

Meeting of:	<b>Cabinet</b>
Date of Meeting:	<b>Thursday, 22 May 2025</b>
Relevant Scrutiny Committee:	Place Scrutiny Committee
Report Title:	<b>Reshaping Services – Assets and Opportunities for Concessions</b>
Purpose of Report:	To consider and to seek delegated authority for short term trial concessions at Barry Island and Penarth Pier.
Report Owner:	Deputy Leader and Cabinet Member for Sustainable Places
Responsible Officer:	Chief Executive
Elected Member and Officer Consultation:	Reshaping Assets Board
Policy Framework:	This is a matter for Executive decision by the Cabinet
<p>Executive Summary:</p> <ul style="list-style-type: none"> <li>The Council's transformation programme – Reshaping Services includes an assets workstream which considers opportunities for better and different use of the Council's physical assets. As part of this work, opportunities to introduce new concession opportunities in key locations such as Barry Island, Penarth Esplanade has been considered. This report has been informed by the work of the Reshaping Assets Board.</li> <li>The importance of coastal areas, including Barry Island is recognised by the Council as a crucial space for local recreation, well-being, and tourism. The growing popularity of water and seafront-based activities like kayaking presents an opportunity to enhance the area's offerings. A third-party operator has proposed a 1-year trial kayak concession from July 2025 to June 2026, and another third-party operator has proposed a 1-year trial for a fruit stall from July 2025 to June 2026, aiming to initially assess their viability.</li> <li>Approval is sought to enter into a short-term license agreement for a maximum of 1 year, allowing for the operation of a kayak concession to be located at the start of the Eastern shelter (as shown on the plan at Appendix A), which could provide income to support the protection and future development of the Island, with a focus on maintaining the space and nature conservation. The trial will help evaluate the potential for offering a similar concession of this type on a longer-term arrangement in future years, balancing economic, environmental, and recreational needs.</li> </ul>	

- Approval is also sought to enter into an additional short-term license agreement for a maximum of 1 year, allowing for the operation of a fruit stall at a choice of three locations, to be located at either number 2, 4 or 6 beach access points (as shown on the plan attached at Appendix B). The concession holder will be able to move between the 3 locations as desired. This will enhance the offerings at Barry Island even further, support the future of the Island and promote healthy lifestyles.
- Approval is also sought to market an opportunity and enter into a license agreement for a minimum of 5 years for a concession in the former Fishing hut at the seaward end of Penarth Pier (as shown in Appendix C), which could provide an additional offering to visitors to the Pier and wider Esplanade and Penarth seafront.
- Finally, given the need to be able to respond to other small scale opportunities in a timely fashion, approval is sought for delegated authority to be granted to all relevant Directors in consultation with the Chief Executive, the Deputy Leader and Cabinet Member for Sustainable Places, Executive Leader and Cabinet Member for Performance and Resources and Head of Finance/S151 Officer to facilitate the progression of future concession opportunities through initial trial periods (of up to 3 years), thereby ensuring that such opportunities can be progressed at pace, having regard to the often seasonal nature of opportunities in our coastal and park settings.

## **Recommendations**

1. That Cabinet agrees to pilot a kayak concession operated by a third-party provider at Barry Island beach for a maximum of 1 year from July 2025 to June 2026, at a location at the Eastern shelter.
2. That Cabinet agrees to pilot a fruit stall concession operated by a third-party provider at Barry Island beach for a maximum of 1 year from July 2025 to June 2026, at three locations, to be located at either number 2, 4 or 6 beach access points, with the concession holder being able to move between the 3 locations identified as desired.
3. That Cabinet agrees to market an opportunity for a concession at the former fishing hut at the seaward end of Penarth Pier for a period of 5 years and that delegated authority be granted to the Head of Finance/S151 officer to progress the advertising and subsequent tendering of the opportunity in consultation with the Head of Neighbourhood Services.
4. That delegated authority be granted to all relevant Service Directors in consultation with the Chief Executive, the Deputy Leader and Cabinet Member for Sustainable Places, the Executive Leader and Cabinet Member for Performance and Resources and the Head of Finance/S151 Officer to facilitate the progression of future small-scale concession opportunities for up to 1-year trial periods and if viable following the trial period to let these concessions for up to 3 years following an open marketing exercise.
5. That, in pursuance of recommendations 1-4, Cabinet authorises the Monitoring Officer / Head of Legal and Democratic Services to execute all the necessary licenses to allow all such licences to complete.
6. That the use of Section 15.14 of the Council's Constitution (urgent decision procedure) be authorised to allow the third-party provider to begin operation from July 2025.

## **Reasons for Recommendations**

- 1-2. To enhance Barry Island's leisure offerings, boosting tourism and the local economy and to establish commercial arrangements for the summer of 2025.
3. To promote sustainable tourism and generate income for the Council.
4. To have a more efficient and streamlined process for approving concession opportunities by delegating authority, thereby removing the need for each individual trial to be referred to Cabinet for approval.
5. To effect and complete the necessary legal documentation.
6. To enable delivery of the concession from the proposed start date.

## **1. Background**

- 1.1** The coastal areas and parks of the Vale of Glamorgan attract increasing numbers of residents and tourists by offering a range of natural environments, outdoor activities and visitor facilities. The increasing appetite for active recreation and leisure activities indicates the opportunity to enhance and expand options to improve visitor experience and support well-being.
- 1.2** The Council has been approached by an organisation called Kayakomat, an established operator, who has proposed a pilot kayak concession starting in summer 2025. Their service complies with Paddle UK guidelines, ensuring safety and environmental standards.
- 1.3** The Council has also been approached by a proposed operator of a fruit stall, who is a local supplier and experienced in operating outdoor stalls who, proposes to offer a range of fruits for sale through a moveable concession at 3 locations on the beach, namely beach access points 2, 4 and 6 on the plan provided with this report (Appendix B). This opportunity aligns with the Council's commitment to supporting local businesses and sustainable practices. The plans at Appendix A and B show the location for the proposed kayak concession and fruit stall.
- 1.4** Alongside these two opportunities, there is a further opportunity to enhance the offer available at Penarth Pier by offering the former fishing hut as a concession. Subject to any necessary planning consents required for any change of use, the hut could be offered for a range of food/drink uses. It is proposed that the concession be offered for a period of up to 5 years initially from a date to be agreed when all necessary due diligence and paperwork has been prepared. The location of the former fishing hut is illustrated on the plan attached at Appendix C and the concession opportunity will include the ability for any future concession holder to use a small area of the pier deck immediately abutting the building for seating and tables, under license.
- 1.5** In addition, there is a requirement for greater flexibility on future concession offers and the ability to move at pace to trial short term concessions in future. As a consequence, it is proposed that Cabinet grants delegated authority to all relevant Service Directors with responsibility for assets (subject to the consultations listed in the recommendations) to seek short term concessions on a trial basis in future and then to offer subsequent concessions for a maximum of 3 years at these locations should they prove viable. These 3-year concession opportunities would be marketed openly.

## **2. Key Issues for Consideration**

- 2.1** The Council's transformation programme – Reshaping Services has previously been reported to Cabinet. The programme includes workstreams which seek to consider the best use of the Council's assets and the potential for income generation. The Reshaping Assets Board, which includes representatives from across the organisation and chaired by the Chief Executive have been considering opportunities for making better use of key buildings and other physical assets across the Vale of Glamorgan. This report is informed by that work.

- 2.2 Finally, given that the work of the Reshaping Assets Board is ongoing, it would be helpful if the team could have the ability to move quickly to explore short-term and small-scale concessions in parks and coastal locations. This would allow the Council to demonstrate agility and flexibility to trial concessions at various locations and to establish if there is an interest from potential concession holders in a variety of locations. Delegated authority is therefore sought to allow short-term and small-scale opportunities to be marketed in appropriate locations and then for longer term viable concessions to be taken to the market going forward.
- 2.3 All proposed concession opportunities will be carefully assessed by officers to ensure they are appropriate for the location and align with the Council's strategic priorities as set out in Vale 2030 and the Reshaping prospectus.
- 2.4 The Reshaping Assets Board includes officers from all key areas of the Council to ensure that there is consideration of such areas such as legal/planning/estates/finance/regeneration (including placemaking) etc.

### **3. How do proposals evidence the Five Ways of Working and contribute to our Well-being Objectives?**

- 3.1 **Long-Term** – The concessions support sustainable, year-round tourism and local businesses. It also allows the Council to seek appropriate levels of income to help maintain our parks and coastal areas for the benefit of residents and future generations.
- 3.2 **Prevention** – The concessions at Barry Island in particular have a direct link to well-being and active lifestyles.
- 3.3 **Collaboration** – The partnerships with concession operators fosters local tourism and vibrant public spaces and allows a consideration of further opportunities in other areas of the Vale of Glamorgan.
- 3.4 **Integration** - The concessions proposed complement both Barry Island and Penarth's leisure offerings and enhances the attractiveness of the area for residents and visitors.
- 3.5 **Involvement** - Community feedback will help inform future concession opportunities and will allow the Council to consider how the short-term trial-based concessions could be developed in the future.

### **4. Climate Change and Nature Implications**

- 4.1 Kayaking is eco-friendly and promotes environmental awareness. The operator will follow best practices to reduce carbon footprints and minimise environmental impact.
- 4.2 The kayaking concession will only operate during agreed seasonal times and in safe weather conditions.
- 4.3 Whitmore Bay water quality is overseen by the Natural Resources Wales (NRW), where routine samples are taken to monitor the quality of bathing waters.

Classifications are based on four years' worth of data, and Whitmore Bay has been classified as having 'Good' water quality since 2020.

- 4.4** The fruit stall, fishing hut and Kayak concessions will align with best practices for environmental management, including adherence to littering regulations and ensuring the protection of surrounding natural areas.

## **5. Resources and Legal Considerations**

### **Financial**

- 5.1** Savings targets for Neighbourhood Services include the generation of additional income, and these proposals seek to raise income from users of services which require resources to maintain and/or deliver, in a fair and balanced way, whilst also maintaining viable competitive services and attracting visitors and tourists as appropriate.
- 5.2** Estates officer resource will be required to prepare the concession paperwork and tender docs where appropriate and drawing up the terms and conditions for the licences. There will also be a required legal resource to draft and complete the necessary legal documentation. Some costs associated with this will be reimbursed by the third party where appropriate.
- 5.3** The Council will be required to negotiate terms and conditions for each concession and enter into appropriate legal agreements e.g. licence with specific requirement for operators to have the necessary health and safety provisions, public liability and other necessary insurance cover in place.
- 5.4** Planning permission may be required by proposed operators following the pilot scheme and it will be for those businesses to seek the relevant permissions if necessary.

### **Employment**

- 5.5** There are no employment implications for the Council associated with this report.

### **Legal (Including Equalities)**

- 5.6** The Council will be required to negotiate terms and conditions with all successful concession holders and enter into appropriate legal agreements e.g. licences as appropriate. Planning permission may be required by proposed operators, and it will be for those businesses to seek the relevant permissions if necessary.

## **6. Background Paper**

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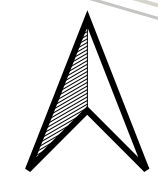
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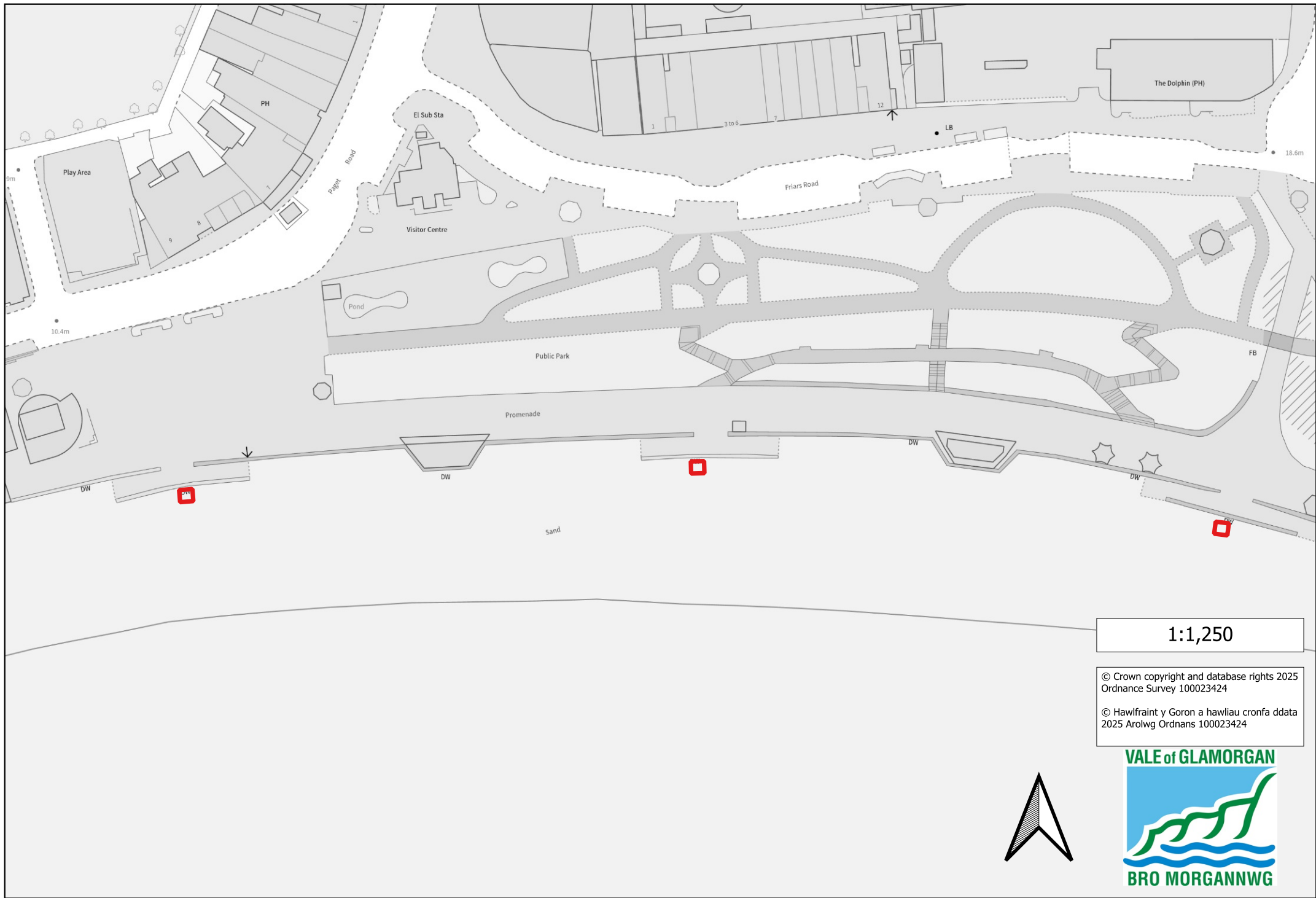
Eastern shelter  
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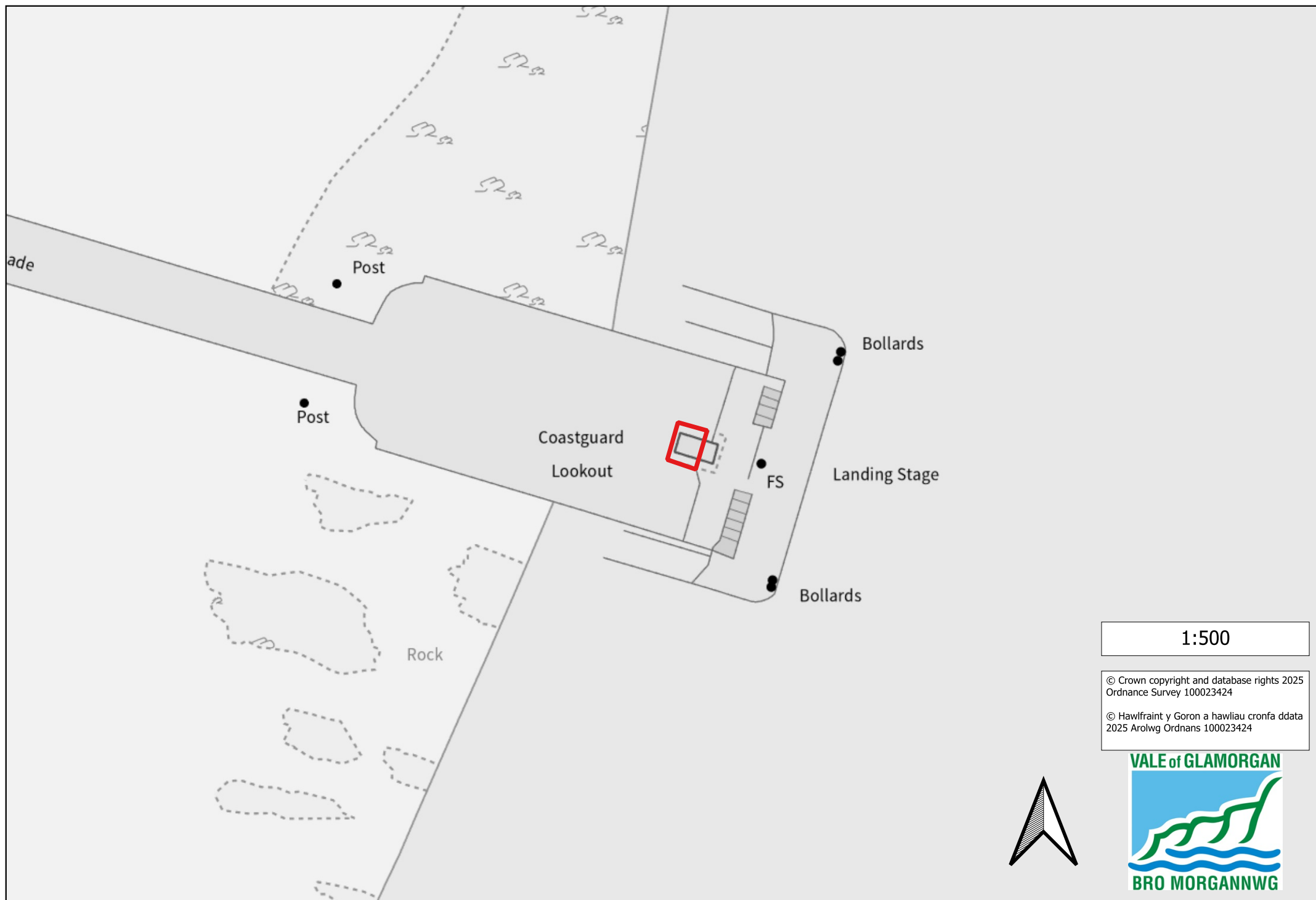
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