsh Language are met
Generic/ Over-Arching (applicable to all the above groups)	The Council and its relevant partners must ensure that all workstreams of the project continue to consider any potential impact on any group or groups and take reasonable steps to mitigate and address any such risk to provide an inclusive and accessible destination. Following Cabinet approval of the outline business case in January 2023, and the progression of the

	disposal strategy, this review considers that where the impacts outlined above remain, the continued progress of the project brings forward more certainty of the positive impacts this development opportunity presents.
--	---

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-child-friendly-cities-communities)

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?

--

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?

--

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 type="checkbox"/>

	Yes	No
Is the strategy, policy or activity likely to have significant environmental effects (positive or negative)?	<input type="checkbox"/>	<input 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 \(phwwhocc.co.uk\)](http://phwwhocc.co.uk)

Email: WHIASU.PublicHealthWales@wales.nhs.uk

CARDIFF COUNCIL PARTICIPATION STRATEGY 2023-27

**TACKLING POVERTY, EQUALITY & PUBLIC HEALTH
(COUNCILLOR JULIE SANGANI / COUNCILLOR PETER
BRADBURY)**

AGENDA ITEM: 13

Reason for this Report

1. To consider and approve the Council's draft Participation Strategy 2023-27 for public consultation.

Background

2. Section 39 of the Local Government and Elections (Wales) Act 2021 ('the Act') places a duty on principal councils in Wales to encourage local people to participate in their decision making. This includes where decisions are made in partnership with another body or the decision is delegated to an individual.
3. Section 40 of the Act requires a principal council to prepare and publish a public participation strategy specifying how it proposes to comply with the duty to encourage local people to participate in its decision making. A public participation strategy must, in particular, address:
 - (a) ways of promoting awareness among local people of the principal council's functions;
 - (b) ways of promoting awareness among local people of how to become a member of the principal council, and what membership entails;
 - (c) ways of facilitating access for local people to information about decisions made, or to be made, by the principal council;
 - (d) ways of promoting and facilitating processes by which local people may make representations to the principal council about a decision before, and after, it is made;
 - (e) arrangements made, or to be made, for the purpose of bringing the views of the public to the attention of the Council's scrutiny committees in accordance with the requirements of Section 62 of the Local Government (Wales) Measure 2011;
 - (f) ways of promoting awareness among members of the principal council of the benefits of using social media to communicate with local people.

4. In preparing a public participation strategy, a principal council must consult local people (i.e. people who live, work or study within the council's area) and such other persons as it considers appropriate. In accordance with Section 41 of the Act, a principal council's first public participation strategy must be published as soon as reasonably practicable after 5 May 2022 when the legislative requirements came into force.
5. The Administration's '[Stronger, Fairer, Greener](#)' policy statement, which was approved by the Council's Cabinet on 14 July 2022, includes the commitment to: *"Introduce a new Community Participation Strategy, amplifying the voices of people who are currently less likely to get involved in the decision-making process."*
6. The Council's [Corporate Plan 2023-26](#) also includes the commitment to: *"Develop a draft of the Participation Strategy for public consultation by June 2023 with a focus on improving engagement with seldom heard voices and amplifying the voices of people who are currently less likely to get involved in the decision-making process."*

Participation Strategy 2023-27

7. In recognition of the distinct requirements of the public participation strategy, as set out in the Local Government and Election (Wales) Act 2021, the Council's draft Participation Strategy 2023-27 (**Appendix A**) consists of two distinct components:
 - **Part 1** – this section focuses on the Council's **Consultation and Engagement** arrangements, which seek to ensure that the citizen voice is at the heart of decision making. This sets out how the Council will provide and promote opportunities for local people to provide their views to the Council through consultation and engagement in a number of different ways, including, for example, questionnaire surveys, focus groups and the Council's Citizens Panel, as well as how such engagement will be conducted (i.e. online or face-to-face in person). It also makes clear how any such views and representations will be used by the Council to inform decision making and how this is communicated to local people.
 - **Part 2** – this section focuses on **Democratic Engagement** and promoting and supporting participation in the democratic process, including council decision making. It also provides information and promotes awareness of how local people can seek to become a councillor and what the role entails, as well as how local people can get involved directly in how decisions are made by the Council – for example, by asking Public Questions at Council meetings, submitting petitions to the Council and making representations to their local councillor(s). It will also link to other requirements of the Local Government and Elections (Wales) Act 2021, including the Council's Petition Scheme and Constitution Guide.

8. Both parts of the Participation Strategy will include an action plan setting out a range of actions to support the implementation of the Participation Strategy.

Consultation & Engagement

9. As part of the development of the draft Participation Strategy 2023-27, the Council has engaged extensively with a wide range of stakeholder to understand barriers to engagement and develop proposals for improvement, with a focus on understanding how the council can better reach out to groups who historically have not engaged in consultations. Stakeholders engaged with included local ward councillors in areas of low response, community organisations, representative bodies and Council Employee Networks.
10. Two workshops were held involving all elected members on 10 & 16 May 2023. The proposals contained within the draft Participation Strategy 2023-27 were also considered by the Council's Policy Review and Performance Scrutiny Committee on 22 March 2023, providing committee members with an opportunity to shape the development of the strategy. All recommendations made by the Committee were accepted.
11. It is proposed that a 6-week public consultation on the draft Participation Strategy 2023-27 (see **Appendix D**) will run from Monday 24 July 2023 to Monday 4 September 2023. Information will be translated into Welsh, Polish, Arabic and Bengali, and hard copies will also be printed and made publicly available as part of the consultation process. Targeted engagement will also be undertaken with the stakeholder groups identified in the strategy as being under-represented within consultation and engagement work. This will include direct engagement with advocacy groups and representative organisations and, to support the consultation exercise, focus groups will also be convened to engage with:
 - Older People (+75 years old)
 - Children and Young People
 - Black, Asian and Minority Ethnic Communities
 - People who identify as Disabled
12. A new [Petition Scheme](#) was approved by the Council on 17 March 2022 and was adopted with effect from 5 May 2022. The Council's Constitution Committee also recommended at its meeting on 28 February 2022 that the new Petition Scheme should be reviewed after six months of operation, with a public consultation as part of the development of the Council's public participation strategy and to take account of statutory guidance which should be finalised by that time. As part of the consultation on the Participation Strategy, the Council will seek feedback on Petition Schemes.
13. The statutory guidance on the Local Government and Elections (Wales) Act 2021 also states that the preparation of an effective Constitution Guide should form part of the council's strategy on encouraging public participation in decision making by the council. The draft Guide to the Constitution at **Appendix B** was considered previously by the Constitution Committee on

28 February 2022 and reported to Council on 17 March 2022. The Constitution Committee authorised the Monitoring Officer, in consultation with the Chair, to make any agreed changes to the draft Guide to the Constitution to reflect the views expressed as part of the consultation, before recommending it to Cabinet for approval as part of the Council's public participation strategy.

14. Following public consultation on the draft Participation Strategy 2023-27, it is proposed that a further report on the Participation Strategy 2023-27 will be considered for final approval by the Cabinet in Autumn 2023.

Reason for Recommendations

15. To enable the Council to undertake public consultation to inform the development of its Participation Strategy 2023-27 in accordance with the requirements of the Local Government and Elections (Wales) Act 2021.

Financial Implications

16. There are no direct financial implications arising from this report as the recommendation is to consult upon the proposed strategies contained within the appendices. In the development of the proposed actions in the contained strategies the presumption has been that the costs of implementation will be contained within existing budgetary allocations. Fuller financial implications will be required for the post-consultation Participation Strategy Cabinet report currently planned for Autumn 2023.

Legal Implications

17. The statutory provisions surrounding the duty to produce a participation strategy are set out in detail within the body of this report.
18. In considering this report, regard should be had to:
 - (a) the Public Sector duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties, when making decisions, Councils must 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;
 - (b) the Well-being of Future Generations (Wales) Act 2015. The Well-being of Future Generations (Wales) Act 2015 ('the Act') is about improving the social, economic, environmental and cultural well-being of Wales. The Act places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language and is globally responsible. In discharging their respective duties under the Act, each public body

listed in the Act must set and published well-being objectives. These objectives will show how each public body will work to achieve the vision for Wales set out in the national well-being goals. When exercising its functions, Cabinet should consider how the proposed decision will contribute towards meeting the well-being objectives set by the Council and in so doing achieve the national well-being goals. 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 Cabinet must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, Cabinet must:

- a) look to the long term;
 - b) focus on prevention by understanding the root causes of problems;
 - c) deliver an integrated approach to achieving the 7 national well-being goals;
 - d) work in collaboration with others to find shared sustainable solutions; and
 - e) involve people from all sections of the community in the decisions which affect them.
- c) Cabinet must also 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 and the report deals with all these obligations.

HR Implications

19. There are no HR implications directly related to this report.

Property Implications

20. There are no property implications in respect of the Participation Strategy 2023-27 report. Where there are property transactions or valuations required to deliver any proposals, they should be done so in accordance with the Council's relevant Asset Management process and in consultation with appropriate service areas.

RECOMMENDATIONS

Cabinet is recommended to:

1. Approve the Participation Strategy 2023-27 (Appendix A) for public consultation.
2. Note that the draft Guide to the Constitution (Appendix B) will form part of the consultation process.

3. Agree to consider a further report on the Participation Strategy 2023-27 for final approval in Autumn 2023.

SENIOR RESPONSIBLE OFFICER	Paul Orders Chief Executive
	7 July 2023

The following appendices are attached:

Appendix A: Cardiff Council Participation Strategy 2023-27 DRAFT

Appendix B: Draft Guide to the Constitution

Appendix C: Single Impact Assessment

Appendix D: Participation Strategy Consultation

The following background papers have been taken into account:

- Local Government & Elections (Wales) Act 2021
- [Council Report, 17 March 2022: Constitution Update](#)

Cardiff Council

Participation Strategy 2023-27



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



**STRONGER
FAIRER
GREENER**



Foreword

Promoting civic participation and giving the people of Cardiff a voice in shaping the decisions that affect their lives represent key priorities for the Council. They are also issues that are close to my heart.

We are therefore committed to doing everything we can to ensure every voice is heard when we are making decisions. This means giving everyone an opportunity to contribute whilst amplifying the voices of those who are currently less likely to get involved in the decision-making process.

Everyone in the city should have opportunities to influence decisions and shape service provision and we, for our part, must be ready to listen and respond. We may not always go forward with the public's preferred option but when we do not, we need to be clear and transparent, and explain why not.

This Participation Strategy will have two distinct components:

- Consultation and engagement to promote citizen voice in decision-making, and;
- Promoting participation in the democratic process.

We want all communities to feel supported, have a say on the big decisions the Council will be taking and play a key role in local service delivery, whilst ensuring that the diversity of the city is reflected in our work.

This strategy is therefore focused on engaging and collaborating with our communities, empowering citizens to have their say on what matters for their local area and promoting participation in democracy



Councillor Julie Sangani

Cabinet Member for Tackling Poverty, Equality and Public Health
(Public Health and Equalities)



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Background and Purpose

The Importance of Public Participation

Public participation is essential to ensuring that the voices of citizens are at the heart of decision-making. It provides an opportunity for the needs and aspirations of communities to be heard and allows public service providers to respond. This Participation Strategy sets out our commitment to strengthening participation and engagement, and a series of actions to ensure that every voice in the city can be heard.

The purpose of this Participation Strategy is to establish a relationship with communities based on trust, a commitment to listen to all voices, and that those voices are heard as we work together to address local priorities.

Meeting our Legislative Requirements

Local Government and Election (Wales) Act 2021

The Local Government and Election (Wales) Act aims to provide local government with new ways to support and serve their communities and to reinvigorate local democracy in Wales. Part 3 of the Act places a duty on Cardiff Council to promote and encourage participation in council decision-making, including the publication of a participation strategy. Part 6 of the Act requires the Council to undertake a review (self-assessment) of the extent that it is exercising its functions effectively, and whether we are using our resources efficiently. Engagement and consultation are an integral part of this self-assessment process.

Equality Act 2010

The Equality Act brought together and replaced previous anti-discrimination laws and, under the Act, Cardiff Council must involve and engage all those with Protected Characteristics. Protected Characteristics, listed below, are aspects of a person's identity which makes them who they are, and everyone in Cardiff will have a few of these characteristics.

- Age
- Disability
- Gender Re-assignment
- Pregnancy and maternity
- Ethnic Group – including ethnic or national origin, colour or nationality
- Religion or belief – including lack of belief
- Sex
- Sexual orientation
- Marriage and civil partnership (in terms of discrimination in employment)

It is essential that we reach out and engage with everyone across Cardiff, so we understand the views of people with each of these characteristics and can capture their lived experiences. This will inform our understanding of the impact of our actions.

Welsh Language Measure 2011

In Wales, the Welsh language should not be treated any less favourably than the English language. People in Wales should be able to live their lives through the medium of the Welsh language if they choose to do so. The official languages of the Council are Welsh and English. When carrying out engagement we must work in accordance with the requirements of the Welsh Language Standards. This includes the delivery of engagement bilingually.

Local Government (Wales) Measure 2011 (Section 62)

The local government scrutiny role is integral to helping people feel they are able to influence what goes on in their locality. Scrutiny has an important role in stimulating connections between different individuals and groups, and channelling community intelligence into the improvement processes of the Council and our partners. Engaging the public more deeply in scrutiny activity may be regarded as a hallmark of healthy democracy. Better communication about local decision-making processes and greater representative participation will help ensure that more direct experiences of community life inform strategic thinking and operational practice. Section 62 of the Measure places a requirement on local authorities to make arrangements that enable all persons who live or work in the area to bring to the attention of the relevant overview and scrutiny committees their views on any matter under consideration by the committee.

Well-being of Future Generations (Wales) Act 2015

Consultation and engagement are critical components of how Cardiff Council embeds the Well-being of Future Generations in its day-to-day work. Involving people in decision-making and ensuring their views reflect the diversity of the city is a key part of applying the sustainable development principle and making sure that involvement is a key feature of how the Council goes about its business.

The Future Generations Commissioner's Office has produced a range of [tools](#) to support local authorities to engage with diverse communities, and these provide valuable insight when designing consultation and engagement activity.

National Principles and Standards

There is more to consultation and engagement than compiling a list of questions. In Wales, engagement should follow the National Principles for Public Engagement in Wales to ensure it is done effectively, whilst consultations are clearly defined by well-established legal requirements. The Gunning Principles, for example, are four considerations which underpin consultation law. They set out steps which must be taken before and after consultation takes place, which includes ensuring that:

- Proposals being consulted on are still at a formative stage,
- Sufficient supporting information is made available to allow 'intelligent consideration' in appropriate formats,
- There is adequate time for consideration and response, and
- 'Conscientious consideration' is given to the consultation responses before a decision is made.



Cardiff Council's Constitution

The Constitution sets out how the Council operates, how decisions are made and the procedures which are followed to ensure that these are efficient, transparent and accountable to local people. Some of these processes are required by law, while others are a matter for the Council to choose. The Constitution is divided into 15 Articles which set out the basic rules governing the Authority's business with more detailed procedures and codes of practice provided in separate rules and protocols at the end of the document.

Legislation allows the discharge of functions by its Executive or "Cabinet" as it is more commonly known. These [Cabinet functions](#) are identified in the Council's Constitution. The Council also determines which decision-making part of the Council is responsible for any [local choice functions](#). Those decisions, which are not identified as being a Cabinet function, are considered as [Non-Executive functions](#) which are also detailed in the Constitution.

Delegations can also be made to [Council officers](#) which reflect the level of responsibility and the role of the officer. The delegation includes the obligation on officers to keep Councillors properly informed of activity arising within the scope of these delegations.

Council approves the [Terms of Reference](#) for each of its committees which defines the remit of each Committee and the scope of the activity which can be undertaken when making decisions.

"A Guide to the Constitution" is being developed to provide an overview of the constitution which explains its content in clear and simple language.



Our Approach

Cardiff Council's Participation Strategy has two distinct components: Part One focusing on **consultation and engagement to promote citizen voice in decision-making** and Part Two focusing on **promoting participation in the democratic process**.

- **Participation Strategy Part One: Consultation and Engagement to promote citizen voice in decision-making**

- Providing and promoting opportunities for residents to provide feedback to the Council, including comments and other types of representation
- Engaging regularly on service delivery priorities and understanding satisfaction with services
- Engaging directly with service users receiving or accessing specific services
- Providing opportunities for everyone to engage with service change proposals, the development of new strategies and policies, and meeting all statutory consultation requirements
- Ensuring the citizen voice is captured within the Council's decision-making

- **Participation Strategy Part Two: Promoting Participation in the Democratic Process**

- Promoting awareness of the functions the Council undertakes
- Sharing information about how to become a Councillor (Elected Member), and what the role of a Councillor involves
- Providing greater access to information about decisions that have been made, or that will be made, by the Council
- Arrangements made, or to be made for bringing views of the public to attention of overview and scrutiny committees
- Promoting awareness to Councillors of the benefits of using social media to communicate with residents



Delivery and Monitoring Arrangements

This Strategy will be formally reviewed after each ordinary election (the first review year being 2027) and, as required by the legislation, a consultation exercise on any revisions to the Strategy will be undertaken as part of the review.

As this will be a live document, with the Council continuing to experiment, learn and adapt its approach to engagement in response to what works well and increases engagement levels, the action plan may be reviewed and updated over time.

The supplementary Participation Strategy Action Plans outline actions needed in order to enhance internal control and provide greater assurance in relation to good governance and the overall control environment.

Delivery will be embedded in the Council's Planning and Performance Framework, with an update provided via Directorate Delivery Plans, the Mid-Year Self-Assessment of Performance and End-of-Year Self-Assessment of Performance.



Participation Strategy Part One:

Consultation and Engagement to Promote Citizen Voice in Decision-Making

*Putting the voice of our citizens
at the heart of decision-making*

Participation Strategy Part One: Consultation and Engagement to Promote Citizen Voice in Decision-Making

Part One of the Participation Strategy focuses on consultation and engagement to help ensure that citizen voice is at the heart of decision-making.

It sets out the arrangements the Council currently has in place to support engagement with the public and key stakeholder groups. It also details the result of the Council's baseline assessment of its approach to consultation and engagement, which identifies groups of people who are often under-represented. Based on this assessment, Part One of the strategy sets out the improvement actions identified following engagement with key stakeholders.



Cardiff Demographic Profile

THIS IS CARDIFF

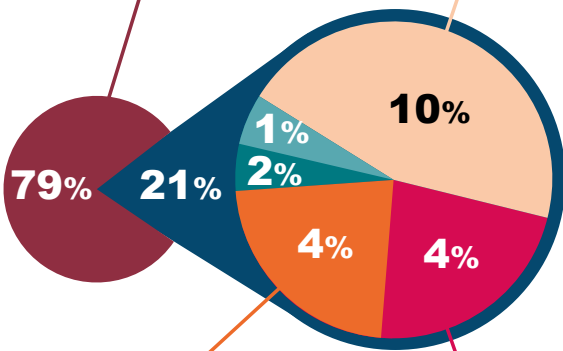


POPULATION
362,660

ETHNICITY BREAKDOWN

73% - British
0.6% - Irish
0.2% - Gypsy or Irish Traveller
0.2% - Roma
5% - Other White

2% - Bangladeshi
2% - Chinese
2% - Indian
2% - Pakistani
2% - Other Asian

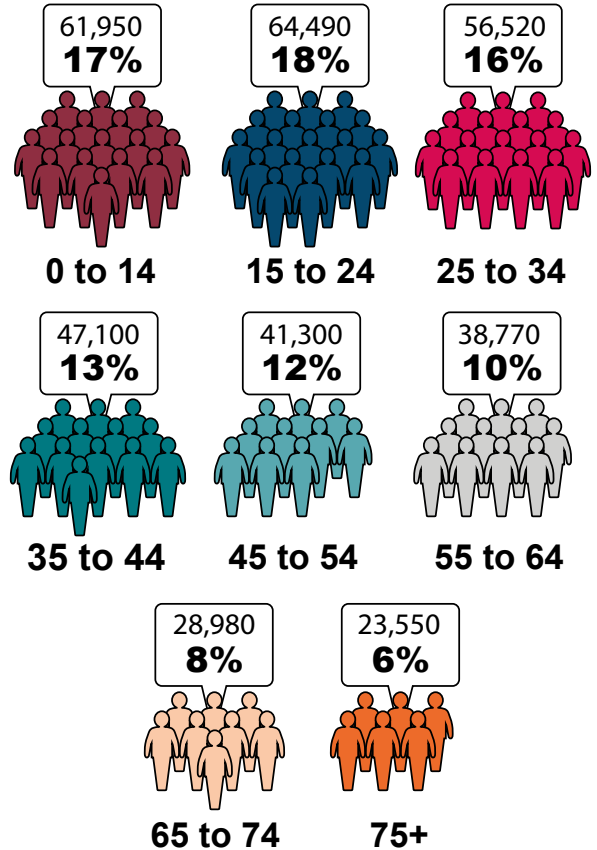


1% - White & Asian
1% - White & Black African
1% - White & Black Caribbean
1% - Other Mixed

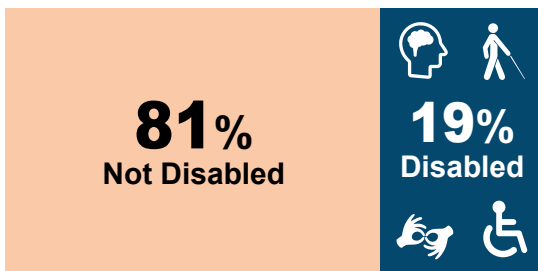
3% - African
0.5% - Caribbean
0.5% - Other Black

White Minority Ethnic Asian
Black Mixed Arab Other

AGE RANGE

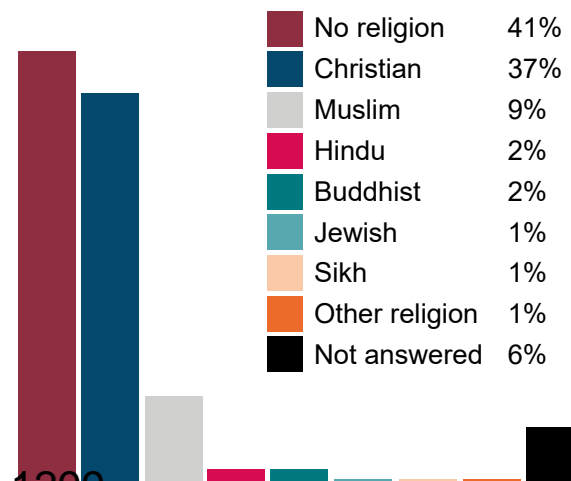


DISABILITY



Under the Equality Act

RELIGION OR BELIEF



THIS IS CARDIFF









POPULATION
362,660

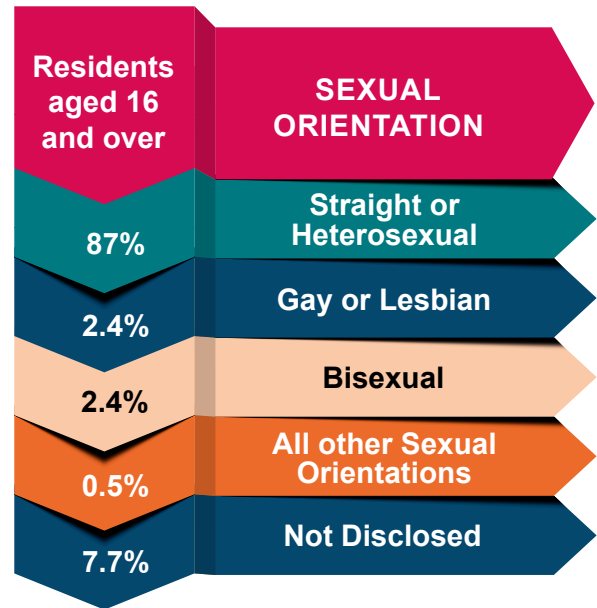
GENDER IDENTITY

Residents aged 16 and over.



- 93%  Same as registered at birth
- 0.2%  Different from registered at birth
- 0.1%  Trans woman
- 0.1%  Trans man
- 0.2%  All other gender identities
- 6.4%  Not answered

SEXUAL ORIENTATION



WELSH LANGUAGE

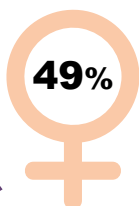
Non Welsh Speakers
72%



Welsh Speakers
28%



SEX



MARRIAGE AND CIVIL PARTNERSHIP

Separated, but still legally married or still legally in a civil partnership. **2%**

Widowed or surviving civil partnership partner. **5%**

Divorced or civil partnership dissolved. **8%**

Married or in a registered civil partnership. **37%**

Never married and never registered a civil partnership. **48%**

Consultation and Engagement: Existing Practice

Cardiff Research Centre

The Council is committed to effective consultation and engagement, and has invested in its capacity and capability to engage with the residents of the city. The Cardiff Research Centre (CRC) is the Council's consultation and engagement team which has established a track record of producing high-quality research. The CRC works with teams across the Council, and external partners, to:

- Develop engagements and consultation projects
- Support effective engagement through:
 - Stakeholder mapping
 - Developing supporting information
 - Ensuring engagement materials are accessible
 - Understanding what equipment may be needed
 - Identifying suitable venues for in-person engagement
- Analyse and interpret data
- Prepare independent and impartial reports that feedback results
- Offer advice and support to teams undertaking consultation and engagement work

The CRC also helps to ensure all engagement work meets legal requirements and best practice, including the Gunning Principles and the National Principles for Public Engagement.



How we engage

Recognising that there is no 'one size fits all' solution to engagement, the most appropriate method of engagement is identified to seek the views of the people of Cardiff. This could include:

- **Consultation:** This is a formal event or activity with a clearly defined start and end. The Council seeks the opinions of the public when decisions need to be made on important matters that may affect them (like changes to services, new plans or policies). Here, people can influence and change the outcome of a decision.
- **Engagement:** This provides opportunities on an ongoing basis for people and communities to have a conversation to share their views and ideas. It allows the Council to learn about people's lived experience.
- **Sharing Information:** This involves providing people with information and keeping them informed about local events, services, policies and decisions which might affect or interest them. The Council does this in various ways, including through our website, social media platform, newsletters, leaflets, groups and forums.
- **Co-Production:** Council services and communities work together, making an equal contribution towards shaping and delivering services, projects and community events.

A range of methods are available to support engagement with the public, including:

- Surveys (online and hard copy)
- Face-to-face interviews
- Focus groups
- In-depth interviews
- Workshops
- Drop-in sessions
- Bespoke activities for children and young people (e.g. incorporating engagement into schools' lesson plans)

Live examples can be seen on the Council's website [Live Consultations \(cardiff.gov.uk\)](https://www.cardiff.gov.uk/live-consultations)



How we promote engagement opportunities

Cardiff Council has a robust engagement infrastructure for promoting consultation and engagement opportunities, which includes:

- A mature social media platform with a substantial number of followers:
 - 📘 Facebook – 56, 251 followers
 - 📷 Instagram – 15,411 followers
 - 🐦 Twitter – 106,601 followers
- Cardiff Gov App – 74,203 people registered
- Active communication arrangements with the Corporate Communications and Media Team, who promote awareness of Council activities via social media and produce press releases which are shared with news outlets
- An extensive network of Community Hubs and Libraries
- Extensive partnership arrangements – such as with Cardiff Third Sector Council – to amplify reach
- Working with local ward councillors to share information and increase our reach into communities
- Community organisations
- Citizens Panel – which brings together over 5,000 residents who support the Council with consultation and engagement
- Working with Public Services Board partners to undertake joint consultation

Languages of Engagement

It is important that everyone can access our engagement materials regardless of their proficiency in Welsh and English. Consideration is therefore given to other languages that are used in Cardiff, particularly when publishing corporate consultations, such as the annual consultation on the Council's budget proposals.



Current Arrangements: Areas of Strength

In developing the Participation Strategy, the Council assessed areas of good practice with regard to consultation and engagement. This includes:

Regular Programme of Engagement on Resident Satisfaction and Service Priorities

The Council undertakes a series of major consultation exercises with the public on a regular basis. For example:

- **The Ask Cardiff Survey:** *An annual residents survey which captures views on a variety of topics, including gathering trend data on satisfaction with Council and public services, housing, the economy, the environment and community safety, plus topical themes such as the impact of the pandemic or the cost-of-living crisis.*
- **The Budget Consultation:** *An annual consultation on the Council's budget proposals for the forthcoming financial year.*
- **The Child Friendly City Survey:** *A bi-annual survey sent to all primary and secondary schools in Cardiff, as well as to children who are educated other than at school, covering topics including Children's Rights, education, health and wellbeing, and local communities.*

Comparator analysis reveals that few other major cities regularly undertake resident satisfaction work of this kind, which has allowed Cardiff to build time series data on a range of issues relating to citizen views.

High Response Rate for City Wide Surveys

When undertaking consultation, the Council regularly receives a significant response and comparator analysis with other local authorities reveals strong relative performance. For example:

- Over 62,000 responses to consultations and surveys in 2021/22, up 40% since 2019.
- The Ask Cardiff Survey 2022 received almost 4,000 responses.
- The Budget Consultation 2023/24 received almost 6,000 responses.
- The Child Friendly City Survey received 7,600 responses, with good representation across age groups, geography, gender and ethnicity.

A larger response rate - or "sample size" - is important because it is likely to be representative of the population and will therefore provide more accurate results. Smaller sample sizes are at greater risk of having the results skewed.

Larger response rates therefore provide stronger and more reliable results because they reveal smaller margins of error but also allow the results to be broken down by different groups of responders. If the response rate is big enough, it allows the Council to understand what different groups of people think about an issue, such as young people and older people, men and women, or people living in more deprived communities.



Robust response rate relative to other Local Authorities

The Council's relative performance compared to other Welsh Authorities and Core Cities is particularly strong. For example, compared with these authorities, Cardiff received at least three times the number of responses to the Budget Consultation for 2023/24, where results have been published. Whilst, as the biggest local authority in Wales, Cardiff could expect to receive more responses than other authorities, the Council often exceeds response rates seen for national surveys. The Cardiff Research Centre is known beyond the Council for the quality of its work, and regularly works with partner organisations to support or manage engagement projects.

A Mixed Approach to Engagement

The Council recognises that many people struggle to engage online or via electronic surveys and so a range of engagement methods have been developed to encourage participation. Many of these are set out in this Strategy.

A Large and Active Citizens Panel

The Citizens Panel is made up of residents from across Cardiff who have agreed to give their views on a number of consultation topics throughout the year. Panel members share their views by completing surveys and occasionally taking part in other activities like focus groups, workshops, or forums. This is a reliable and cost-effective way of finding out what the people of Cardiff think about the services available to them and learning more about the experiences of specific groups or communities. The Panel has over 5,000 active members. Engagement with the Panel in March 2022 revealed that 63% rated their experience as a member of the Panel as 'excellent' or 'good', compared to just 3% who felt it was 'poor' or 'very poor'.

Extensive Statutory Consultation

Internal controls are in place to ensure statutory consultation requirements are discharged across the Council e.g. planning and licensing applications, school admission policy etc.



Service User Engagement across Directorates

The Council has good practice guidelines across directorates to enable in-depth engagement with service users on service satisfaction and to help shape service delivery. This provides a mechanism for voices that are not traditionally heard in consultation and engagement work. For example:

- **Children’s Services - Bright Sparks:** This is a youth club for care experienced children and young people. Members meet fortnightly to allow young people to meet others in similar situations to informally discuss rights, entitlements and provide feedback to help shape service delivery. Members have supported the development of a new toolkit called ‘In Focus’ to strengthen Cardiff Children’s Service provision. Trained members sit on young person’s interview panels for residential children’s homes to provide their perspective when recruiting new members of staff.
- **Child Friendly City:** Cardiff is committed to becoming a UNICEF Child Friendly City and, as such, children and young people have the opportunity to influence the decisions that will affect them. This builds on existing good practice such as the Child Friendly City Survey which is conducted every two years and regular engagement between the Council’s political and managerial leadership and the Cardiff Youth Council.
- **Neighbourhood regeneration:** The Neighbourhood Regeneration Team regularly undertake face-to-face community engagement on proposals with businesses and residents. Schemes have included the Grangetown Regeneration programme, Clifton Street, South Riverside Business Corridor and Cowbridge Road East Regeneration. Schemes are fronted by officers dedicated to help answer questions and capture feedback.
- **Age Friendly City:** The Council works with Carers Wales and care recipients to help shape service delivery, with focus groups to understand views on the assessment process for those applying for care services. A series of newsletters (Age Friendly Cardiff and Health & Wellbeing News Cardiff) are available digitally and in hard copy. These are distributed to all community buildings and GP surgeries across the city.



Identifying Areas of Improvement: Baseline Assessment

To inform the development of the Participation Strategy and identify areas of improvement, a baseline assessment was undertaken. This included an assessment of core processes, a benchmark analysis of respondents to identify any under-represented community groups and an extensive programme of engagement with community stakeholders to understand barriers to engagement and to co-develop new proposals.

Assessment of Corporate Practice

A review of corporate consultation and engagement processes was undertaken across service areas to ensure good practice and governance. As a result, the following key issues were identified:

- Inconsistent survey and consultation methodology was occasionally adopted when service areas undertook engagement work without consulting with the Cardiff Research Centre.
- There is a need to better understand new survey software and engagement technology to support disabled people or those with impairments.
- There is a need to review the colour scheme used to present findings to ensure it is accessible for the 8% of the population who are colour blind.
- Citizen voice needs to feature more consistently across the Council's Planning & Performance Framework.

Closing the Feedback Loop

Feeding back results of consultation and engagement is one of the National Principles for Public Engagement in Wales, which recommends *"Timely feedback is given to participants about their contribution, and the decisions or actions taken as a result, using methods and forms of feedback that take account of participants' preferences."*

Discussions with stakeholders, including members of the public, Elected Members and community organisations all commented on the importance of the feedback loop, and how this could be improved. This should include both feeding back the findings of the engagement, and how these will be used in the decision-making process, including where survey responses have driven actions, or reasons why they haven't.

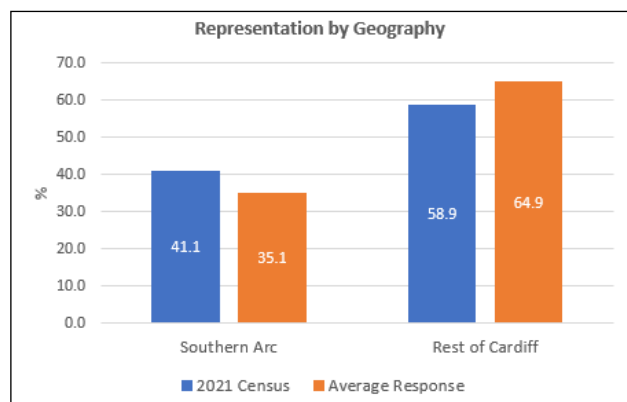
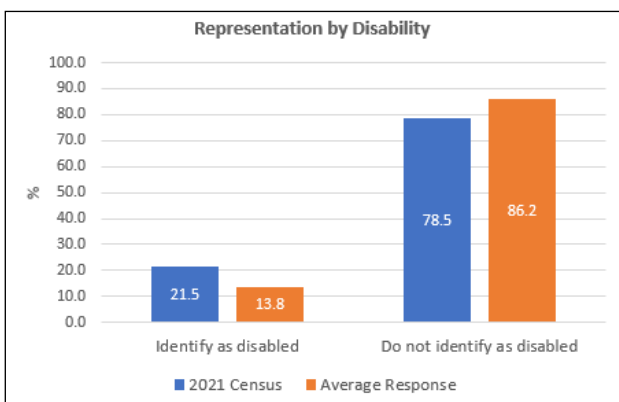
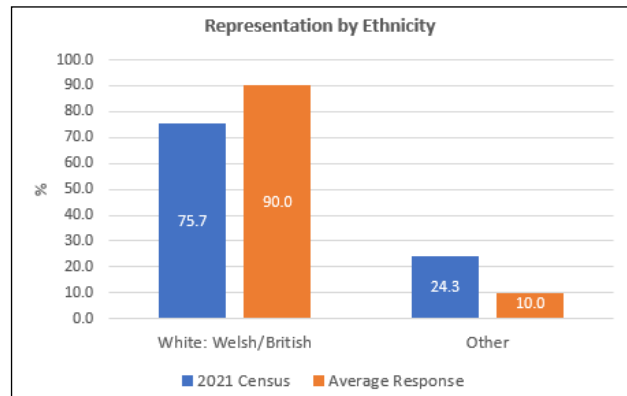
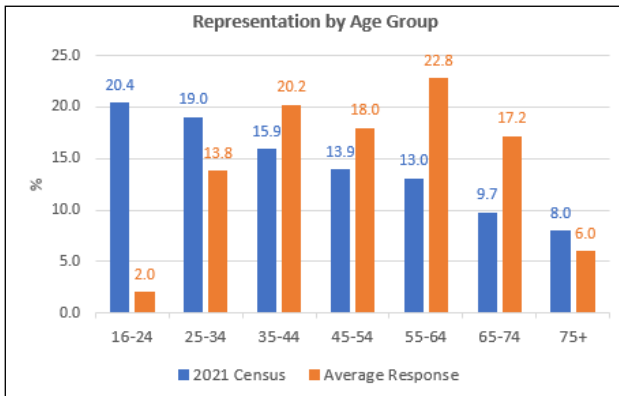
Baseline Assessment of Responses

An analysis of the core surveys listed on page 16, was undertaken to identify and develop a demographic profile of survey respondents. The data was analysed and compared with demographic data taken from the 2021 Census and Mid-Year Population Estimates. The analysis identified a lower response rate evident for the following groups:

- Lower socio-economic wards – Southern Arc
- Older People (+75 years old)
- Children and Young People
- Black, Asian and Minority Ethnic Communities
- People who identify as Disabled



Respondent Analysis (Census results are based on adults 16+)

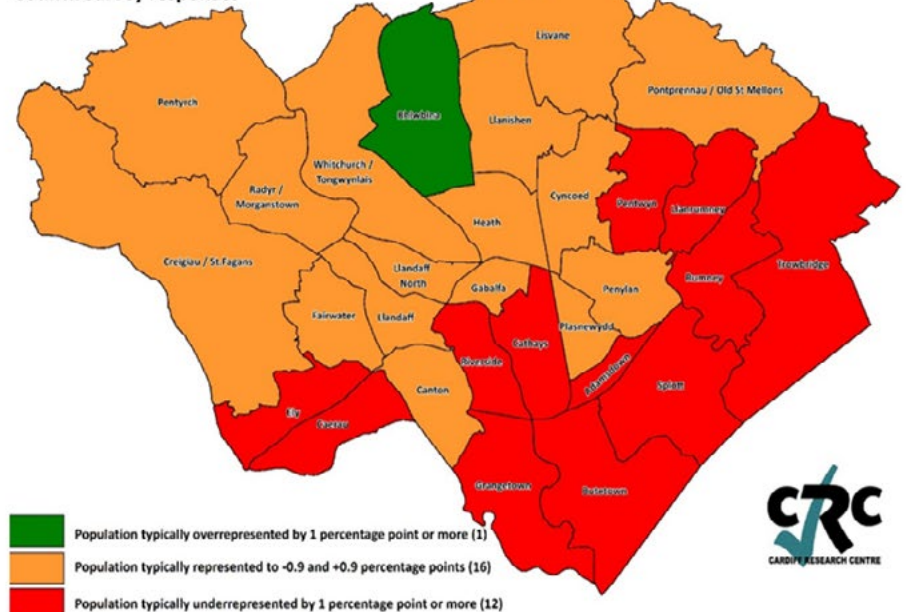


Ward Analysis

The baseline assessment of responses, where full postcode data had been provided, against the profile of Cardiff as a whole, revealed a number of wards, predominantly in the Southern Arc, were consistently under-

Ward	Under-representation
Cathays	-5.0%
Butetown	-1.8%
Adamsdown	-1.6%
Ely	-1.6%
Caerau	-1.3%
Grangetown	-1.3%
Llanrumney	-1.1%
Trowbridge	-1.0%

Wards Over / Under represented (on average) in Council survey responses



¹Spatial analysis relies on the provision of a full postcode, which a notable proportion of respondents choose not to provide.

Driving Improvement

To understand how consultation and engagement could be improved, the Council engaged extensively with a wide range of stakeholders. A stakeholder mapping exercise was undertaken to identify the community groups, community champions and organisations which could help understand and identify barriers, and improve participation rates for the identified groups. Over 25 hours of engagement was undertaken to understand how the Council can better reach out to groups who historically have not engaged in consultations.

Officers engaged with key stakeholders that were identified through the mapping exercise, through various methods - such as virtual meetings, emails and calls - to discuss key issues and barriers to engagement for groups highlighted in the benchmark analysis. Key stakeholders included:

- [Local Ward Councillors](#)
- Community Organisations
- Representative Bodies
- [Employee Networks](#)
- [Policy Review & Performance Scrutiny Committee](#)

The insight and recommendations of the stakeholders helped shape the action plan and are included below.



Cardiff Council Participation Strategy 2023-27: Consultation & Engagement Action Plan

Ensuring Ongoing Engagement with the Public		
Action	Delivery Date	Lead Service Area
Undertake Ask Cardiff - a major citizen survey focused on satisfaction with Cardiff, local communities and public services - on an annual basis.	Annual	Cardiff Research Centre
Consult annually on the Council's Budget priorities.	Annual	
Undertake the Child Friendly Cardiff survey with all school children in the city every two years.	Bi-annual	

Improving Corporate Practice		
Action	Delivery Date	Lead Service Area
Ensure high standards of consultation and engagement across all service areas by: <ul style="list-style-type: none"> - Publishing advice and guidance which sets out the requirements of good consultation practice - Developing a Consultation Log that details all consultation and engagement activity - Creating a staff engagement network to provide advice and guidance and share best practice 	March 2024	Cardiff Research Centre
Improve consultation feedback with respondents and the wider public by: <ul style="list-style-type: none"> - Developing a new design template and brand for the Cardiff Research Centre, focused on improving the presentation of information - Providing guidance on how to communicate the impact of consultation to service areas - Producing a regular consultation feedback newsletter which details the results and impact of recent consultations 	December 2023	
Review and improve the use of citizen voice in the Council's Planning and Performance Framework by: <ul style="list-style-type: none"> - Reviewing survey and engagement data collected by service areas - Embedding 'Citizen Voice' in Directorate Delivery Plans by working with Directorates to identify the most important sources of information relating to the views of residents and service users - Publishing, alongside the Annual Well-being Report, an annual Citizen Voice report by Well-being Objective 	December 2023	
Further develop the Council's consultation and engagement infrastructure by: <ul style="list-style-type: none"> - Identifying all appropriate Council and partner buildings/services where surveys can be promoted - Developing a Consultation Directory, where all organisations, charities or venues wishing to promote Council surveys can register their interest - Drafting a script to support appropriate frontline staff to promote surveys 	November 2023	
Improve the promotion of survey results and enhance the impact of survey intelligence by: <ul style="list-style-type: none"> - Considering how relevant findings can be shared with local stakeholders - Using interactive dashboards to improve the presentation of survey results - Promoting 'good news' stories from actions taken following key surveys 	March 2024	

Improving Engagement with Under-represented Wards		
Action	Delivery Date	Lead Service Area
Improve engagement rates by ward, with a particular focus on wards with a typically low response rate, by: <ul style="list-style-type: none"> - Supporting Local Ward Councillors to promote engagement opportunities within their ward - Increasing the use of face-to-face engagement to supplement survey work with under-represented groups - Encouraging residents to provide their postcode when responding to surveys and continuing to use geotargeting to reach respondents in certain parts of the city - Further developing reach into local online community groups 	November 2023	Cardiff Research Centre
Enhance local community engagement on all major regeneration projects.	December 2024	
Improve engagement with Council tenants by diversifying methods of engagement, such as posting hard copies of surveys directly to tenants.	July 2024	
Explore options to recruit volunteers to promote surveys with certain groups in parts of the city.	January 2024	

Improving Engagement with Older People (75+)		
Action	Delivery Date	Lead Service Area
Distribute hard copies of surveys to care homes and day centres.	October 2023	Cardiff Research Centre
Promote participation in the Cardiff Citizens' Panel with those over 75.	October 2023	
Use Community Hubs and community groups to promote participation amongst older people.	October 2023	

Improving Engagement with Children and Young People		
Action	Delivery Date	Lead Service Area
Commit to undertaking the Child Friendly City Survey on a bi-annual basis.	2025, date TBC	Cardiff Research Centre
Develop, where appropriate, child-friendly versions of consultations and surveys.	October 2023	
Establish a new Cardiff Youth Citizen Panel to respond to major Council surveys.	October 2022	
Explore, with Cardiff's Universities and Student Unions, options for improving engagement with students.	October 2023	



Improving Engagement with Minority Ethnic Groups		
Action	Delivery Date	Lead Service Area
Work with the Council's Black, Asian & Minority Ethnic Staff Network, as well as external organisations, including Cardiff Third Sector Council (C3SC), Diverse Cymru, Race Equality First and Women Connect First, to promote surveys and feedback results.	March 2024	Cardiff Research Centre
Increase the use of face-to-face engagement and group engagement to supplement survey work, for example, the Women Connect First Wales World Café.	December 2023	
Where appropriate, publish Council consultations in community languages, beginning with Arabic, Polish and Bengali, and work with community groups and leaders to promote them.	October 2023	

Improving Engagement with People who Identify as Disabled		
Action	Delivery Date	Lead Service Area
Review how software and technology could improve access for, and engagement with, disabled people, such as the provision of digital surveys compatible with screen readers or provision of BSL.	September 2024	Cardiff Research Centre
Rebrand Cardiff Research Centre reports to ensure that the colour scheme supports accessibility.	October 2023	
Continue to ensure the Council provides accessible versions of documents e.g Easy Read, Braille, compatibility with screen reader.	September 2023	
Continue to ensure that all consultation and engagement material is plain language.	September 2023	
Continue to ensure that the Council fully considers the accessibility of engagement venues, events and materials, including the need for BSL, Easy Read, Braille and Audio Loop etc as well as the physical accessibility of venues.	September 2023	
Identify barriers and promote opportunities by engaging with representative and advocacy groups, including the Council's Disability Network and Access Equality Group, and partner organisations.	October 2023	



Participation Strategy Part Two:

Promoting Participation in the Democratic Process

Participation Strategy Part Two: Promoting Participation in the Democratic Process

Part Two of the Participation Strategy focuses on promoting participation in the democratic process to help ensure everyone feels confident and empowered to take part.

It sets out the arrangements the Council currently has in place to support public participation and the involvement of key stakeholder groups. The Council's baseline assessment identified opportunities to improve public awareness of its the Council's existing democratic participation arrangements and the strategy sets out appropriate improvement actions.



Cardiff Councillors Demographic Profile

Following the Local Government Elections in 2022, Elected Members completed a Diversity Survey with the results summarised below.

- **Age**

There is a lower proportion (78%) of Elected Members who are within the working age range, i.e. aged 16-65 years old which compares to 83.3% (of those aged 16+) identified in the census data in this age range. There was a 10% reduction in the number of Elected Members over 65 years old.

- **Disability**

The majority of Elected Members (83%) identified that they are not disabled which compares to 78.5% of residents aged 16+ in Cardiff in the census. A lower proportion (17%) of Elected Members do identify as disabled.

- **Ethnicity**

Although more than three-quarters of Elected Members (78%) are from a white British background, 16% identified as being from a minority ethnic background group. This compares to the 18.6% (of those aged 16+) who belong to a minority ethnic background identified by the 2021 Census for Cardiff.

- **Gender identity**

This was not fully explored during the Elected Member surveys, however subsequent surveys will include gender identity questions.

- **Marriage and civil partnership**

More than half of the current Elected Members (58%) are married. The survey also identified an increase to 14% of Elected Members who are co-habiting or living together with their partner. There is also a higher number of Elected Members who declared that they are either single (17%) or separated/divorced (9%). There is a notable difference when compared to the census data identifying that 36.8% of residents aged 16+ were married or in a civil partnership, 48.6% who have never married or registered a civil partnership and 7.8% who are divorced.

- **Religion or belief**

The survey identified an increase to 48% in the number of Elected Members who did not regard themselves as belonging to any particular religion. Of those Elected Members who identified themselves with a particular faith, the largest proportion (39%) consider themselves to have Christian beliefs. A lower proportion of Elected Members confirmed that they are Muslim (7%), Jewish (2%) with a further 2% identifying as Hindu, Sikh and other faiths. The 2021 census found slightly higher levels of residents aged 16+ with faith or religious beliefs, although lower levels of residents identifying as having no religion. (This question was voluntary in the Census, so not all residents chose to answer.)

- **Sex**

There was an increase of 10% in female Elected Members which better reflects the female population of Cardiff when compared to the 2021 Census data.



- **Sexual orientation**

When asked about their sexual orientation, the majority of Elected Members (86%) confirmed that they are 'heterosexual or straight'. Around 10% indicated that they are 'Bisexual' with a lower proportion (<3%) identifying that they were 'Gay'. The wider sexual orientation options were not included in the survey i.e pansexual, asexual, and queer.

- **Welsh language**

The majority of Elected Members consider themselves as Welsh with their first language as English. It is worth noting that this survey identified that there is a higher number and proportion of Elected Members whose first language is Welsh (10%) and other languages (9%). There are more Elected Members (46%) who have a level of Welsh language skills (basic to fluent skills) and there has been a slight reduction to 32% in the number of Elected Members not able speak any Welsh.

Current Arrangements: Areas of Strength

In developing the Participation Strategy, the Council assessed areas of good practice with regard to consultation and engagement. These include:

Promoting awareness of the functions the Council carries out for residents, businesses and visitors

The Council's Website

[Cardiff Council's website](#) provides a variety of information to:

- [Residents](#) including; housing, schools and libraries, roads and travel, recycling and waste, parks and culture, Social Services.
- [Business](#) including; planning, property, building control, environmental health, licensing and permits, tenders and commissioning, business rates and support and finance for businesses.
- [Visitors](#) including: Visit Cardiff, Outdoor Cardiff, public transport and travel advice.
- [Your Council](#) including: Council funding, Strategies Plans and Policies, comments, complaints and compliments, and a section for the public to "have your say".

Ward Councillors

Councillors are able to inform their constituents of the services and duties of the Council during their ward surgeries, in ward newsletters and at meetings with community groups.



Sharing information about how to become a Councillor (Elected Member), and what the role of Councillor involves

The Council is composed of 79 Councillors who are elected every five years. Councillors are democratically accountable to residents of their electoral ward. The overriding duty of Councillors is to the whole community, but they have a special duty to their constituents, including those who did not vote for them.

The next Local Government Elections will be held in May 2027. Information on how to stand for election can be found on the [Voting and Elections](#) webpages. Links are also available to the Welsh Local Government Association (WLGA) [“Be a Councillor. Be the Change”](#) website which provides a useful guide for prospective candidates.

Diverse Council Declaration

While Cardiff performs better than many Councils in terms of Councillor diversity, people from Black, Asian and Minority Ethnic backgrounds, women, younger people and disabled people are not yet proportionately represented in the Welsh capital’s Council chambers.

The Council approved the [Diverse Council Declaration](#) in 2022 which identified how the Council intended to:

- Broaden local democratic representation,
- Support involvement with local decision-making, and
- Support Councillors to discharge their responsibilities effectively.

This has been demonstrated by:

- Providing flexibility in Council business and activities to support Elected Members and allow them to meet their personal, professional, cultural and caring commitments and responsibilities.
- Providing a duty of care for Councillors by providing access to counselling services and by having regard for the safety and wellbeing of councillors whenever they are performing their role as councillors.
- Ensuring that all Elected Members have the opportunity to take up the allowances and salaries to which they are entitled, particularly any reimbursement for costs of care, so that all Elected Members receive fair remuneration for their work and that the role of an Elected Member is not limited to those who can afford it.
- Continuing to promote the highest standards of behaviour and conduct from Elected Members and those intending to stand for office on the Council.

Other elements of the Declaration will be integrated into the Participation Strategy Action Plan.



Role Descriptions

The Council approved the adoption of Elected Member [Role Descriptions](#) which can be used to inform the public and potential candidates of the various roles that Councillors undertake. It should be noted that these documents do not reflect any roles that Councillors may undertake in respect of their political groups or party. These role descriptions will be used as the basis for the development of Cardiff-based role descriptions that will be developed during the 2022-27 administration to better reflect the roles of Elected Members in Cardiff.

Remuneration

Councillors receive a salary which is determined annually by the [Independent Remuneration Panel for Wales \(IRPW\)](#). The Council approves the [Members' Schedule of Remuneration](#) which identifies which salaries that are payable, the requirements to claim travel and subsistence costs, contribution to costs of care and personal assistance for Councillors when they carry out their approved duties.

All payments made to Councillors are made publicly available on the Council's [Members Remuneration and Allowances](#) webpage in accordance with the IRPW's Annual report.

Standards of Conduct

Councillors must observe the provisions of the Councillors' [Code of Conduct](#) which is included in the Council's Constitution when they are undertaking their duties i.e. when attending meetings.

Providing greater access to information about decisions that have been made, or that will be made, by the Council

The Council publishes an annual [programme of meetings](#) for the forthcoming year. This programme provides the framework for Cabinet to determine, schedule and publish its [Forward Plan](#) of the decisions that are to be made in the next three months. The five [Scrutiny Committees](#) use the [Forward Plan](#) as the basis for developing their own Work Programmes which are also published on the Council's website every quarter.

Scheduled meetings will give at least three clear working days' notice of any formal meeting by electronically posting the details of the agenda items that are to be considered to the Council's website. The public are able to register on the website to [subscribe to updates](#) by committee or item of interest. This facility will then automatically send an email to the subscriber when any new information related to their preferences is published.

This information enables the public to determine if they wish to attend the meeting in person or view them by using our webcasting service. The public may be excluded from those parts of a meeting when exempt or confidential information is being discussed.



Members of the public who reside or work in the Cardiff area may ask questions of Cabinet Members or of the Chairpersons of Committees at ordinary meetings of the Council in accordance with the [Council Procedure Rules](#) in the Council's Constitution. A total of ten public questions were considered at the seven Ordinary Council meetings in 2022-23.

The Council's Petition Scheme

Petitioning is one way that individuals, community groups and organisations can participate in the democratic process, by raising issues of public concern with the Council and allowing Elected Members to consider the need for change. It is acknowledged that petitions can have positive outcomes that lead to change or inform debate. The Council's latest [Petition Scheme](#) was approved in March 2022 and petitions were submitted to each of the ordinary meetings of Council in 2022-23.

Petitions may also be submitted to a Committee and if there are over 50 signatories of the petition, the Lead Petitioner will be invited to present the Petition at the Committee meeting.

Webcast meetings

Current legislation only requires Council meetings to be broadcast. However, with the implementation of the Council's Multi-Locations Meeting Policy in May 2022, it was determined that Cabinet, Planning Committee, Scrutiny Committees, Governance & Audit Committee, and Standard & Ethics Committee meetings would also be live streamed or recorded for subsequent viewing on the Council's [Webcasting library](#) for up to 12 months.

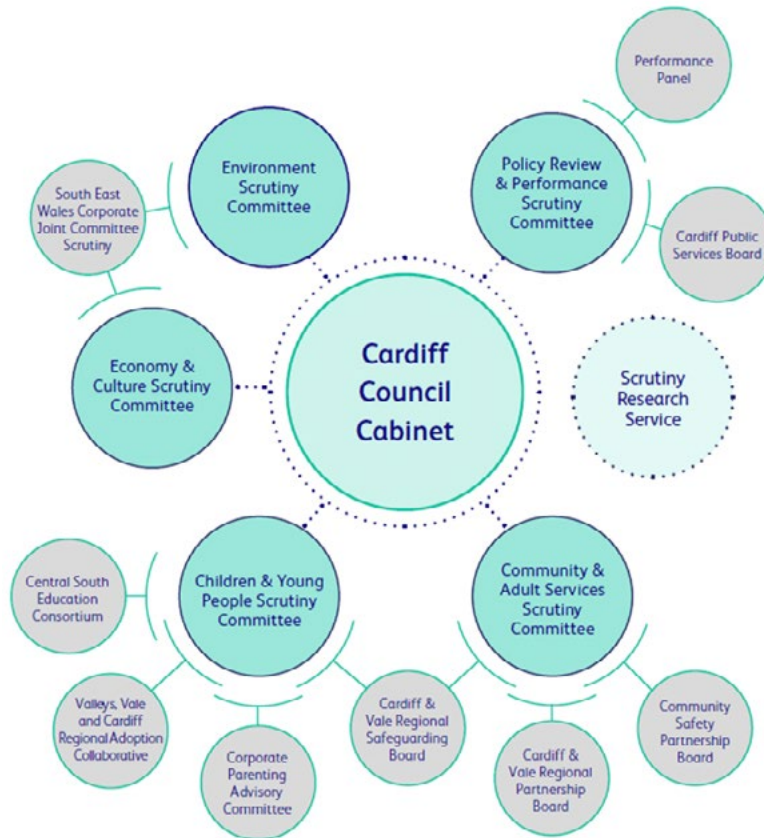
Records of Decisions

Following an open meeting the Council will make the minutes of formal Council and Committee meetings or the [record of decisions](#) taken by the Cabinet available on its website for a period of six years after a meeting.



Arrangements made, or to be made for bringing views of the public to attention of overview and scrutiny committees

Cardiff Council has five Scrutiny Committees which have responsibility for scrutinising different areas of the Council and partnership working. These committees review and scrutinise decisions and actions taken by the Council’s Cabinet in relation to the delivery of services or to improve the wellbeing of residents. They also shine a light on the effectiveness of local partnership working in which the Council plays a leading role.



Each Scrutiny Committee is made up of nine Elected Members. Additionally, the Children and Young People Scrutiny Committee has four co-opted members, comprising two parent governor representatives, a Roman Catholic representative, and a Church in Wales representative. The Economy and Culture, Environmental and the Children and Young People Scrutiny Committees offer a seat to a representative of the Cardiff Youth Council, enabling young voices to add their voices to the decision-making process.

Scrutiny wants to ensure their work reflects the needs of Cardiff residents. Its Work Programmes are developed to reflect the challenges faced by Council services and the public are encouraged to contact Scrutiny to share their views and highlight any concerns regarding Council policies and services that Scrutiny is examining. It is important to be aware that the Scrutiny Committees do not deal with individual queries, concerns, or complaints.



Cardiff Council is committed to encouraging greater public participation in its work. Scrutiny welcomes contributions from people who live and work in Cardiff. Sharing the views and experiences of the public enables their voice to be heard, helps to strengthen Scrutiny and improve the democratic accountability of the Council.

Scrutiny Committees, and Task and Finish Groups, regularly invite and involve internal and external subject matter experts, providing their professional views and insight into the topics being considered to support the Committee to develop its recommendations as part of the decision-making process.

Getting involved with Scrutiny

Anyone wishing to get involved with Scrutiny is able to complete and submit the '[Scrutiny Contact](#)' form, available on the Council's website. Alternatively, the completed form can be emailed to scrutinyviewpoints@cardiff.gov.uk or posted to Scrutiny Services, County Hall, Atlantic Wharf, Cardiff Bay, Cardiff, CF10 4UW.

Anyone who lives or works in Cardiff is welcome to:

- **Propose the inclusion of a topic for Scrutiny consideration.**
The proposal will be checked and evaluated using agreed criteria. The Scrutiny Committee will use the evaluation to inform their decision as to whether to include it in their Forward Work Programme. This decision is entirely at the discretion of the Scrutiny Committee and individuals will be notified of the outcome of their proposal.
- **Submit written evidence to a Scrutiny Committee on a topic they are already considering.**
The Forward Work Programme for each Scrutiny Committee shows the topics due to be considered in the next few months. However, sometimes other items emerge that require Scrutiny. The agenda for individual Scrutiny Committee meetings, showing the items being considered, are made available on the Council's website three clear days before the Committee meeting is held.

Written evidence must be submitted by **4pm two working days** before the relevant Scrutiny Committee meeting. *(For example, if the Scrutiny Committee meeting falls on a Monday, written evidence should be received by 4pm on the preceding Thursday. If the Scrutiny Committee meeting falls on a Wednesday, written evidence should be received by 4pm on the Monday.)*

Written evidence will be evaluated using appropriate criteria and the Scrutiny Committee Chair will use this evaluation to inform their decision as to whether to allow the submission of written evidence. The individual will be notified if the evidence has been accepted or provided with clear reasons why it has not.

- **Speak to a Scrutiny Committee on a topic they are already considering.**
A member of the public is able to submit a contact form to request to speak to a Scrutiny Committee on an item they are considering. The form must be received by **4pm two working days** before the relevant Scrutiny Committee meeting. *(For example, if the Scrutiny Committee meeting falls on a Monday, the form should be received by 4pm on the preceding Thursday. If the Scrutiny Committee meeting falls on a Wednesday, the form should be received by 4pm on the Monday.)*



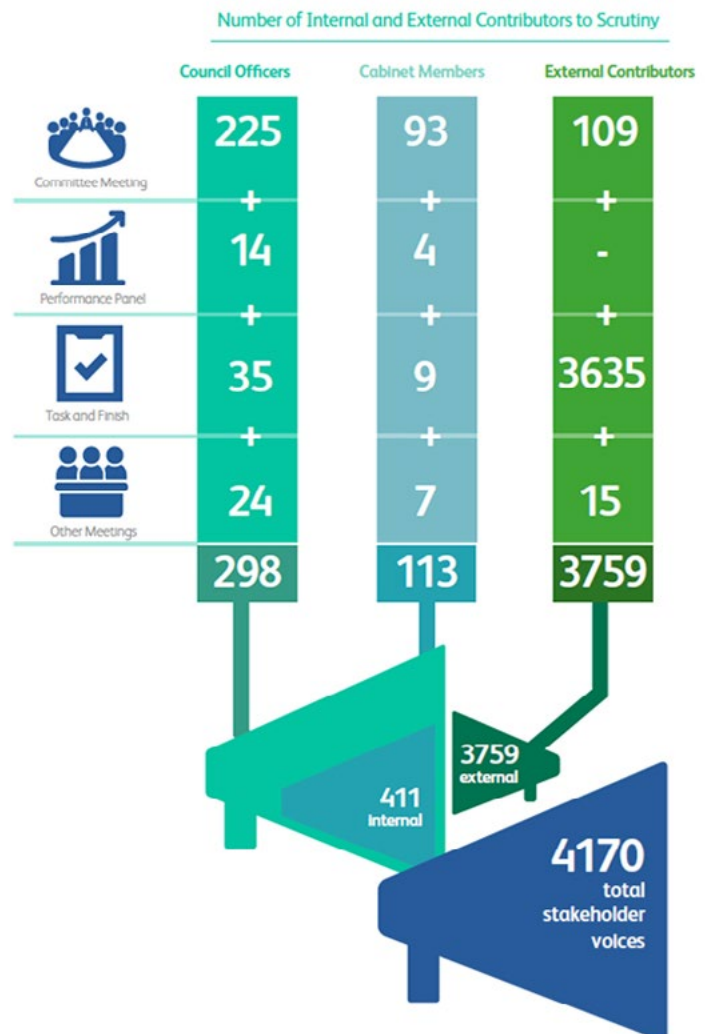
Research and Engagement with Scrutiny

Scrutiny in Council has a dedicated research service that provides original, robust, independent information and evidence to support an effective and impartial Scrutiny function. This often involves the systematic collection and analysis of information and evidence on service users’, stakeholders’ and residents’ perspectives on the impact and effectiveness of current service delivery or proposed policies and strategies. This brings Scrutiny and the Council new information not previously available for consideration in service or operational reviews, policy development and democratic debate.

Research is usually undertaken on topics being considered in detail as part of a Scrutiny Committee meeting and their “Task and Finish Inquiry” work. The engagement and research undertaken for Scrutiny can involve a range of quantitative or qualitative methodologies and/or document reviews including:

- Surveys of residents and service users;
- Focus groups, workshops and case studies and in-depth key informant interviews of service users and stakeholder experience;
- Benchmarking analysis and best practice review;
- Document and literature-based evidence reviews.

The latest [Scrutiny Annual Report 2022-23](#) identifies a significant increase in the level of external contributors from the 386 contributors identified in the previous year’s Scrutiny Annual Report. There were 3,759 external contributors to Scrutiny in 2022-23. This included individuals and stakeholders completing surveys or sharing their views on a range of topics including the Shaping Cardiff’s Post Pandemic Economic Recovery. Individuals also attended Scrutiny Committee meetings to provide their views on the Recycling Strategy and street homelessness with 20 submissions from the public being received via Scrutiny Viewpoints email address. Engagement work has continued with the recent call for evidence request relating to the Replacement Local Development Plan (RLDP).



Promoting awareness of the benefits of using social media to communicate with residents to Councillors

The Council's corporate social media accounts on Facebook, Instagram and Twitter are supported by officers. Individual Councillors are not provided with social media accounts. However, some Councillors have their own personal social media accounts which they use to communicate with their communities.

The Welsh Local Government Association has provided guidance for Councillors along with some tips and advice in terms of handling online abuse. www.wlga.wales/social-media-and-online-abuse

To address some of the concerns of Councillors when using social media, the Council approved the [Members' Social Media Code of Principles](#) which is included in the Council's Constitution.

Identifying Areas of Improvement

To inform the development of the Participation Strategy and identify areas of improvement, a baseline assessment was undertaken. This included an assessment of core processes, a benchmark analysis of respondents to identify understand barriers to engagement and to co-develop new proposals.

Driving Improvement

To understand how consultation and engagement could be improved, Democratic Services engaged with a wide range of stakeholders. Officers engaged through various methods e.g. virtual, in-person meetings. Key stakeholders included:

- [Councillors](#)
- Diverse 50/50 Campaign including:
 - [Womens Equalities Network Wales](#),
 - [Electoral Reform Society Cymru](#),
 - [Race Council Cymru](#), and
 - [EYST Wales \(Ethnic Youth Support Team\)](#).
- [Cardiff Youth Council](#)
- [Youth Parliament Wales](#)
- [Democratic Services Committee](#)
- [Policy Review & Performance Scrutiny Committee](#)



Improving Awareness

Democracy Portal

The Council's website provides a wide range of information which supports public awareness of information about the Council. The development of a "Democracy portal" would provide a focal point for information specifically relating to the democratic process. The portal would include a series of interactive features, such as videos and easy read documents, to enhance public awareness.

Democratic videos are being developed which would be made available on the portal and provide information on: What the Council can do for you, The importance of diversity in democracy, Making the difference as a councillor, and the support provided for Councillors.

Support for Disabled Candidates Standing for Office

The Welsh Government has approved funding for a pilot scheme to fund reasonable adjustments and support for disabled candidates seeking election to the Local Government elections. Further information is available on the access to elected office and may be viewed at <https://www.disabilitywales.org/projects/access-to-elected-office-fund-wales/>.



Promotion of Democratic Activities

Although a significant amount of information to support the democratic processes in Cardiff is available, the level of awareness of residents in the city about this information is limited. The information available to support participation in the democratic process will be promoted through development of a “Democracy Communication Plan”. Promoting the role of the Council’s scrutiny function could also improve the current level of awareness and increase public participation, for example increasing the number accessing the “Getting Involved with Scrutiny” online contact form.

Use of Social Media

The Council has a large and well established corporate social media footprint. This strategy seeks to identify new opportunities to promote democratic activities and events. For this reason, opportunities to enhance and promote participation in the democratic process will be progressed through more focussed social media presence.

This would supplement the intention to support Councillors with social media and general media training which would provide technical support for the use of social media and address any practical concerns for using social media to engage with constituents. Wider media training would enhance the confidence of Councillors when engaging with the media and in a public forum.

Improving Engagement

Mentoring and Shadowing

The Council has previously provided mentoring opportunities with organisations including EYST. Following the provision of appropriate training for Councillors it is planned to develop the opportunities to enhance this type of engagement to support mentoring and shadowing programmes with stakeholders and partners including Youth Council and Youth Parliament.

Engagement with under-represented groups and communities

Electoral Services will continue to deliver its Registration and Engagement Plan which will utilise the recently appointed Public Awareness Officer working with a range of stakeholders.

Engagement campaigns include providing a Democracy Ambassador Programme to primary and secondary schools thus supporting the Curriculum for Wales 2022. The programme includes working with other stakeholders to deliver a range of information and workshops with an intent to further involve Councillors to support political literacy within the curriculum.



Electoral Services will improve the engagement with under-represented groups and diverse community groups. Campaigns will be tailored to each group with the Public Awareness Officer identifying suitable support organisations to provide the right level of support and guidance.

Further work is ongoing to progress accessibility for electoral registration and elections, which includes improvements to digital delivery, information in multiple languages and easy to read guidance.

The insight and recommendations of the stakeholders helped shape the action plan.



Cardiff Council Participation Strategy 2023-27: Promoting Participation in the Democratic Process Action Plan

Improving Awareness		
Action	Delivery Date	Lead Service Area
We will:		
Consider the creation of Democracy social media accounts on appropriate social media platforms.	March 2024	Democratic Services
Develop and publish a Guide to the Constitution of Cardiff Council.	March 2024	
Develop an interactive “Democracy Portal” to provide a focal point for information to support the democratic processes to enhance awareness and engagement.	March 2024	
Develop a “Democracy” Communication Plan to promote the information and opportunities that are available to inform the democratic processes.	March 2024	
Provide “Democracy” videos which would be made available on the Portal and provide information on: <ul style="list-style-type: none"> • Councils in Wales and their differences • The importance of diversity in democracy • Being a Councillor – supporting you to meet the challenge • What the Council can do for you and your local community • Making the difference as a Councillor 	March 2024	
Develop decision-making flow charts to explain the decision-making process of the Council and enhance public awareness.	December 2025	
Develop the use of easy read documents to be made available on the Democracy Portal to enhance public understanding.	December 2025	
Develop Democracy “pathway” documents to inform the Youth Council and other groups who wish to stand for office as a Councillor.	March 2026	
Raise awareness through the use of the “Democracy Portal” and social media facilities to enhance the process for engaging with Scrutiny and informing the Council’s decision-making and policies.	December 2026	
Raise awareness through the use of the Portal and social media facilities of the Council’s Petition Scheme.	December 2026	
Raise awareness of the support for disabled candidates standing for office.	December 2026	



Improving Engagement		
Action	Delivery Date	Lead Service Area
We will:		
Provide mentoring and shadowing training for Councillors.	December 2024	Democratic Services
Provide Councillors with social media and general media training to encourage them to use these facilities to inform and engage with their constituents.	December 2024	
Liaise with stakeholders to identify and deliver opportunities for mentoring and shadowing Councillors in their role. Stakeholders to include: <ul style="list-style-type: none"> • Womens Equalities Network Wales • Electoral Reform Society Cymru • Race Council Cymru • EYST Wales (Ethnic Youth Support Team) • Cardiff Youth Council • Youth Parliament Wales 	March 2025	
Liaise with stakeholders to identify measures to assist those residents with protected characteristics to stand for office.	March 2026	

Engagement with Diverse Communities		
Action	Delivery Date	Lead Service Area
We will:		
Provide primary and secondary schools in Cardiff with a Democracy Ambassador Programme to support the Curriculum for Wales 2022.	Annual – each academic year	Electoral Services
Identify under-represented groups and diverse communities and tailor electoral registration (throughout the year and annual canvass) and voter participation campaigns (election time).	Annually during the canvass prior to elections	
Develop accessible information and guidance for electors.	January 2027	

Diverse Council Declaration		
Action	Delivery Date	Lead Service Area
We will:		
Review the Council Schedule of Remuneration processes and documentation to ensure ease of use.	March 2024	Democratic Services
Identify opportunities to demonstrate high standards of support and development for our Elected Members .	March 2025	
Enhance awareness and understanding of the role and functions of local Councillors and the Council.	December 2025	
Seek support from all Elected Members and political groups on the Council to work with local party associations to encourage recruitment of candidates from under-represented groups.	March 2026	
Encourage and enable people from under-represented groups to stand for office.	March 2027	



Guide to the Constitution Of Cardiff Council

Produced pursuant to section 45 of the
Local Government and Elections (Wales) Act 2021

Introduction

The constitution

The Council is made up of different individuals and bodies, who work together to deliver the Council's functions. The Council's constitution describes the different people and bodies that make up the Council, their functions, and the procedure rules that govern how those bodies work together to deliver services.

It is intended to: -

- enable the Council to make decisions efficiently and effectively;
- support you to participate in decisions that affect you;
- help Councillors to represent their constituents more effectively; and
- enable you to hold the Council to account.

One of the main aims of the constitution is to set out clearly what you can expect from the Council, and what you can do if your expectations are not met.

This guide

This guide is designed to help you to understand how the Council works to deliver services in your area. It provides an overview of the Council's constitution and explains key sections of the constitution in clear and simple language.

It may also be of use to those organisations that work with the Council to deliver services in the Council's area.

The first part of this guide explains why the constitution is important and how it is reviewed and updated.

It aims to answer questions such as: -

- *Why does the Council have a constitution?* p.5
- *How can I get a copy of the constitution?* p.5
- *Who is responsible for keeping the constitution up to date?* p.5

The second part of this guide explains how the Council is structured. It describes the Council's democratic bodies as well as how decisions are made and by whom.

It explains the functions of the Council, its Cabinet and its committees, and which body of the Council is responsible for particular policies and decisions.

It aims to answer questions such as: -

- *What does my local Councillor do?* p.8
- *What does the Council do?* p.10
- *What happens at Council meetings?* p.11
- *How does the Council make decisions?* p.11
- *How can I find out what the Council decided about an issue that affects me?* p.12
- *What does the Cabinet do?* p.14
- *How does the Cabinet make decisions?* p.14
- *What do the Council's committees do?* p.16
- *Who is responsible for governance, audit and risk management?* p.16
- *Who is responsible for upholding local democracy?* p.16
- *What does the licensing committee do?* p.17
- *What does the planning committee do?* p.17
- *How are decisions scrutinised?* p.18
- *Who is responsible for upholding standards and holding Councillors to account for their conduct?* p.18

The third part of this guide explains the roles and responsibilities of elected members and paid officers of the Council. It describes the jobs they do, and how they work together to deliver the Council's functions and priorities. It also explains the codes of conduct that govern councillors' and officers' conduct and the standards of behaviour that you can expect from them.

It aims to answer questions such as: -

- *What does the Lord Mayor and Chair of Council do?* p.23
- *What does the Leader do?* p.25

- *What happens if the Leader is unable to perform their duties?* p.25
- *My Councillor is a member of the Cabinet, what does this mean?* p.26
- *How are members of the Cabinet supported?* p.26
- *What does the Chief Executive do?* p.27
- *What responsibilities does the Monitoring Officer have?* p.27
- *Who is responsible for ensuring that the Council's democratic policies and procedures are complied with?* p.27
- *How should Councillors behave?* p.29
- *How should Officers behave?* p.31
- *Are there any special requirements when Councillors or Officers decide planning applications?* p.31
- *How can I complain about the behaviour of a Councillor?* p.32
- *How do I report concerns about the conduct of a paid Officer of the Council?* p.33

The fourth part of this guide provides a summary of the key policies and procedures that govern how the Council carries out certain functions.

It aims to answer questions such as: -

- *Where can I find the Council's key plans and strategies?* p.34
- *How is the Council's policy framework decided?* p.34
- *How does the Council set its budget?* p.35
- *Can decisions be taken that do not comply with the budget or policy framework?* p.35
- *Can money be moved from one budget head to another once the budget has been adopted?* p.36
- *What other policies and procedures govern how the Council manages its budget?* p.36
- *Are there any restrictions on how the Council buys in goods and services?* p.36

- *How does the Council enter into contracts and agreements?* p.37

The final part of this guide explains how you can engage with, and get involved in, your Council and local democracy. It explains how your councillors are elected, how you can contact your councillor, raise questions and speak at meetings, and how you can use petitions to raise issues that are important to you with the Council.

It aims to answer questions such as: -

- *How can I find out when meetings of the Council and its committees and bodies are taking place?* p.38
- *How can I find out what will be discussed at a particular meeting?* p.38
- *How can I find out when an issue I am concerned about will be decided?* p.38
- *Can I ask a committee or body of the Council to look into a particular issue?* p.39
- *Can I attend meetings of the Full Council?* p.39
- *Can I attend other meetings?* p.40
- *Can I speak at a meeting?* p.40
- *Can I ask a question at a meeting?* p.40
- *How can I find out what the Council decided?* p.41
- *Can I view the Council's accounts to understand how my council tax is spent?* p.41

Signposts to the most relevant sections of the constitution and to additional resources available on the Council's website are provided throughout this guide to enable you to read more on a particular topic if you wish.

There is also a detailed index on the last page of this guide to allow you to quickly look up specific topics and issues of interest to you.

If there is anything in this guide which is unclear, or anything is missing, please let us know so we can improve it.

You can get in touch by emailing [Democratic Services](#) who will direct your query as necessary


Part 1 The constitution

The constitution governs the way in which the Council, Councillors and officers working at the Council work together to deliver the Council's functions. It ensures that everyone at the Council acts lawfully, fairly and appropriately and that the Council's functions are performed properly and effectively.

 Article 1.3 of the constitution explains the purpose of the constitution.

You can obtain a copy of the constitution from the Council's offices and view it on the Council's website. A copy of the constitution must also be provided to each Councillor when they are elected to the Council.

 You can access the [Council's constitution](#) on the Council's website


 Article 15.3 of the constitution explains where, when and how the constitution must be published.

The Monitoring Officer is responsible for maintaining and reviewing the constitution. The Monitoring Officer is also responsible for deciding how the constitution should be understood and applied. You can read more about the Monitoring Officer's role in Part 4 of this guide.

The Full Council is responsible for agreeing the constitution. The Council has set up a Constitution Committee to review and recommend any changes to the Constitution. The Constitution Committee can make some constitution changes on behalf of the Council, but most changes to the constitution are recommended to the Full Council for approval.

The Monitoring Officer may also make minor changes to the constitution. For example, where there is a change in the law that affects the constitution, or where a minor change is needed to clarify a provision in the constitution that is unclear.

Article 14 of the constitution explain how the constitution is agreed and how it can be changed.

 Appendix 2 to Part 3 of the constitution sets out the constitution changes which can be made by the Constitution Committee

The constitution also governs how meetings of the Council and its committees should be conducted. The person chairing a meeting will be responsible for ensuring that the constitution is followed during that meeting.



Key words and phrases are defined and explained in Article 15.2 of the constitution.

Part 2 The Council's democratic structures

The Council is made up of Councillors who are elected every five years to represent people living in different parts of the Council's area (referred to in the constitution as 'electoral divisions' or 'wards').

Councillors are responsible for everyone living in the Council's area, but they have a special duty to people living in their ward.



Article 2 of the constitution provides an overview of how individual Councillors work together as the Council.

All Councillors meet together regularly as the Full Council. The Full Council is responsible for setting the Council's budget, policy priorities and overall policy framework.

At the start of every year, the Full Council will elect one Councillor as Lord Mayor. The Lord Mayor is responsible for chairing meetings of the Full Council and ensuring that decisions are taken properly and in accordance with the rules. The Lord Mayor is also a civic position and is responsible for carrying out certain ceremonial functions.

You can read more about these roles in Part 3 of this guide.

The Council appoints a small number of individual councillors, usually from the majority political party, to the Cabinet. Members of the Cabinet are responsible for specific policy areas, commonly referred to as portfolios. [Cabinet members' portfolios](#) are not included in the constitution because they may change from time to time, but portfolios are shown on the Council's website.

The Cabinet meets regularly to take collective decisions on those aspects of the Council's work which the Cabinet is responsible for.

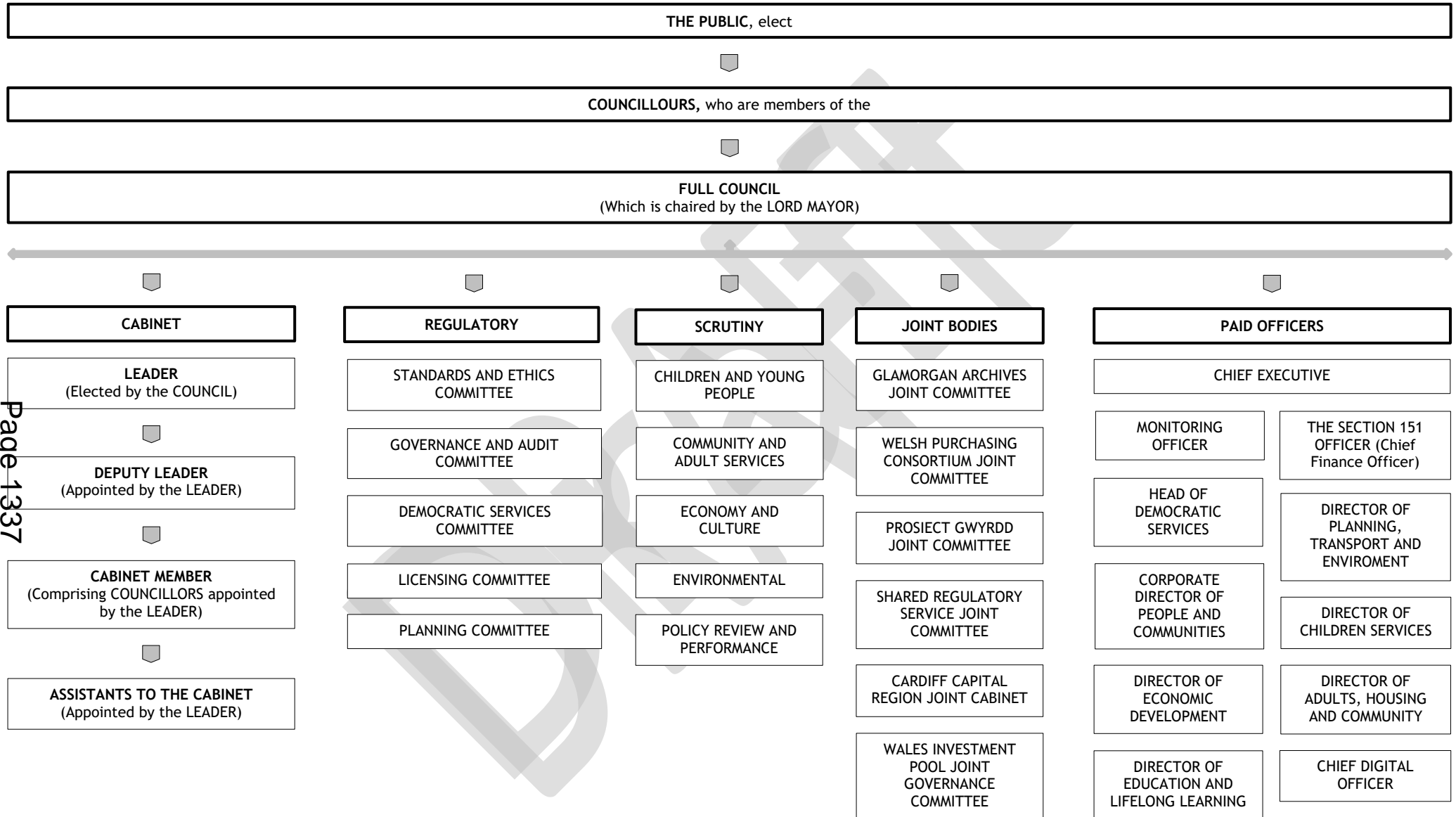
Some of the Council's functions are carried out by committees. Committees are small groups of Councillors that meet together to carry out certain of the Council's regulatory and scrutiny functions. Committees have a number of members from each political group, in the same proportion as the number of councillors from each political group on the Council overall (referred to as 'political balance' or 'political proportionality'), unless everyone agrees otherwise.

The Council may engage such paid staff (referred to as officers) as it considers necessary. The Cabinet, Full Council and committees may delegate functions to officers. Further information on delegations can be found in the [officers' scheme of delegations](#)

You can read more about all of these structures in the following sections of this Part of the guide.

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Structure Chart



Councillors

Councillors are elected by the people living in a particular ward to represent them on the Council. However, Councillors are also accountable to the wider community and must act in the best interests of everyone living in the Council's area.

If you want to raise an issue with the Council and are not sure who to contact, you may wish to contact your Councillor to ask for help.



You can find out who [your local Councillor](#) is and their contact details on the Council's website

All Councillors are members of the Full Council, and they may also be members of one or more of the Council's members bodies (such as the Cabinet or a committee). Where Councillors act as a member of a particular Council body, they are referred to in the constitution as 'Members'.



This is explained more fully in the list of definitions in Article 15.2 of the constitution.

Councillors have certain rights that are set out in the constitution, which enable them to raise issues and make representations on your behalf.

For example, Councillors may: -

- see any information which they need in order to fulfil their role as a member of the Council;
- attend any meeting of the Council, its committees or the Cabinet;
- speak at any meeting of any Council body which they are a member of;
- with the permission of the chair, speak at any meeting of any Council body (even if they are not a member of that body);
- talk to the Leader, or members of the Cabinet or Council officers about any aspect of Council business; and
- raise complaints.



Councillors' rights and duties are set out in Article 2 of the constitution.



Councillors' rights to information are set out in Rule 18 of the Access to Information Procedure Rules and the Protocol on Members' Rights of Access to Information and Documents.

Councillors may also raise questions at meetings of the Full Council and the Council's committees and sub-committees, submit motions to the Full Council and call-in decisions.



The rules surrounding how these rights are exercised are set out in the procedure rules for each type of meeting: Council Meeting Procedure Rules; Committee Meeting Procedure Rules; Planning Committee Procedure Rules; and Scrutiny Procedure Rules.

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Full Council



Article 4 of the constitution governs the Full Council.

What does the Full Council do?

The law requires that certain important decisions are taken by all Councillors meeting together as the Full Council. These are referred to in the constitution as functions of the Full Council. The Council may decide that other non-executive functions should be carried out by the Full Council too. These are referred to in the constitution as local choice functions because the Council has a choice about which person or body should carry them out.



Part 3 of the constitution explains the different types of functions that are carried out by the Council and which part of the Council is responsible for carrying them out.

The Full Council is responsible for, amongst other things: -

- agreeing the constitution, and any changes to the constitution;
- setting the Council's budget;
- agreeing the Council's Corporate Plan (which explains how the Council will deliver its legal duties in areas such as health and social care, children and young people and community safety);
- agreeing key plans and strategies (referred to in the constitution as the 'policy framework');
- electing the Leader and the Lord Mayor; and
- appointing the Chief Executive and other Chief Officers.




The functions of the Full Council are listed in Article 4.1 of the constitution.


Meetings of the Full Council are chaired by the Lord Mayor, who is responsible for ensuring that meetings are conducted in accordance with the constitution and that decisions are made properly, fairly and lawfully.

You can read more about the role of the Lord Mayor in Part 3 of this guide.


What happens at meetings of the Full Council?

-  The different types of full Council meetings, how they are called, the issues they decide and the rules for how meetings are run are set out in the Council Meeting Procedure Rules found in Part 4 of the constitution.


The Full Council will meet at the start of each financial year to elect Councillors to particular positions on the Council, to appoint Councillors to outside bodies and to establish committees and working groups to carry out the Council's business during the year. This is known as the annual meeting.

-  The timing of the annual meeting and the issues to be decided at that meeting are described in Rule 2 of the Council Meeting Procedure Rules in the constitution.

At the annual meeting, the Council will also decide how often all Councillors should meet together as the Full Council. These regular meetings of the Full Council are known as ordinary meetings.

-  Ordinary meetings will deal with the business set out in Rule 3 of the Council Meeting Procedure Rules in the constitution.


In some circumstances, it may be necessary for the Full Council to meet before its next scheduled meeting to discuss an issue that is particularly urgent or important. This is known as an extraordinary meeting of the Council.

-  The process by which an extraordinary meeting may be called and the issues that may be discussed there are set out in Rule 4 of the Council Meeting Procedure Rules of the constitution.

The full Council decides the dates for its programme of meetings for each year at the annual council meeting.

The Director of Governance and Legal Services is responsible for issuing a summons for each Councillor to attend each Council meeting. He/She is also responsible for ensuring that the public are told about meetings of the Full Council, by publishing a notice in advance of each meeting. The notice must include certain information such as the date and time of the meeting, where it will be held and how you can access the meeting remotely using video conferencing.

You can read more about participating in meetings of the Council in part 4 of this guide.

-  Rules 5 and 6 of the Council Meeting Procedure Rules govern meeting arrangements and notice requirements.

How does the Full Council make decisions?

Meetings of the Full Council are carried out in accordance with an agreed set of rules that are designed to ensure that debates are conducted fairly and efficiently, and that every Councillor has the ability to raise questions and to make comments on the public's behalf.



The rules and procedures for the conduct of meetings and debate are set out in Parts 2 – 4 of the Council Meeting Procedure Rules.

Decisions are made by Councillors casting votes for or against a particular decision (referred to in the constitution as a motion). Councillors may also propose amendments (changes) to a particular motion, which must then be voted on.

Usually, voting will be carried out electronically and the names of those voting for, against or abstaining from voting will be recorded electronically and entered into the minutes.

Decisions will usually require a simple majority of those present voting for a particular motion. In other words, more Councillors must vote for a motion than against it. Where a vote is tied once all Councillors have voted, the Chair (the Lord Mayor) will have a second, casting vote.

If a matter is uncontroversial and no Councillor raises any objection, the Chair may declare the motion or recommendation to be carried (agreed). However, if there are any objections, the Chair will initiate a vote. Councillors may also request that their individual vote on a particular motion is recorded in the minutes.



The Council's voting arrangements are set out in Rule 29 of the Council Meeting Procedure Rules.

Does every Councillor need to be present before a decision can be taken?

Not every Councillor needs to vote on every decision. In fact, in some circumstances it may not be appropriate for a Councillor to vote on a particular issue (for example, where they have a personal interest in a decision). You can read more about this in part three of this guide.

However, in order for the Council to make a lawful decision a minimum number of Councillors must be present at a meeting. The minimum number of Councillors that must be present at a meeting is referred to in the constitution as the quorum for that meeting.



Rule 8 of the Council Meeting Procedure Rules sets out the minimum number of Councillors that must be present so the Full Council can make a decision.

Are meetings recorded?

Full Council meetings are webcast as they take place so that members of the public not in attendance at the meeting can see and hear the proceedings. The live webcast can be viewed on the Council's website at the time of the meeting; and remains available for a period of 12 months after the meeting.

Within 7 working days after a meeting, the Council will publish on its website a note recording the names of the Councillors who attended the meeting and the decisions taken at the meeting.

A full record of each meeting is also made in the form of minutes. The minutes will be agreed by the next meeting of the Council and published on the Council's website in accordance with the Council's Access to Information Procedure Rules, for a period of 6 years after the meeting.

If you want to find out what the Council decided about an issue that affects you, you can read the minutes of the meeting where that issue was discussed.



Information on the note of decisions taken and minutes of Council meetings can be found in Rule 8 of the Access to Information Procedure Rules.




The Access to Information Procedure Rules can be found in Part 4 of the constitution.



Minutes of meetings are available on the [Council's website](#).

The Cabinet

The Cabinet is made up of the Leader and individual Councillors appointed to the Cabinet by the Leader.



-  Article 7.2 of the constitution explain the composition of the Cabinet and how Councillors are appointed to the Cabinet.

The role of Leader and any role on the Cabinet may be carried out by two or more Councillors on a job-share basis.

What does the Cabinet do?

The law classifies the functions of the Council as 'executive functions' or 'non-executive functions'. The Cabinet is responsible for carrying out the Council's executive functions. However, in practice the Cabinet cannot carry out every one of these functions, so the Council reserves responsibility for certain functions to the Cabinet and delegates responsibility for other functions to officers of the Council or to other bodies like joint committees.

The Council decides which functions to delegate to whom. This is known as the Council's Scheme of Delegations.

-  Article 7.7 of the constitution explains how the responsibility for executive functions is allocated by the Council.
-  The Council's Scheme of Delegation can be found in Part 3 of the constitution.

Meetings of the Cabinet

The Cabinet will decide when the Cabinet will meet, and for how long. The Leader will chair meetings of the Cabinet.

The constitution prescribes certain matters that must be considered at every meeting of the Cabinet. Additionally, any member of the Cabinet and certain Chief Officers may require that an item of business is added to the meeting agenda.

Meetings of the Cabinet are carried out in accordance with the Cabinet Procedure Rules in the constitution.



The Cabinet Procedure Rules, found in Part 4 of the constitution govern how meetings of the Cabinet are conducted.

How does the Cabinet make decisions?

The Cabinet is obliged to consult with stakeholders, including individual Councillors, members of the public and certain committees, before it makes certain decisions on matters that are not urgent. The type and level of consultation will depend on the matter being decided. The outcomes of the consultation will be carefully considered to inform the Cabinet decision.



These consultation requirements are explained in Rule 2.4 of the Cabinet Procedure Rules.

All Cabinet decisions are published in the Cabinet Decision Register on the Council's website.



Rule 13 of the Access to Information Procedure Rules sets out the requirements for the Cabinet's record of decisions.



You can view the [Cabinet's Decision Register](#) on the Council's website here

You can read the minutes of meetings of the [Cabinet](#) on the Council's website

Why does the Council have committees and what do they do?

The law requires the Council to establish committees for the purpose of carrying out certain legal functions of the Council. The Council establishes its Committees and appoints Committee members and Chairs for the year at the annual council meeting.

A list of the regulatory and other committees established by the Council is set out in Article 8 of the Constitution.



The functions of each committee are set out in the committees' approved terms of reference in Appendix 2 to Part 3 of the constitution.

The rules and procedures for the conduct of committee meetings are set out in the [Committee Meeting Procedure Rules](#)

The Council may also decide to establish other committees and working groups for the purpose of assisting the Council to conduct its business efficiently and effectively.

What do the Council's regulatory committees do?

Standards and Ethics Committee

The Standards and Ethics Committee is responsible for promoting high standards of conduct by Councillors of Cardiff Council and Community Councils in Cardiff, including by advising and training Councillors on the Members' Code of Conduct and advising the Council on changes to that Code.

The Monitoring Officer is the senior officer responsible for advising and supporting the Standards and Ethics Committee.



The functions of the Standards and Ethics Committee are set out in the committee's approved terms of reference in Appendix 2 to Part 3 of the constitution.

The Standards and Ethics Committee is also responsible for considering complaints of alleged breaches of the Members' Code of Conduct. Complaints may be referred to the Committee by the Public Services Ombudsman for Wales or by the Monitoring Officer under the Local Resolution Protocol adopted by Cardiff Council for dealing with lower level complaints made by Cardiff Councillors about the behaviour of other Councillors. A Hearings Panel may be established, made up from members of the Standards and Ethics Committee, to determine conduct complaints referred to the Committee. The Committee has adopted procedures for dealing with any matters referred to the Hearings Panel.

The Standards and Ethics Committee comprises a mixture of Councillors and independent members (who cannot be members or paid officers of the Council or related to members or paid officers of the Council) and includes one community councillor.

The Committee includes one Councillor from each of the 3 largest political groups represented on the Council and seeks to operate in a politically neutral manner, guided by shared ethical principles.

You can read more about the Standards Committee in Article 9 of the constitution.



Meeting agendas, reports and minutes of the [Standards and Ethics Committee](#) are published on the Council's website.

Governance and Audit Committee

The Governance and Audit Committee advises the Full Council, the Cabinet and their respective committees and members on matters relating to good governance, financial oversight, risk management and complaints.

The Governance and Audit Committee monitors the effectiveness of the Council's rules and procedures for ensuring that the Council acts lawfully, responsibly and that it is accountable to the public (referred to in the constitution as the Council's governance systems and internal controls). The committee is also responsible for ensuring that the Council's decisions and finances are audited in accordance with agreed procedures.

The Governance and Audit Committee comprises a mixture of Councillors and lay members (who are not members of the Council). Councillors are appointed to the Committee in accordance with the political balance rules (which ensure that the political make-up of the committee reflects the political make-up of the Council).



The functions of the Governance and Audit Committee are set out in the committee's approved terms of reference in Appendix 2 to Part 3 of the constitution.





Meeting agendas, reports and minutes of the [Governance and Audit Committee](#) are published on the Council's website

Democratic Services Committee

The Democratic Services Committee is responsible for designating an officer of the Council as the Head of Democratic Services, keeping under review the provision of resources to the Head of Democratic Services for discharging the democratic services functions of the Council and reporting annually to the Council on these matters.



The Democratic Services Committee is made up of Councillors appointed to the Committee in accordance with the political balance rules (which ensure that the political make-up of the committee reflects the political make-up of the Council), and includes no more than one Cabinet member or Assistant to the Cabinet, who cannot be the Leader of the Council.

	The functions of the Democratic Services Committee are set out in the committee's approved terms of reference in Appendix 2 to Part 3 of the constitution.
	Meeting agendas, reports and minutes of the Democratic Services Committee are published on the Council's website

Licensing Committee

The Council is responsible for deciding whether to grant licences for a wide range of different businesses, services and activities in its area. The Council's licensing functions are delegated to the Council's Licensing Committee.

The Council will appoint individual Councillors to the Licensing Committee and agree terms of reference for, and the delegation of powers to, the Licensing Committee to enable it to discharge those functions.


	The functions of the Licensing Committee are set out in the committee's approved terms of reference in Appendix 2 to Part 3 of the constitution.
	Meeting agendas, reports and minutes of the Licensing Committee are published on the Council's website

Planning Committee

The Council is responsible for operating the planning system in its area. This involves preparing local development plans and local planning policies (which govern

development in the Council's area) and managing development (by granting or refusing permission for new development).

The Council will appoint individual Councillors to the Planning Committee and agree terms of reference for, and the delegation of powers to, the Planning Committee to enable it to discharge those functions.

 The functions of the Planning Committee are set out in the committee's approved terms of reference in Appendix 2 to Part 3 of the constitution.

The planning committee has a separate set of procedure rules governing the proceedings at planning committee meetings, set out in the Planning Committee Procedure Rules.

The [Members' Planning Code of Good Practice](#) provides information and guidance for Councillors, officers and members of the public about the Council's planning processes.

 Meeting agendas, reports and minutes of the Planning Committee are published on the Council's website [Planning Committee](#)

What do the Council's scrutiny committees do?

The Council has 5 different Scrutiny Committees responsible for holding the Cabinet and other bodies of the Council to account in relation to different aspects of the Council's work:

- (i) [Children and Young People](#)
- (ii) [Community and Adult Services](#)
- (iii) [Economy and Culture](#)
- (iv) [Environmental](#)
- (v) [Policy Review and Performance](#)

Each Scrutiny Committee is comprised of 9 Councillors. Membership of Scrutiny Committees is restricted to those Councillors who are not members of the Cabinet or Assistants to the Cabinet.

The Scrutiny Committees can: -

- review and scrutinise decisions made by the Cabinet and other parts of the Council;

- make reports and recommendations to the Council or to the Cabinet; and
- make proposals regarding changes to the Council's policies and procedures.

The size, membership and general role of the Scrutiny Committees is set out in Article 6 of the Constitution.



The approved terms of reference for each Scrutiny Committee is set out in Appendix 2 to Part 3 of the constitution.

Members of Scrutiny Committees must be told about meetings of other Council bodies. They have special rights to see Council documents.

Scrutiny Committees may also require any member of the Cabinet or any senior paid officer of the Council to attend a meeting of the committee to explain a decision that they have taken or their performance.



The rules around membership of Scrutiny Committees, the conduct of committee meetings and the carrying out of the functions of the committee are set out in the Scrutiny Procedure Rules, found in Part 4 of the Constitution.

What are joint committees?

The Council may carry out some of its functions jointly with one or more other local authorities in Wales, and with other public bodies. The Council may decide to do this where, for example, the Council considers that it could better promote the economic, social or environmental wellbeing of people living in its area by coordinating its activities with other local authorities, bodies or people.

The Council can establish a joint committee with other local authorities, bodies or people and delegate decisions and functions to that joint committee. By allowing decisions to be taken by a joint committee, the Council can ensure that decisions can be coordinated between all authorities and bodies represented on the committee.

The Cabinet may also establish joint arrangements with one or more local authorities in Wales for the purpose of jointly exercising executive functions together with those authorities.

The Council and the Cabinet may also delegate or contract out particular functions to another local authority or to another body or organisation.

Article 10 of the constitution governs the circumstances in which the Council or Cabinet may enter into joint arrangements with other authorities and bodies, delegate functions and contracting out arrangements.



Section 5 of the Scheme of Delegations (in Part 3 of the Constitution) lists the joint committees established by Cardiff Council with other local authorities: [Delegations to Joint Committees](#)

Part 3 Roles and responsibilities

What roles do Councillors perform?

The key roles of all Councillors are to:

- (i) collectively set the Policy Framework and carry out a number of strategic functions;
- (ii) represent their communities and bring their views into the Authority's decision-making process, i.e. become the advocate of and for their communities;
- (iii) deal with individual casework and act as an advocate for constituents in resolving particular concerns or grievances;
- (iv) seek to balance different interests identified within the ward and represent the ward as a whole;
- (v) promote and ensure efficiency and effectiveness in the provision of Council services;
- (vi) be involved in decision-making;
- (vii) be available to represent the Authority on other bodies; and
- (viii) maintain the highest standards of conduct and ethics.

Councillors may also be elected or appointed to other specific roles, such as:

- Leader and Deputy Leader;
- Lord Mayor and Deputy Lord Mayor
- Cabinet Member or Assistant to the Cabinet
- Chair or Member of a Regulatory or Other Committee

- Chair or Member of a Scrutiny Committee
- Leader of the Opposition and Deputy Leader of the Opposition; and
- Member Champion.

What roles do Officers perform?

The Council may engage such employees as necessary to carry out its functions. Officers are politically neutral and serve the whole Council and its Councillors by providing advice, implementing the Council's policies, and delivering services to the local community.

The Council has designated senior staff with specific statutory roles, including:

- the Chief Executive,
- the Monitoring Officer,
- the Chief Finance Officer (referred to as the 'Section 151 Officer'), and
- the Head of Democratic Services.

Article 11 of the constitution sets out information about the roles played by these senior paid officials of the Council

This part of the guide provides more information about these important roles.

Lord Mayor and Deputy Lord Mayor

The Lord Mayor and Deputy Mayor are elected by the Full Council at the annual council meeting every year.

The Lord Mayor is responsible for: -

- promoting and upholding the constitution;
- presiding over meetings of the Full Council;
- ensuring that meetings of the Full Council are quorate and conducted in accordance with the Council's procedure rules; and
- ensuring that decisions are taken in accordance with the constitution.

The Lord Mayor is also the civil leader of the Council. They are responsible for promoting the interests and reputation of the Council and for carrying out civic, community and ceremonial activities.

The Deputy Lord Mayor performs the Lord Mayor's functions in their absence.



You can read more about the role and functions of the Lord Mayor and the Deputy Mayor in Article 5 of the constitution.

Leader and Deputy Leader

The Leader is elected by the Full Council

The Deputy Leader is appointed by the Council to exercise the Leader's functions in their absence.

The Leader is responsible for appointing members of the Cabinet and allocating specific policy areas and responsibilities (portfolios) to members of the Cabinet.

The Leader chairs meetings of the Cabinet; and is also chair of Cardiff's Public Services Board (a body which brings together the city's public service leadership and decision-makers to strengthen joint working, improving Cardiff's economic, social, environmental and cultural well-being).



Please see Article 7 of the constitution for more information.

Member of the Cabinet

Members of the Cabinet are responsible for: -

- playing an active role in Cabinet meetings and decision making;
- contributing to the development of the Council's forward work programme and to policies and procedures in their area of responsibility;
- providing political leadership to the Council's paid officers on matters they are responsible for;
- reporting to the Full Council, the Leader, the Cabinet and others on the performance of services which they are responsible for; and
- participating in the Council's scrutiny processes and procedures, including by explaining decisions they have made and the performance of functions within their area to relevant Scrutiny Committees.



You can read more about members of the Cabinet in Article 7 of the constitution.

Assistant to the Cabinet

Assistants to the Cabinet support members of the Cabinet by taking on certain tasks and responsibilities on their behalf. They may attend meetings, prepare reports, review papers and draft comments for the member they support.

Assistants to the Cabinet are not members of the Cabinet and cannot vote at Cabinet Meetings or Cabinet Committee Meetings. However, they are entitled to attend and to speak at meetings of the Cabinet and its committees.




You can read more about Assistants to the Cabinet in Article 7.5 of the constitution.


What roles do paid officers of the Council perform?

The elected members of the Council are supported by paid officers of the Council, who are accountable to the Council and responsible for delivering services to the public in accordance with the policies and procedures agreed by the Full Council, the Cabinet and their committees and bodies.

The **Chief Executive** has overall corporate and operational responsibility for the work of the Council and for all paid officers of the Council.

 The Chief Executive's role and responsibilities are described in Article 11.2 of the constitution.


The **Monitoring Officer** is responsible for ensuring lawfulness and fairness in the Council's decision making, maintaining and upholding the constitution, receiving reports of alleged breaches of the Council's duties and obligations and conducting investigations into such allegations.

 The Monitoring Officer's role and responsibilities are described in Article 11.3 of the constitution.

The Section 151 Officer (**Chief Finance Officer**) is responsible for ensuring that the Council makes lawful and financially prudent decisions. They are also responsible for the administration of the Council's financial affairs and providing advice to Councillors on the Council's budgetary and other financial procedures.

 The Section 151 Officer's role and responsibilities are described in Article 11.4 of the constitution.



The **Head of Democratic Services** is responsible for advising the Council, its committees and individual Councillors, on the proper discharge of the Council's democratic functions and responsibilities.

 The Head of Democratic Services' role and responsibilities are described in Article 11.5 of the constitution.

The Council also employs a number of other Directors / Chief Officers, including: -

- Corporate Director of People and Communities
- Director of Economic Development
- Director of Education and Lifelong Learning
- Director of Planning, Transport and Environment
- Director of Childrens Services
- Director of Adults, Housing and Communities
- Chief Digital Officer

Directors / Chief Officers are each accountable to the Council for the financial management and administration of those services and activities allocated to them in accordance with the Council's policies.

-  The senior management structure of the Council is set out in Part 7 of the constitution.
-  The processes by which officers are recruited, appointed, disciplined and dismissed are set out the Employment Procedure Rules, found in Part 4 of the constitution.

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How should Councillors and Officers behave?

Councillors should comply with the Members' Code of Conduct

Councillors are expected to uphold the highest standards of personal and professional conduct. Those standards are described in the Code of Conduct for Members.

The Code of Conduct for Members is intended to help and guide Councillors in maintaining appropriate standards of conduct when serving their community. In turn, it provides reassurance to the public and helps build their trust in, and respect for, their local representatives.

The Code of Conduct for Members is based upon the 7 Principles of Public Life, which were first set out in the 1995 Nolan Report on Standards in Public Life. Three additional principles were added in the local government principles in Wales.

The Code of Conduct for Members is consistent with, and provides for the practical application of, these principles.

➤ **Selflessness**

Members must act solely in the public interest. They must never use their position as members to improperly confer an advantage on themselves or to improperly confer an advantage or disadvantage on others.

➤ **Honesty**

Members must declare any private interests relevant to their public duties and take steps to resolve any conflict in a way that protects the public interest.

➤ **Integrity and propriety**

Members must not put themselves in a position where their integrity is called into question by any financial or other obligation to individuals or organisations that might seek to influence them in the performance of their duties. Members must on all occasions avoid the appearance of such behaviour.

➤ **Duty to uphold the law**

Members must act to uphold the law and act on all occasions in accordance with the trust that the public has placed in them.

➤ **Stewardship**

In discharging their duties and responsibilities members must ensure that their authority's resources are used both lawfully and prudently.

➤ **Objectivity in decision-making**

In carrying out their responsibilities including making appointments, awarding contracts, or recommending individuals for rewards and benefits, members must make decisions on merit. Whilst members must have regard to the professional advice of officers and may properly take account of the views of others, including their political groups, it is their responsibility to decide what view to take and, if appropriate, how to vote on any issue.

➤ **Equality and respect**

Members must carry out their duties and responsibilities with due regard to the need to promote equality of opportunity for all people, regardless of their gender, race, disability, sex, sexual orientation, marital status, age or religion, and show respect and consideration for others.

➤ **Openness**

Members must be as open as possible about all their actions and those of their authority. They must seek to ensure that disclosure of information is restricted only in accordance with the law.

➤ **Accountability**

Members are accountable to the electorate and the public generally for their actions and for the way they carry out their responsibilities as a member. They must be prepared to submit themselves to such scrutiny as is appropriate to their responsibilities.

➤ **Leadership**

Members must promote and support these principles by leadership and example so as to promote public confidence in their role and in the authority. They must respect the impartiality and integrity of the authority's statutory officers and its other employees.



You can read the Code of Conduct for Members in full in Part 5 of the constitution.

Councillors are expected to ensure that they understand their obligations under the Code and act in a way which shows that they are committed to meeting the high standards of conduct that are expected of them. Councillors are provided with training when they are first appointed, and on a regular basis, to support them to comply with the Code of Conduct for Members.

Special requirements for Councillors who are members of the Council's planning committee

Planning affects people's private and financial interests in land and property and the environment in which communities live, work and play.

The Council's planning committee is responsible for balancing the needs and interests of individuals and the community to make decisions that are open, fair and transparent and decided using sound judgment and for justifiable reasons.

For these reasons, members of the Council's planning committee are expected to abide by an additional Members' Code of Good Practice.

The Members' Code of Good Practice explains, amongst other things: -

- the role of officers in providing impartial and professional advice to members of the committee;
- the factors that should be taken into account when deciding an application for planning permission and the factors that should not be taken into account;
- the legal duties which members of the committee must have regard to, such as the duty to have regard to the need to ensure that development contributes to the economic, social, environmental and cultural well-being of Wales and the duty to have regard to the impact of development on the extent to which the Welsh language is used in the Council's area
- the action members should take if they have a personal interest in a matter being determined by the committee (e.g. where an application relates to a property which they own); and
- how applications for development proposed by, or to be carried out by, the Council should be decided.



You can read the Members' Planning Code of Good Practice in full in Part 5 of the constitution.

Officers should comply with the Employees' Code of Conduct

Paid officers of the Council are responsible for serving the council by providing advice to Councillors, implementing the Council's policies, and delivering services to the local community. In performing their duties, they must act with integrity, honesty, impartiality and objectivity.

The public is entitled to expect the highest standards of conduct from all those who work for the Council. The Employees' Code of Conduct outlines the rules and conditions of service which apply to the Council's employees. It is designed to provide clear guidance to assist them in their day to day work and to allow the public to understand what they can expect when they interact with a Council employee.



You can read the Employees' Code of Conduct in full in Part 5 of the constitution.

How should Councillors and Officers work together?

Councillors and Officers have different roles, responsibilities and accountabilities, but it is imperative that they work effectively together to perform the Council's functions and to deliver services to residents living in the Council's area.

The Protocol on Member /Officer Relations is designed to clarify the respective roles and responsibilities of Councillors and Officers and to guide them in their dealings with one another. It explains what Councillors and Officers can reasonably expect from one another and how they should work together to achieve their common purpose.

Councillors are entitled to express political views and to support the policies of the party or group to which they belong. Conversely, officers are expected to carry out the Council's business in a politically impartial way and many are restricted from engaging in political activity. The protocol therefore explains how officers can support the policy deliberations by political groupings, while remaining politically neutral.



You can read the Protocol on Member and Officer Relations in full in Part 5 of the constitution.

How can I make a complaint?

Article 3.1 of the constitution explains that you have the right to complain to:

(i) the authority itself under its Complaints Policy (for any complaints about the Council, its services or officers);

(ii) the Ombudsman about any injustice you have suffered as a result of maladministration, but you are encouraged to use the Council's own Complaints Policy first; and

(iii) the Ombudsman if you believe a Councillor or co-opted member of the Council has breached the Member's Code of Conduct.



The Council's website provides more information about how to [complain](#)


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Part 4 Policies and procedures

The Council's key plans and strategies (the policy framework)

Where can I find the Council's key plans and strategies?

The Full Council is responsible for setting the Council's key plans and strategies, which together form the Council's policy framework.

 The plans and strategies which form the Council's policy framework are listed in Article 4.2 of the constitution.

 [Individual plans and strategies](#) are published on the Council's website.

Additionally, the Council's Corporate Plan brings together the Council's plans and strategies for: communities; children and young people; health social care and wellbeing; and community safety.

 The Council's [Corporate Plan](#) is published on the Council's website.


How is the Council's policy framework decided?

The Cabinet is responsible for consulting with relevant stakeholders, considering any reports or recommendations made by the Council's scrutiny committees and working with the Council's senior officers to develop a draft policy framework.

Once the Cabinet has developed a draft policy framework, it will be considered by a meeting of the Full Council. The Full Council may decide to adopt the policy framework, make changes to it, refer it back to the Cabinet so that further work can be done on it, or substitute its own policy framework for the draft prepared by the Cabinet.

If the Full Council decides to adopt the policy framework then it shall take effect immediately. If the Full Council amends the policy framework then the Leader has an opportunity to object to the amendments and to reconvene the Full Council to reconsider the policy framework.

Once adopted, the Cabinet, their committees, individual Councillors and the Council's paid officers are bound to act in accordance with the policy framework.

 The process by which the Full Council adopts a policy framework is described in the Budget and Policy Framework Procedure Rules, found in Part 4 of the constitution.

Budget setting and financial management

How does the Council set its budget?

The Full Council is responsible for agreeing the Council's budget, and for agreeing changes to the Council's budget once it has been formally adopted.


The Council's budget is in two parts: -

- the revenue budget provides for day to day operating costs and expenditure like staff salaries, rent, and the ongoing costs of providing services.
- the capital budget provides for one-off costs like a major road improvement scheme, or the purchase or construction of a new car park.

The Cabinet, in consultation with the Section 151 Officer (Chief Finance Officer), is responsible for developing initial proposals for the Council's budget and consulting over these.

Once this consultation has been completed, the Cabinet is responsible for preparing a final budget proposal for consideration by the Full Council.

The Full Council may adopt the budget without making any changes, amend the budget, or ask the Cabinet to reconsider it before adopting it.

 The process by which the Full Council adopts its budget is described in the Budget and Policy Framework Procedure Rules, found in Part 4 of the constitution.


Decisions outside the budget or policy framework

Can decisions be taken that do not comply with the budget or policy framework?

The Full Council may decide to make changes to the policy framework.


Other bodies and individuals may only take decisions that do not comply with the policy framework in a limited number of exceptional circumstances, which are set out in the constitution. For example, where an urgent decision must be taken to safeguard the Council's interests and it is not possible to arrange a meeting of the Full Council in time.

However, the Council's scrutiny committee may decide to refer such decisions to the Full Council for further consideration (this is referred to in the constitution as calling-in the decision).

 The Council's arrangements for urgent decisions which do not comply with the policy framework are set out in Rule 4 of the Budget and Policy Framework Procedure Rules, found in Part 4 of the constitution.

Can money be moved from one budget head to another once the budget has been adopted?

During the year the Cabinet and Chief Officers may need to transfer budgets from one service area to another to reflect changed service needs or priorities in order to deliver the Council's policy framework within the financial limits set by the Council.

 The mechanism by which the Cabinet and Chief Officers may move money between budget heads is set out in Rule 5 of the Budget and Policy Framework Procedure Rules and the Financial Procedure Rules, found in Part 4 of the constitution.

What other policies and procedures govern how the Council manages its budget?

The Council is bound by a number of different financial rules and procedures that govern how the Council's spending is planned, committed, reviewed and audited.


 The Council's detailed Financial Procedure Rules are set out in Part 4 of the constitution.

Are there any restrictions on how the Council buys in goods and services?

The Council can enter into contracts to purchase goods and services in much the same way as any other person or organisation. However, the Council must comply with the Contract Standing Orders and Procurement Rules (the Contract Procedure Rules) in Part 4 of the constitution when it does so.

The purpose of the Contract Procedure Rules is to ensure that the Council complies with relevant legal requirements, and secures the most economically advantageous (best value) goods and services for taxpayers.

If you regularly sell goods or services to the Council then you may wish to familiarise yourself with these rules and procedures.

 The Council's Contract Procedure Rules are set out in Part 4 of the constitution.

How does the Council enter into contracts and agreements?

The rules and procedures that govern how agreements, contracts and deeds are authorised and executed on behalf of the Council are set out in Article 13 of the constitution.

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Part 5 How can I get involved?

How can I find out when meetings of the Council and its committees and bodies are taking place?

The Council publishes a calendar of meetings, and notice of each meeting is published at least 3 clear working days before the meeting.



The Council publishes the [calendar of meetings](#) and notices of meetings on its website.

How can I find out what will be discussed at a particular meeting?

The Council will publish agendas for meetings, together with any reports and background papers at least 3 clear working days in advance of the meeting taking place.

Hard copies of agenda, reports and background papers will also be available at the meeting, if a physical meeting is held, for those members of the public who wish to attend in person.



The Council publishes meeting [agendas, reports and supporting documents](#) on its website.

How can I find out when an issue I am concerned about will be decided?

The Council publishes a forward work plan, which sets out what decisions will be taken by the Cabinet and when these matters will be discussed.



The Council publishes the [Cabinet's Forward Work Plan](#) on its website.


Can I ask a committee or body of the Council to look into a particular issue?

Yes. You can ask the chair or a member of a particular body to add an item to the agenda for a future meeting, or to raise the issue when the committee is considering items of future business.

You can also submit petitions to the Council, using the Council's petition scheme. The Council is obliged by law to operate a petition scheme, which sets out: -

- how a petition can be submitted to the Council;

- how and when the Council will acknowledge receipt of a petition;
- the steps the Council will take in response to a petition; and
- how and when the Council will make available its response to a petition to the person who submitted the petition and to the public.

 The Council publishes details of its [petition scheme](#) on its website

Can I attend meetings of the Full Council?

Yes, members of the public can come to meetings of the Full Council as long as they are being held in public.


Meetings of the Full Council are also broadcast live on the Council's website so you can watch them in real time remotely if you wish to do so.


The public must be excluded from meetings when confidential information would otherwise be disclosed. Confidential information means information given to the Council by a Government Department on terms which forbid its public disclosure or information which cannot be publicly disclosed by Court Order.

The Council may also exclude the public from a meeting, or part of a meeting, where exempt information would be disclosed. Exempt information includes information that relates to a particular individual or their financial or business affairs, information that is legally privileged or information relating to the prevention, investigation or prosecution of a crime, or other information specified in the constitution.

If you interrupt a meeting of the Council, then you are likely to be warned by the Lord Mayor about causing a disturbance. If you continue to disturb the meeting, then you may be removed.

 The rules around excluding the public from meetings are set out in the Access to Information Procedure Rules, in Part 4 of the constitution.

 The Council's arrangements for broadcasting meetings of the Council are set out in Rule 32 of the Council Meeting Procedure Rules and the Webcasting Protocol, which is in Part 5 of the constitution.

 The rules around disturbance by members of the public are set out in Rule 15 of the Council Meeting Procedure Rules in the constitution.

Can I attend other meetings?

Yes, members of the public can come to any meeting which the Council has resolved should be held in public.



Your right to attend meetings of the Council's Cabinet, the council's committees and other bodies are described in Rule 4 of the Access to Information Procedure Rules in the constitution.

Can I speak at a meeting?

Members of the public can speak at any meeting which the Council has resolved should include participation by members of the public.

Can I ask a question at a meeting?

You can ask formal questions of members of the Cabinet or the Chairperson of a committee at meetings of the Full Council.

However, you may only ask a question if you have given the Head of Democratic Services notice in writing (including by email) that you wish to raise a question in advance of the meeting taking place.

You may only ask one question at a meeting, but you may ask one supplementary question relating to the original question or answer given.

Time for questions is limited, and questions are permitted in the order in which they were notified to the Head of Democratic Services. If time for questions runs out before you are able to ask your question, then you will be provided with a written answer to your question instead.

Representations can also be made in specific circumstances, such as objectors to planning applications at planning committee (see section 20.12 of the constitution).



You can read more about asking a question at full Council in Rule 18 of the Council Meeting Procedure Rules.



The Head of Democratic Services can be contacted via email to [Democratic Services](#)

How can I find out what the Council decided?

The Council publishes the agenda, reports, background papers and the minutes of meetings. These papers are available for inspection by the public for a minimum of six years from the date of the meeting.

The Council also has arrangements in place for publishing written records of decisions taken by the Cabinet and Officers taking executive decisions.

You can see the [meeting agendas, reports and minutes](#) on the Council's website here



The Cabinet Decision Register is [here](#).

The Officer Decision Register is [here](#)

Can I view the Council's accounts to understand how my council tax is spent?

Yes. The Council is required to publish its accounts and to make them available for inspection by the public. You may raise questions of concerns about the Council's accounts with the Council or with the Council's external auditor.



You can view the Council's accounts [here](#)

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Single Impact Assessment

Cardiff Council



1. Details of the Proposal

What is the proposal?

Title: Participation Strategy

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

New

Existing

Directorate/Service Area:

People and Communities / Performance & Partnerships

Who is developing the proposal?

Name: Gareth Newell

Job Title: Head Of Performance & Partnerships

Responsible Lead Officer (Director or Assistant Director):

Sarah McGill, Corporate Director People & Communities

Cabinet Portfolio:

Cllr Sangani, Cabinet Member for Public Health and Equalities.

Authorisation	
Completed By:	Dylan Owen
Job Title:	OM Policy & Improvement
Date:	14 June 2023
Approved By:	
Job Title:	

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.

Section 39 of the Local Government and Elections (Wales) Act 2021 ('the Act') places a duty on principal councils in Wales to encourage local people to participate in their decision making. This includes where decisions are made in partnership with another body or the decision is delegated to an individual.

Section 40 of the Act requires a principal council to prepare and publish a public participation strategy specifying how it proposes to comply with the duty to encourage local people to participate in its decision making. A public participation strategy must, in particular, address:

- (a) ways of promoting awareness among local people of the principal council's functions;
- (b) ways of promoting awareness among local people of how to become a member of the principal council, and what membership entails;
- (c) ways of facilitating access for local people to information about decisions made, or to be made, by the principal council;
- (d) ways of promoting and facilitating processes by which local people may make representations to the principal council about a decision before, and after, it is made;
- (e) arrangements made, or to be made, for the purpose of bringing the views of the public to the attention of the Council's scrutiny committees in accordance with the requirements of Section 62 of the Local Government (Wales) Measure 2011;
- (f) ways of promoting awareness among members of the principal council of the benefits of using social media to communicate with local people.

In preparing a public participation strategy, a principal council must consult local people (i.e. people who live, work or study within the council's area) and such other persons as it considers appropriate.

The Administration's ['Stronger, Fairer, Greener'](#) policy statement, which was approved by the Council's Cabinet on 14 July 2022, includes the commitment to: *"Introduce a new Community Participation Strategy, amplifying the voices of people who are currently less likely to get involved in the decision-making process."*

The Council's [Corporate Plan 2023-26](#) also includes the commitment to: *"Develop a draft of the Participation Strategy for public consultation by June 2023 with a focus on improving engagement with seldom heard voices and amplifying the voices of people who are currently less likely to get involved in the decision-making process."*

Cardiff Council's Participation Strategy has two distinct components; part one focusing on consultation and engagement to promote citizen voice in decision-making and part two focusing on promoting participation in the democratic process.

The draft Public Participation Strategy for 2023-2027 outlines the Cardiff Council's objectives, approach and mechanisms for encouraging and enabling public participation, together with information on how local people can influence decision-making Cardiff Council's Draft Public Participation Strategy has been developed in line with our commitments and priorities, as well as the legislation set out in the Act.

It supports our values by setting out how we will encourage and enable local people and communities in the city to be actively involved in decisions that affect them. It outlines how people can influence the council's decision-making, the mechanisms already in place to encourage and support local people to participate in our decision making and an action plan to build on these.

Cardiff Council exists to serve and represent the interests of its citizens and communities and is strongly committed to fostering a culture of partnership with local people and communities, encouraging and supporting them to participate in our decision making, and keeping them informed about how their participation has influenced decisions.

The Cardiff Research Centre are committed, and excellent work is continually undertaken as outlined in the main body of the strategy. Baseline assessment of the consultation and engagement work was undertaken to identify and develop a demographic profile of survey respondents. The data was analysed and compared with demographic data taken from the 2021 Census and Mid-Year Population Estimates. The analysis identified a lower response rate evident for the following groups:

- Lower socio-economic wards – Southern Arc
- Older People (+75 years old)
- Children and Young People
- Black, Asian and Minority Ethnic Communities
- People who identify as Disabled

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?

Cost delivered within existing budgets, with citizen engagement an important component of shaping well informed and joined up policy.

3. Impact Assessments

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

Further information is included about each assessment at the start of the relevant section.

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. For assessments which are not being carried out, please delete the relevant sections on the subsequent pages.

Impact Assessment	Completed: Y/N
A. Equality Impact Assessment	Y
B. Child Rights Impact Assessment	Y
C. Welsh Language Impact Assessment	Y
D. Habitats Regulations Assessment	N
E. Strategic Environmental Assessment	N
F. Data Protection Impact Assessment	N
G. Health Impact Assessment	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]** on different age groups?

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

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

The strategy aims to improve participation across all of the protected characteristics, however the evidence provided within the strategy identifies underrepresentation within this characteristic.

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

The strategy proposes series of actions to encourage participation with younger people these include:

- Commit to undertaking the Child Friendly City Survey on a bi-annual basis.
- Develop, where appropriate, Child Friendly versions of consultations and surveys.
- Establish a new Cardiff Youth Citizen Panel to respond to major Council surveys.
- Explore options, with Cardiff’s Universities and Student Unions, options for improving engagement with students.

The strategy proposes a series of actions to encourage participation with older people these include:

- Distribute hard copies of surveys to care homes and day centres.
- Promote participation in the Cardiff Citizens' Panel with those over 75.
- Use community hubs and community groups to promote participation amongst older people.

Disability

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

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

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

The strategy aims to improve participation across all of the protected characteristics, however the evidence provided within the strategy identifies underrepresentation within this characteristic.

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

- Review how software and technology could improve access for, and engagement with, those with a disability, such as provision of digital surveys compatible with screen readers or provision of BSL.
- Rebrand Cardiff Research Centre reports to ensure that the colour scheme supports accessibility.
- Continue to ensure the Council provides accessible versions of documents e.g Easy Read, Braille, Compatibility with Screen Reader.
- Continue to ensure that all consultation and engagement material is plain language.

- Continue to ensure that the Council fully considers the accessibility of engagement venues, events and materials, including the need for BSL, Easy Read, Braille and Audio Loop etc as well as the physical accessibility of venues.
- Identify barriers and promote opportunities by engaging with representative and advocacy groups, including Council’s Disability network, Access Equality Group and partner organisations.

Gender Reassignment

Will this proposal have a **differential impact [positive]** 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.)	X		

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

The strategy aims to improve participation across all of the protected characteristics

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

The strategy will promote engagement will all groups of people.

Marriage and Civil Partnership

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

	Yes	No	N/A
Marriage	X		
Civil Partnership	X		

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

The strategy aims to improve participation across all of the protected characteristics

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

The strategy will promote engagement will all groups of people.

Pregnancy and Maternity

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

	Yes	No	N/A
Pregnancy	X		
Maternity	X		

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

The strategy aims to improve participation across all of the protected characteristics

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

The strategy will promote engagement will all groups of people.

Race

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

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

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

The strategy aims to improve participation across all of the protected characteristics, however the evidence provided within the strategy identifies underrepresentation within this characteristic.

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

- Work with the Council's Black Asian & Minority Ethnic Staff Network, as well as external organisations, including C3SC, Diverse Cymru, Race Equality First and Women Connect First, to promote surveys and feedback results.
- Increase the use of face-to-face engagement and group engagement to supplement survey work, for example, the Women Connect First Wales World Café.
- Where appropriate, publish Council consultations in community languages, beginning with Arabic, Polish and Bengali, and work with community groups and leaders to promote them.

Religion, Belief or Non-Belief

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

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

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

The strategy aims to improve participation across all of the protected characteristics

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

The strategy will promote engagement will all groups of people.

Sex

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

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

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

The strategy aims to improve participation across all of the protected characteristics

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

The strategy will promote engagement will all groups of people.

Sexual Orientation

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

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

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
The strategy aims to improve participation across all of the protected characteristics
What action(s) can you take to address the differential impact?
The strategy will promote engagement will all groups of people.

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	X		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
The strategy aims to improve participation across all of the protected characteristics, the evidence provided within the strategy identifies underrepresentation with groups of people in areas characterised by socio-economic disadvantage.
What action(s) can you take to address the differential impact?
<ul style="list-style-type: none"> • Improve engagement rates by ward, with a particular focus on wards with a typically low response rate, by Supporting Local Ward Councillors to promote engagement opportunities within their ward. • Encourage residents to provide their postcode when responding to surveys and continuing to use geotargeting to reach respondents in certain parts of the city • Further developing reach into local online community groups • Increase the use of face-to-face engagement to supplement survey work with under-represented groups • Enhance local community engagement on all major regeneration projects. • Improve engagement with Council tenants by diversifying methods of engagement, such as posting hard copies of surveys directly to tenants. • Explore options to recruit volunteers to promote surveys with certain groups in part of the city

Welsh Language

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

	Yes	No	N/A
Welsh language	X		

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

The strategy aims to improve participation across all of the protected characteristics

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

The strategy will promote engagement with all groups of people.

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?

Work has been undertaken with the Cardiff Research Centre to develop a programme of public consultation, with a specific focus on the under-represented groups identified in the Strategy and accompanying Cabinet Report.

Summary of Actions (Listed in the sections above)

	Actions
Age	<p>Commit to undertaking the Child Friendly City Survey on a bi-annual basis.</p> <p>Develop, where appropriate, Child Friendly versions of consultations and surveys.</p> <p>Establish a new Cardiff Youth Citizen Panel to respond to major Council surveys.</p> <p>Explore options, with Cardiff's Universities and Student Unions, options for improving engagement with students.</p> <p>The strategy proposes a series of actions to encourage participation with older people these include:</p> <p>Distribute hard copies of surveys to care homes and day centres.</p> <p>Promote participation in the Cardiff Citizens' Panel with those over 75.</p>

	Use community hubs and community groups to promote participation amongst older people.
Disability	<p>Review how software and technology could improve access for, and engagement with, those with a disability, such as provision of digital surveys compatible with screen readers or provision of BSL.</p> <p>Rebrand Cardiff Research Centre reports to ensure that the colour scheme supports accessibility.</p> <p>Continue to ensure the Council provides accessible versions of documents e.g Easy Read, Braille, Compatibility with Screen Reader.</p> <p>Continue to ensure that all consultation and engagement material is plain language.</p>
Gender Reassignment	Promote engagement will all groups of people.
Marriage & Civil Partnership	Promote engagement will all groups of people.
Pregnancy & Maternity	Promote engagement will all groups of people.
Race	<p>Work with the Council's Black Asian & Minority Ethnic Staff Network, as well as external organisations, including C3SC, Diverse Cymru, Race Equality First and Women Connect First, to promote surveys and feedback results.</p> <p>Increase the use of face-to-face engagement and group engagement to supplement survey work, for example, the Women Connect First Wales World Café.</p> <p>Where appropriate, publish Council consultations in community languages, beginning with Arabic, Polish and Bengali, and work with community groups and leaders to promote them.</p>
Religion/Belief	Promote engagement will all groups of people.
Sex	Promote engagement will all groups of people.
Sexual Orientation	Promote engagement will all groups of people.
Socio-economic Impact	<p>Improve engagement rates by ward, with a particular focus on wards with a typically low response rate, by Supporting Local Ward Councillors to promote engagement opportunities within their ward.</p> <p>Encourage residents to provide their postcode when responding to surveys and continuing to use geotargeting to reach respondents in certain parts of the city</p>

	<p>Further developing reach into local online community groups</p> <p>Increase the use of face-to-face engagement to supplement survey work with under-represented groups</p> <p>Enhance local community engagement on all major regeneration projects.</p> <p>Improve engagement with Council tenants by diversifying methods of engagement, such as posting hard copies of surveys directly to tenants.</p> <p>Explore options to recruit volunteers to promote surveys with certain groups in part of the city</p>
Welsh Language	Promote engagement will all groups of people.
Generic/ Over-Arching (applicable to all the above groups)	Promote engagement will all groups of people.

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-child-friendly-cities-communities)

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]** on:

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

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

Positive impact. The strategy will promote engagement with Welsh Speakers.

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?

Positive impact. The strategy will promote engagement with Welsh Speakers.

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?
Positive impact. The strategy will promote engagement with Welsh Speakers.

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?
Positive impact. The strategy will promote engagement with Welsh Speakers during the consultation process.

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?
Positive impact. The strategy will promote engagement with Welsh Speakers during the consultation process.

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?

Positive impact. The strategy will promote engagement with Welsh Speakers during the consultation process.

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?

N/A

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]** on:

The opportunities for persons to use the Welsh language?

Positive impact. The strategy will promote engagement with Welsh Speakers during the consultation process.

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?

Positive impact. The strategy will promote engagement with Welsh Speakers during the consultation process.

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?

Yes.

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?

Yes.

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 \(phwwhocc.co.uk\)](http://phwwhocc.co.uk)

Email: WHIASU.PublicHealthWales@wales.nhs.uk

Participation Strategy Consultation

Public participation is essential to ensuring that the voices of citizens are at the heart of decision-making. It provides an opportunity for the needs and aspirations of communities to be heard and allows public service providers to respond.

The purpose of the Participation Strategy is to establish a relationship with communities based on trust, a commitment to listen to all voices and that those voices are heard as we work together to address local priorities.

The participation Strategy sets out Cardiff Council's commitment to strengthening participation and engagement. It includes a series of actions to ensure that every voice in the city can be heard and improve public awareness of its existing democratic participation arrangements.

Your views are important to us and will help shape the actions and strategy.

The information that you provide in completing this form will be treated as confidential, in line with the requirements of the Data Protection Act 2018 and the General Data Protection Principles.

Any data supplied by you on this form will be processed in accordance with Data Protection Act requirements and in supplying it you consent to the Council processing the data for the purpose for which it is supplied. All personal information provided will be treated in the strictest confidence and will only be used by the Council or disclosed to others for a purpose permitted by law.

If you wish to withdraw consent at any time, please email consultation@cardiff.gov.uk For further information on how we process your personal data please refer to our [Privacy Policy](#) - or contact the Data Protection Officer, Room 357, County Hall, CF10 4UW, email: dataprotection@cardiff.gov.uk

About You

1. How did you hear about this survey?

- | | |
|--|--|
| <input type="checkbox"/> Email to members of the Citizen's Panel | <input type="checkbox"/> Hard copy in another community building |
| <input type="checkbox"/> Cardiff council social media | <input type="checkbox"/> Via my local councillor |
| <input type="checkbox"/> Other social media | <input type="checkbox"/> Via a community group |
| <input type="checkbox"/> Cardiff council website | <input type="checkbox"/> Via my employer |
| <input type="checkbox"/> Other website | <input type="checkbox"/> Word of mouth |
| <input type="checkbox"/> Hard copy in my local Hub/library | <input type="checkbox"/> Other – Please specify |

Please specify community building

Please specify community group

Please specify employer

If 'Other' please specify

2. Please provide your full postcode below (e.g. CF10 4UW). This allows us to more accurately pinpoint respondents' views and needs by area, and to make sure we've heard from people in all parts of the city:-

Postcode _____

3. What was your age on your last birthday?

Under 16 25-34 45-54 65-74 Prefer not to say
 16-24 35-44 55-64 75+

4. Do you identify as Trans?

Yes No Prefer to self-describe Prefer not to say

If you prefer to self-describe, please specify

5. Do any children live in your household? **Please select all that apply**

No children Yes, aged 11 - 16 (secondary school)
 Yes, under 5 years old (pre-school) Yes, aged 16 - 18 in full-time education, or working
 Yes, aged 5 - 11 (primary school) Yes, aged 16 - 18 but not in full time education or working

6. Are you pregnant, or have you given birth within the last 26 weeks?

Yes, I'm pregnant Yes, I've given birth No Prefer not to say

7. Do you care unpaid, for a friend or family member who due to illness, disability, a mental health problem or an addiction cannot cope without your support?

Yes

No

Prefer not to say

8. Do you identify as a disabled person?

Yes

No

Prefer not to say

9. Please tick any of the following that apply to you:

Deaf/ Deafened/ Hard of hearing

Mental health difficulties

Learning impairment/ difficulties

Visual impairment

Wheelchair user

Mobility impairment

Long-standing illness or health condition (e.g. cancer, diabetes, or asthma)

Prefer not to say

Other

Please specify

10. Do you regard yourself as belonging to any particular religion?

No, no religion

Buddhist

Christian (Including Church in Wales, Catholic, Protestant and all other Christian denominations)

Hindu

Jewish

Muslim

Sikh

Other

Prefer not to answer

11. How would you describe your sexual orientation?

Bisexual

Gay Woman/ Lesbian

Gay Man

Heterosexual/ Straight

Other

Prefer not to answer

12. Are you:

Single

In a same-sex Civil Partnership

Married

Living together/Co-habiting

Separated/divorced or legally separated if formerly in a same-sex Civil Partnership

Widowed

Other

13. How would you describe your Welsh language skills?

- Fluent
- Moderate
- Basic

- Learner
- None

14. Do you consider yourself to be Welsh? Please tick one box only.

- Yes
- No

15. What is your ethnic group?

Where the term 'British' is used, this refers to any of the four home nations of Wales, England, Northern Ireland and Scotland, or any combination of these.

- White - Welsh/English/Scottish/Northern Irish/British
- White - Irish
- White - Gypsy or Irish Traveller
- White - Any other white background
- Mixed/Multiple Ethnic Groups - White & Asian
- Mixed/Multiple Ethnic Groups - White and Black African
- Mixed/Multiple Ethnic Groups - White and Black Caribbean
- Mixed/Multiple Ethnic Groups - Any other
- Asian/Asian Welsh/British - Bangladeshi
- Asian/Asian Welsh/British - Chinese
- Asian/Asian Welsh/British - Indian
- Asian/Asian Welsh/British – Pakistani
- Asian/Asian Welsh/British - Any other
- Black/African/Caribbean/Black Welsh/British - African
- Black/African/Caribbean/Black Welsh/British – Caribbean
- Black/African/Caribbean/Black Welsh/British - Any other
- Arab
- Any other ethnic group (please specify)
- Prefer not to say

Please specify

Citizen Voice

We know from our Ask Cardiff Residents survey that less than a quarter of residents agree that they are able to have a say on local issues or how council services are run in their community.

16. Do you think it's important that residents get involved in shaping how the council delivers services?

- Very important
- Fairly important
- Not very important
- Not important at all

17. How would you find information about the council? *(Tick all that apply)*

- Council website
- Council social media accounts
- Internet Search engine (e.g. Google)
- Local press
- In a Hub / Library
- Phone C2C
- Speak to my local councillor
- Something else
- I don't know
- I wouldn't look for information

18. Do you know who your local councillors are?

- Yes
- No
- Not sure

19. Would you know where to find information about your local councillors, and the work they do?

Yes

No

Not sure

[If yes] Where would you look for this information? *(Tick all that apply)*

Council website

Social media

GOV.UK

Local Councillor's newsletter

Search engine (e.g. Google)

Other

If 'Other' please specify

20. Do you follow your local councillors or the council on social media?

Yes, local councillor(s)

No, I don't follow either

Yes, the Council

No, I don't use social media

21. Are you aware of either of the following?

Council Petition scheme

Neither of these

The Council's Scrutiny committees

22. Have you ever used any of the following? *(Tick all that apply)*

The Council website

Asking a question at Council or one of its committees

Council social media (e.g. Twitter, Facebook, Instagram)

Council Petition scheme

Webcasting or live streaming of Council meetings

None of these

Councillor surgeries

23. How satisfied are you with...?

Very satisfied

Fairly satisfied

Neither

Fairly
dissatisfied

Very
dissatisfied

Not applicable

The Council website

Council social media (e.g. Twitter, Facebook, Instagram)

Webcasting or live streaming of Council meetings

Councillor surgeries

Asking a question at Council or one of its committees

Council Petition scheme

24. Have you ever shared your views with the council by taking part in engagement or consultations? *(Tick all that apply)*
- | | | |
|--|--|--|
| <input type="checkbox"/> Surveys | <input type="checkbox"/> Speaking to your local councillor | <input type="checkbox"/> Social media |
| <input type="checkbox"/> Drop-in sessions | <input type="checkbox"/> Focus groups | <input type="checkbox"/> Something else - Please specify |
| <input type="checkbox"/> Workshops | <input type="checkbox"/> Petition schemes | <input type="checkbox"/> None of these |
| <input type="checkbox"/> Speaking to council staff | <input type="checkbox"/> Scrutiny committees | |

If 'Something else' please tell us

25. Have you faced any barriers in sharing your views with the council? *(Tick all that apply)*
- | | | |
|---|---|--|
| <input type="checkbox"/> Don't know how to get involved | <input type="checkbox"/> Not available in the right format (e.g. online, hard copy) | <input type="checkbox"/> Something else – Please specify |
| <input type="checkbox"/> Not available in my preferred language | <input type="checkbox"/> Issues accessing things online | <input type="checkbox"/> No barriers |
| <input type="checkbox"/> Surveys are too complicated | <input type="checkbox"/> Issues accessing events in person | |
| <input type="checkbox"/> Surveys are too long | <input type="checkbox"/> I don't think people's views are taken into account | |

Please specify preferred language

If 'Something else' what stopped you taking part?

26. What would encourage you to share your views with the council? *(Tick all that apply)*
- | | |
|--|---|
| <input type="checkbox"/> Better promotion of opportunities to get involved | <input type="checkbox"/> Being told the results of the engagement |
| <input type="checkbox"/> A topic that is of particular interest to me | <input type="checkbox"/> Knowing the results are taken into account |
| <input type="checkbox"/> A topic that will directly affect me or my family | <input type="checkbox"/> Something else – Please specify |
| <input type="checkbox"/> Events in my local community | <input type="checkbox"/> Nothing |

If 'Something else' please tell us

27. How would you like to share your views with the council? *(Tick all that apply)*
- | | | |
|--|--|--|
| <input type="checkbox"/> Online survey | <input type="checkbox"/> Focus groups - in person | <input type="checkbox"/> Raising issues through Scrutiny |
| <input type="checkbox"/> Hard copy survey | <input type="checkbox"/> Focus groups - online | <input type="checkbox"/> Something else – Please specify |
| <input type="checkbox"/> Drop-in sessions | <input type="checkbox"/> Speaking to my local councillor | <input type="checkbox"/> None of these |
| <input type="checkbox"/> Speaking to council staff | <input type="checkbox"/> Via social media – Please specify | |

Which social media channels would you like to use? *(Tick all that apply)*

- | | | | |
|-----------------------------------|------------------------------------|-----------------------------------|--|
| <input type="checkbox"/> Facebook | <input type="checkbox"/> Instagram | <input type="checkbox"/> TikTok | <input type="checkbox"/> Other social media – please specify |
| <input type="checkbox"/> Twitter | <input type="checkbox"/> Linked In | <input type="checkbox"/> Snapchat | |

Please tell us what other social media channels you like to use

If 'Something else' please tell us how you'd like to share your views with the council

28. How should the council promote consultation and engagement opportunities? *(Tick all that apply)*

- | | |
|---|--|
| <input type="checkbox"/> On its website | <input type="checkbox"/> Local press |
| <input type="checkbox"/> Via the council's social media accounts | <input type="checkbox"/> Paid adverts (e.g. radio, billboards) |
| <input type="checkbox"/> Hard copies in Hubs and libraries | <input type="checkbox"/> Via Local councillors |
| <input type="checkbox"/> Hard copies in other community buildings | <input type="checkbox"/> Something else |
| <input type="checkbox"/> Working with community groups | |

Please specify community buildings

Please specify community groups

How else should projects be promoted?

29. Where would you look to find information about decisions made by the council? *(Tick all that apply)*

- | | |
|--|---|
| <input type="checkbox"/> Council website | <input type="checkbox"/> Ask a member of council staff |
| <input type="checkbox"/> Social media | <input type="checkbox"/> Ask my local councillor |
| <input type="checkbox"/> Local press | <input type="checkbox"/> Watch council meetings via live stream or webcasting |
| <input type="checkbox"/> Internet search (e.g. Google) | <input type="checkbox"/> Something else – please specify |
| <input type="checkbox"/> Call the council (Connect to Cardiff) | <input type="checkbox"/> I don't know |
| <input type="checkbox"/> Use the council's ChatBot (BOBi) | <input type="checkbox"/> I wouldn't look for this information |

If 'Something else' please tell us

We have looked at the profile of people who respond to the council's surveys and consultations compared to the profile of the city as a whole, and from that, we know that we are less likely to hear from people who:

- are aged under 35
- are aged 75 or over
- are from black, Asian and other minority ethnicity groups
- identify as disabled
- live in the poorer areas of the city

30. The council is looking to build a directory of community groups and organisations who work with residents to help us engage with all members of the community, but particularly those listed above.

Can you suggest any groups you think should be added to this directory?

- Yes No – Go to Q31

Please provide details (if you don't have all the information, please provide what you can):

Name of the group / organisation _____

Contact name _____

Contact phone number _____

Contact email address _____

What is the nature of the group? _____

Which of the following does this group work with? (Tick all that apply)

- | | |
|--|--|
| <input type="checkbox"/> Children and young people | <input type="checkbox"/> People from minority ethnicity groups |
| <input type="checkbox"/> People aged under 35 | <input type="checkbox"/> People living in a particular area of the city – Please specify |
| <input type="checkbox"/> People aged over 50 | <input type="checkbox"/> City-wide |
| <input type="checkbox"/> People aged over 75 | <input type="checkbox"/> Faith groups |
| <input type="checkbox"/> All age groups | <input type="checkbox"/> Other groups – Please specify |
| <input type="checkbox"/> People with a disability | |

Please specify area

Please specify other groups

31. The council has a Citizen's Panel, made up of residents who have expressed an interest in taking part in consultation and engagement on a range of council services, plus a Youth Panel specifically for children and young people.

Are you interested in joining the council's Citizen's Panel.

- Yes Yes, the Youth Panel No I'm already a member

32. Would you be interested in taking part in focus groups about how the council can improve engagement?

- Yes No – Go to Q34

33. Please provide your contact details below.

Name:

Email:

Phone number:

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Improving access to information

34. It is proposed that a 'Democracy Portal' be created to provide a focal point and easy access to information relating to Councillors, Elections, Scrutiny and how you can engage with the Council's decision-making processes.

Do you think this would be useful?

- Yes No Don't know

35. Would you be likely to use this Portal?

- Yes No – Go to Q36 Don't know

If yes, what information do you think it should include?

36. The council is considering setting up social media accounts run by its Democratic Services team, which will provide information and opportunities to get involved in the Council's decision-making, democratic and election processes.

Would you be likely to use any of the following? *(Tick all that apply)*

- | | |
|---|--|
| <input type="checkbox"/> Democratic Services Facebook account | <input type="checkbox"/> News and updates from your local councillor on social media |
| <input type="checkbox"/> Democratic Services Twitter account | <input type="checkbox"/> None of these |

Thank you for taking the time to give us your views.