

Meeting of:	Cabinet
Date of Meeting:	Thursday, 28 May 2026
Relevant Scrutiny Committee:	Live Well Scrutiny Committee
Urgent Decision Procedure Used (If yes, why)	Not applicable
Item Type	Part I
Report Title:	Belle Vue Pavilion – Operating Model and Governance Arrangements
Portfolio Holder:	Cabinet Member for Leisure, Sport and Wellbeing
Lead Officer:	Head of Neighbourhood Services

1.0 Executive Summary

- 1.1 Belle Vue Pavilion is a Council-owned community asset that was redeveloped between 2019 and 2023 with National Lottery support to provide modern, accessible facilities for community, cultural and wellbeing activity. Since reopening, the Pavilion has operated under interim arrangements that enabled public access and early activation of the space but did not provide a sustainable long-term operating model.
- 1.2 During the interim period, the Council received a Community Asset Transfer (CAT) proposal from local community representatives. The proposal demonstrated strong community interest and commitment; however, following assessment against the Council’s CAT framework, officers concluded that it did not provide sufficient assurance at that stage in relation to governance capacity, financial sustainability, risk to the Council or compliance with National Lottery funding obligations. The outcome of that assessment informed a broader options appraisal of future management arrangements.
- 1.3 In November 2025, a detailed business case was considered by the Corporate Assets Board, assessing three options: continuation of interim arrangements, external or community-led operation (including further consideration of the CAT application), and a strengthened internal operating model. The analysis concluded that an internally led model, delivered through Libraries and Cultural Services with support from Corporate Landlord and a revised café operating arrangement, offers the greatest assurance of long-term sustainability, transparency and community benefit.
- 1.4 Under the recommended model, Libraries and Cultural Services would assume operational leadership for the Pavilion, embedding it within an established service with experience in managing community buildings, cultural venues and inclusive programming. Corporate

Landlord would retain responsibility for property compliance, while the Council-owned LATC (Big Fresh Catering Company) would continue as café operator on a revised full cost-recovery basis, subject to appropriate governance and approvals. The model introduces clear financial controls, a dedicated cost centre, structured programming, equitable pricing and strengthened performance monitoring.

- 1.5 Financial modelling indicates a realistic pathway to sustainability, with near breakeven in Year 1, breakeven in Year 2 and a modest surplus projected by Year 3 as usage and programming mature. Quarterly reporting to the Strategic Insight Board and a formal 12-month review to Cabinet will provide transparency, oversight and an opportunity to refine the model based on operational evidence.
- 1.6 The recommendations in this report therefore seek Cabinet approval for a strengthened internal operating model for Belle Vue Pavilion that addresses the shortcomings of interim arrangements, responds to the outcome of the CAT assessment, meets funding and legal obligations, and maximises long-term community benefit in line with the Council's Vale 2030 priorities.

2.0 **What are the Recommendations?**

	Recommendations	Reason for Recommendation
2.1	That Cabinet approves the adoption of a strengthened internal operating model for Belle Vue Pavilion, with operational responsibility led by Libraries and Cultural Services and property compliance retained by Corporate Landlord.	To provide clear and accountable operational leadership for the Pavilion within an established Council service that has the capacity, experience and governance arrangements necessary to manage a community-facing asset, ensure statutory compliance, deliver inclusive programming and support long-term financial sustainability in line with Vale 2030 objectives.
2.2	That Cabinet notes the outcome of the Community Asset Transfer (CAT) Stage 2 assessment undertaken in accordance with the Council's CAT framework, which has informed the recommended operating model.	To provide transparency over the assessment of the CAT proposal, ensure alignment with the Council's adopted CAT framework, and mitigate financial, governance and compliance risks by establishing a stable operating model before considering any future transfer of operational responsibility.
2.3	That Cabinet agrees that the Big Fresh Catering Company may continue as café operator subject to the completion of a revised formal operating agreement on a full cost-recovery basis, and approval by	To secure continuity of service and retain an established anchor tenant while strengthening financial transparency, reducing financial exposure for the Council and ensuring that café operations contribute

	Recommendations	Reason for Recommendation
	the Big Fresh Catering Company Board of Directors.	fairly to shared building costs and the overall sustainability of the Pavilion.
2.4	That Cabinet approves the implementation of a structured programme of community, cultural and wellbeing activity, supported by a transparent tiered pricing framework.	To ensure equitable access to the Pavilion, improve consistency and transparency in pricing, support delivery of preventative wellbeing and cultural outcomes, and enable income generation that contributes to long-term financial sustainability without excluding community use.
2.5	That Cabinet supports a phased approach to early-evening use of Belle Vue Pavilion through the proportionate use of Temporary Event Notices (TENs), subject to licensing requirements and operational oversight.	To allow controlled testing of early-evening activity in a way that balances community use, licensing compliance, safety and risk management, while providing flexibility to respond to demand and build evidence before any longer-term changes are considered.
2.6	That Cabinet requires annual performance reporting on the operation of Belle Vue Pavilion, covering financial performance, usage patterns, community and wellbeing outcomes, compliance with National Lottery funding conditions and alignment with Vale 2030 priorities.	To strengthen governance and transparency, provide Cabinet with appropriate oversight of a publicly funded community asset, and ensure that the Pavilion's operation continues to deliver value for money, community benefit and strategic outcomes.
2.7	That Cabinet approves a formal review of the strengthened operating model after 12 months of operation.	To enable systematic evaluation of the model based on operational evidence, stakeholder feedback and financial performance, and to inform any future refinements, including potential alternative arrangements for community involvement where appropriate.
2.8	That Cabinet authorises the Head of Neighbourhood Services, in consultation with the Director of Learning & Skills to implement the approved operating model and make minor operational amendments as required, subject to compliance with National Lottery funding conditions and relevant governance approvals.	To ensure efficient and timely implementation of the approved model while maintaining appropriate governance safeguards and compliance with funding, legal and constitutional requirements.

3.0 What is the background to this report?

- 3.1 Belle Vue Pavilion is a Council-owned community asset located within Belle Vue Park, Penarth, and has long been recognised as an important local facility supporting social connection, cultural participation and informal recreation. Prior to redevelopment, the Pavilion had fallen into significant disrepair, limiting its usability, accessibility and ability to serve the needs of the local community.
- 3.2 Between 2017 and 2019, the Council undertook community engagement to inform the future of the Pavilion. This engagement identified strong local support for a revitalised facility that could operate as a flexible and inclusive neighbourhood hub, capable of supporting a wide range of community, cultural and wellbeing activities for people of all ages. In response, the Council secured a combination of capital investment, including funding from the National Lottery Community Fund, to deliver a comprehensive redevelopment of the building.
- 3.3 Redevelopment works were completed between 2019 and 2023 and resulted in a modernised, accessible and energy-efficient community facility. Improvements included flexible internal rooms suitable for community and cultural use, a café/kiosk space designed to support social interaction and income generation, improved accessibility including a fully accessible Changing Places facility, upgraded outdoor seating and landscaping, and enhanced environmental performance aligned with the Council's sustainability commitments. The redevelopment was designed to ensure long-term community benefit and compliance with the conditions attached to National Lottery funding.
- 3.4 Following completion of the redevelopment, the Pavilion reopened under interim operating arrangements. These arrangements were intended to enable public access to resume, allow early activation of the building and provide an opportunity to re-establish community use while longer-term governance and management options were considered. During this period, café services were delivered by the Council's Local Authority Trading Company, the Big Fresh Catering Company, and a range of community and partner activities were accommodated within the building.
- 3.5 The interim arrangements succeeded in reopening the Pavilion and demonstrated clear local demand for the facility, with increasing levels of community use over time. However, they were not designed to function as a permanent operating model. As use of the Pavilion grew, a number of challenges became apparent, including a lack of clear operational leadership, limited financial transparency, inconsistent programming, and insufficient mechanisms to monitor outcomes, pricing equity and compliance with funding and licensing requirements.
- 3.6 In parallel with interim operation, the Council began considering longer-term options for managing the Pavilion, including the potential for Community Asset Transfer. A CAT proposal was received and assessed in accordance with the Council's adopted CAT framework. Officers also undertook wider analysis of possible future operating models, drawing on learning from comparable community assets and internal reviews of governance and performance across the Council's estate in order to assess best value for any Target Operating Model.

3.7 In November 2025, a detailed business case and options appraisal for the future operation of Belle Vue Pavilion was presented to the Corporate Assets Board. This appraisal assessed the risks, benefits, financial implications and governance arrangements associated with maintaining interim arrangements, external or community-led management models, and an internally led operating model embedded within an existing Council service. The work of the Assets Board provided a robust evidence base to inform this Cabinet report.

4.0 What issues are there to be considered?

4.1 The future operation of Belle Vue Pavilion must address a number of inter-related issues that emerged during the interim operating period and through the Council's assessment of longer-term management options. These issues are central to determining a sustainable, compliant and community-focused operating model for the asset.

4.2 Under the interim arrangements, operational responsibilities were not clearly aligned to a single accountable service, limiting clarity over decision-making, financial oversight, safeguarding and compliance. For a publicly funded community building with licensing, health and safety and National Lottery obligations, clear governance and accountability arrangements are essential. The Council must therefore ensure that any future operating model provides defined leadership, proportionate oversight and clear separation of responsibilities between operational management and property compliance.

4.3 The interim operating period highlighted the limitations of operating without a dedicated financial framework. Income and expenditure were not consistently captured through a single cost centre, making it more difficult to track full operating costs, assess sustainability or demonstrate value for money.

4.4 The café function provides important day-to-day activity, footfall and social value and acts as a critical anchor and curator for the usage of the Pavilion. However, the interim arrangements placed financial risk disproportionately with the Council, with limited clarity around cost recovery, profit share or long-term viability.

4.5 During the interim period, community activity developed organically but without a consistent programme framework and was facilitated via the onsite café provision to manage enquiries, bookings, payments, and provision for access (both in and out of operating hours).

4.6 The Council operates a formal Community Asset Transfer (CAT) policy and guidance which sets out how applications from community bodies are considered. Proposals are assessed through a staged process, beginning with an Expression of Interest and, where appropriate, a detailed business plan, and are evaluated against established criteria including governance capacity, financial sustainability, community benefit, inclusivity, risk to the Council and compliance with legal and funding obligations. Progression through the CAT process does not guarantee approval, as each submission is considered on its merits and in line with the Council's statutory and fiduciary responsibilities, ensuring that community ambition is balanced with long-term sustainability and public accountability.

- 4.7 Community Asset Transfer was explored as part of the Council's consideration of a future Target Operating Model. The outcome of the is CAT assessment identified risks relating to governance capacity, financial sustainability, inclusivity and compliance with funding conditions at this stage, and is detailed in section 5 of this report.
- 4.8 The Council must consider how best to balance strong community involvement and co-production with the need for assurance, compliance and risk management appropriate to a publicly funded asset. Any future operating model must therefore allow community involvement to be strengthened from a position of stability rather than transferring unresolved risk.
- 4.9 The Pavilion's location and design require careful management of early-evening activity. Licensing constraints, community expectations, safeguarding considerations and environmental impacts must all be taken into account. The Council must consider how early evening use can be tested proportionately, compliance with licensing requirements can be maintained, and evidence can be gathered to inform any future changes to hours or activity types to meet demand.
- 4.10 Finally, the operation of Belle Vue Pavilion must demonstrate clear alignment with the Council's corporate and well-being priorities, including Vale 2030, National Lottery funding conditions and the Well-being of Future Generations (Wales) Act 2015. This requires clear performance measures, routine monitoring and reporting, and Council oversight of finance, usage and outcomes. Without these mechanisms, the Council cannot demonstrate that the Pavilion is delivering the intended public value.

5.0 How evidence has been used to inform the report, including the views of others?

- 5.1 The proposals set out in this report have been developed using a combination of strategic policy evidence, financial and operational analysis, formal internal governance and assurance processes, and engagement with community stakeholders. Taken together, this evidence has enabled the Council to assess the future operation of Belle Vue Pavilion in a structured and proportionate manner, balancing community ambition with the Council's statutory, financial and funding responsibilities.
- 5.2 The report is informed by the Council's Corporate Plan, Vale 2030: Strong Communities with a Bright Future, which places emphasis on preventative wellbeing, inclusive access to community infrastructure and the sustainable management of public assets. The recommended operating model has been tested against these priorities, particularly the role that community facilities play in supporting social connection, cultural participation and neighbourhood wellbeing.

Community engagement and interim operational evidence

- 5.3 Community views have been central to shaping both the redevelopment and subsequent operation of Belle Vue Pavilion. Prior to redevelopment, the Council undertook community engagement between 2017 and 2019 to understand local aspirations for the building and its

role as a flexible, inclusive neighbourhood hub. This engagement informed the design, accessibility and intended use of the redeveloped Pavilion.

- 5.4 Following reopening, the interim operation of the Pavilion provided further qualitative and quantitative evidence. Usage patterns, booking data, informal feedback from community groups and partner organisations, and observed growth in activity demonstrated that the Pavilion is valued and well-used. At the same time, the interim arrangements highlighted limitations, including inconsistent programming, limited financial transparency, and challenges in monitoring outcomes and applying pricing and access arrangements consistently. This operational learning formed an important part of the evidence base for assessing future management options.

Community Asset Transfer framework and Belle Vue application

- 5.5 The Council operates a formal Community Asset Transfer (CAT) policy and guidance which sets out how applications from community bodies are considered. Proposals are assessed through a staged process, beginning with an Expression of Interest and, where appropriate, a detailed business plan, and are evaluated against established criteria including governance capacity, financial sustainability, community benefit, inclusivity, risk to the Council, and compliance with legal and funding obligations. Progression through the CAT process does not guarantee approval, as each application is considered on its merits and in line with the Council's statutory and fiduciary responsibilities.
- 5.6 In line with this framework, a Stage 1 Expression of Interest was submitted by local community representatives in May 2024 and following initial assessment the applicant was formally invited to progress to Stage 2 in June 2024. A full Stage 2 business case was subsequently submitted in October 2024, setting out proposals for community-led operation of Belle Vue Pavilion, including governance arrangements, programming intentions and financial assumptions.
- 5.7 Between February and April 2025, the Council corresponded with the applicants to confirm that the Stage 2 business case had progressed through the Council's internal CAT governance arrangements and beyond initial officer review.
- 5.8 During the same period, the Council made clear that no formal determination on the CAT application had been taken. Consideration of the proposal was being undertaken alongside a broader options appraisal, including establishing an operational and cost baseline following redevelopment, testing the sustainability of different management models, and ensuring alignment with funding conditions, asset governance requirements and the Council's wider strategic objectives.
- 5.9 In November 2025, a detailed business case and options appraisal for the future operation of Belle Vue Pavilion was presented to the Reshaping Assets Board. This work brought together evidence from interim operation of the Pavilion, the assessment of the CAT submission, and wider analysis of financial sustainability, governance, risk and compliance considerations. The appraisal considered three options: continuation of interim arrangements; external or community-led operation (including CAT); and a strengthened internal operating model embedded within an existing Council service. Given the strategic importance of the asset and the need to establish a robust operational and financial baseline following redevelopment, it

was considered necessary and appropriate to assess the CAT proposal alongside a wider options appraisal rather than in isolation.

- 5.10 It was concluded that, at this stage in the Pavilion's lifecycle, an internally led operating model offered the strongest assurance in terms of long-term financial sustainability, governance, compliance with National Lottery funding conditions and delivery of community benefit. These conclusions form a key part of the evidence base informing the recommendations set out in this Cabinet report.
- 5.11 The CAT proposal was assessed in accordance with the Council's adopted CAT framework, drawing on evidence from relevant corporate services and operational learning. The assessment recognised the strength of community interest and commitment demonstrated by the applicants; however, it concluded that the proposal did not provide sufficient assurance at this stage to support transfer of operational responsibility, including specific concerns relating to the maturity of governance arrangements, resilience of financial projections, clarity of operating model, and the ability to meet ongoing compliance obligations associated with National Lottery funding and statutory requirements.
- 5.12 While the Community Asset Transfer application has been assessed through the Council's internal CAT governance processes, with the outcome forming part of the evidence base for Cabinet's decision, this has not yet been formally considered. This report therefore provides the formal route through which the CAT assessment outcome is presented and contextualised within the Council's wider consideration of the most appropriate operating model for Belle Vue Pavilion, without seeking Cabinet determination of the CAT application itself.
- 5.13 Cabinet is not therefore being asked to determine the CAT application itself, but to note the outcome of the Stage 2 assessment, which has been undertaken through the Council's established processes, and which informs the recommended operating model.
- 5.14 Taken together, the evidence from community engagement, interim operation of the Pavilion, assessment of the CAT submission and the wider options appraisal considered by the Reshaping Assets Board demonstrates that, while community involvement remains important, a strengthened internal operating model currently provides the greatest assurance in terms of sustainability, governance and compliance. This position does not preclude future consideration of a CAT or other community led arrangements, subject to the establishment of a stable operating baseline and demonstration of the necessary governance and financial capacity.
- 5.15 The Council has informed the applicants in writing of the outcome of the Stage 2 assessment in accordance with the Council's Policy guidance.
- 5.16 There will be strengthened ongoing engagement arrangements under the proposed model, including a named Council contact and structured opportunities for community input. This will enable a more coordinated and consistent approach to communication and engagement going forward.

6.0 Next Steps

- 6.1 In determining the most appropriate next steps for the future operation of Belle Vue Pavilion, the Council has considered a range of options informed by the evidence gathered during the interim operating period, the assessment of the Community Asset Transfer (CAT) proposal, and the findings of the business case presented to the Corporate Assets Board.
- 6.2 The options appraised reflect the realistic and legally available routes for managing the Pavilion at this stage in its development. Each has been evaluated against the key issues identified earlier in this report, including governance and accountability, financial sustainability, compliance with funding and licensing requirements, delivery of community benefit, and alignment with the Council's Vale 2030 objectives.

Option 1 – Continue Interim Arrangements

- 6.3 Option 1 would involve retaining the interim operating arrangements that have been in place since the Pavilion reopened following redevelopment. These arrangements enabled public access to resume and allowed early activation of the facility while longer-term solutions were explored. However, they were not designed to operate as a permanent model.
- 6.4 While this option offers minimal short-term disruption, it does not address the underlying weaknesses identified during the interim period. In particular, it fails to provide clear governance and accountability, transparent financial management or assurance of full cost recovery. It also does not meet National Lottery expectations for the long-term sustainability and governance of a publicly funded community asset.
- 6.5 Option 1 is therefore not considered suitable for long-term delivery and would continue to expose the Council to financial, operational and compliance risks.

Option 2 – External or Community-Led Operation (Including Community Asset Transfer)

- 6.6 Option 2 explored the transfer of operational responsibility for Belle Vue Pavilion to an external organisation, including a community-led model under the Council's Community Asset Transfer framework.
- 6.7 As set out earlier in this report, a CAT proposal was received and assessed against the Council's CAT criteria. While the proposal evidenced strong community interest and ambition, the assessment concluded that it did not provide sufficient assurance at this stage in relation to governance capacity, financial sustainability, risk management, inclusivity or compliance with National Lottery funding conditions.
- 6.8 The wider assessment of external operating models also identified limited market interest, given the scale, financial profile and regulatory constraints associated with the Pavilion. Transferring responsibility externally at this point would reduce the Council's ability to guarantee equitable access, safeguard public investment and ensure alignment with strategic objectives.

- 6.9 Although this option presents opportunities for community leadership in principle, the evidence indicates that progressing external operation or CAT at this stage would introduce unacceptable risk and weaken accountability for a key community wellbeing asset.
- 6.10 Option 2 is therefore not recommended at this time. However, it does not preclude future consideration of alternative arrangements once a stable operating foundation has been established.

Option 3 – Internal Operating Model

- 6.11 Option 3 proposes a strengthened internal operating model, with Belle Vue Pavilion operated within Libraries and Cultural Services, supported by Corporate Landlord for statutory compliance and with continued café provision delivered through a revised full cost-recovery arrangement, providing a consistent presence and supporting the daily operation of the Pavilion in widening access to services, provision and community use. It is recommended that pending the 12-month review as per recommendation 2.7, the café provision continue to be delivered by the Council's Local Authority Trading Company, Big Fresh Catering.
- 6.12 This option builds directly on the detailed business case considered by the Reshaping Assets Board in November 2025, which concluded that an internally led model provides the strongest assurance in terms of governance, financial sustainability, funding compliance and delivery of community outcomes. Under this Model:
- operational leadership, programming and performance management would sit within an established Council service with experience of managing community and cultural assets;
 - financial transparency would be strengthened through a dedicated cost centre and clear income and cost recovery arrangements;
 - community access and inclusivity would be supported through structured programming and a tiered pricing framework; and
 - opportunities for community involvement would be embedded through co-production and partnership rather than transfer of operational risk.
- 6.13 Option 3 directly addresses the key issues identified during the interim period and through the CAT assessment. It provides a stable platform for the Pavilion's development, enables compliance with National Lottery funding conditions, and supports delivery of the Council's Vale 2030 priorities. This operating model also benefits from being tested with the Penarth Pier Pavilion, which was brought into the service in 2020 and seen significant growth in use and provision.
- 6.14 Option 3 therefore offers the most balanced, sustainable and proportionate approach and is therefore recommended as the preferred next step for the operation of Belle Vue Pavilion.

7.0 How does this report support the Vale 2030 and Reshaping?

- 7.1 The proposals in this report support the Council's Corporate Plan, Vale 2030: Strong Communities with a Bright Future, by adopting a place-based, preventative and sustainable approach to managing Belle Vue Pavilion as a valued community asset. The strengthened

operating model contributes directly to the objectives of Creating Great Places to Live, Work and Visit and Supporting and Protecting Those Who Need Us, by ensuring the Pavilion remains accessible, inclusive and focused on community wellbeing, cultural participation and social connection, while being financially and operationally resilient for the longer term.

- 7.2 The report also aligns with the Council's refreshed Reshaping strategy, which emphasises transformation through clearly defined Target Operating Models (TOMs), improved governance and sustainable service delivery. Moving from interim arrangements to a defined internal operating model reflects the Reshaping principle of reducing reliance on informal or short-term solutions and embedding clear accountability, transparency and performance oversight. The approach demonstrates how the TOM framework can be applied at an asset level to strengthen resilience and improve outcomes in the context of ongoing financial and demand pressures.
- 7.3 Community engagement features strongly in both Vale 2030 and Reshaping, particularly under the theme of Strengthening Communities. The redevelopment of Belle Vue Pavilion was informed by earlier community engagement, and subsequent interim operation provided further evidence of community demand and usage. The submission and assessment of a Community Asset Transfer (CAT) proposal offered valuable insight into community aspiration and willingness to be involved, reinforcing the importance of community voice in shaping the Pavilion's future, even where transfer of operational responsibility is felt not to be appropriate at this stage of the Pavilion's lifecycle.
- 7.4 Consistent with Reshaping principles and the Council's approach to CAT, the proposals strike a balanced position between community empowerment and organisational assurance. It supports ongoing community involvement and co-production within a stable and compliant operating framework, rather than transferring unresolved financial or governance risk. In doing so, the report demonstrates how Vale 2030 and Reshaping ambitions can be delivered through evidence-based decision-making that strengthens communities while ensuring the Council remains the best organisation it can be.

8.0 How does this support the Five Ways of Working?

- 8.1 The proposals set out in this report have been developed in accordance with the Well-being of Future Generations (Wales) Act 2015 and demonstrate clear application of the Five Ways of Working: long-term, prevention, integration, collaboration and involvement. The approach taken ensures that decisions regarding the future operation of Belle Vue Pavilion are sustainable, evidence-based and focused on maximising community benefit over the long term.
- 8.2 **Long term:** The report adopts a long-term perspective by prioritising the sustainability, resilience and future viability of Belle Vue Pavilion as a community asset. Rather than focusing solely on short-term operational continuity, the options appraisal considers the implications of different operating models on governance, financial sustainability, compliance with funding conditions and strategic alignment over the coming years.

- 8.3 **Prevention:** The report demonstrates a preventative approach by addressing risks and weaknesses identified during the interim operating period before they become entrenched. Evidence from interim operations, the CAT assessment and internal financial analysis has been used to identify and mitigate risks relating to unclear governance, financial exposure, inconsistency of access and non-compliance with funding and licensing requirements.
- 8.4 **Integration:** The proposals integrate the operation of Belle Vue Pavilion with the Council's wider strategic framework, particularly Vale 2030, cultural services, community wellbeing objectives and corporate asset management responsibilities. Locating operational leadership within Libraries and Cultural Services ensures alignment with existing cultural, community and wellbeing provision across the Council's estate.
- 8.5 **Collaboration:** Collaboration has been a key feature throughout the development of the report. Internally, the proposals have been shaped through cross-service working, including involvement of cross-directorate services, finance, legal, corporate landlord and senior officers through established governance mechanisms such as the Reshaping Assets Board.
- 8.6 Externally, collaboration with community groups, partners and the café operator have informed understanding of demand, usage and the practical operation of the Pavilion. While the Council is not progressing a Community Asset Transfer at this time, the report recognises the importance of ongoing partnership working and co-production, embedding mechanisms for community input within the recommended operating model rather than transferring unresolved risk.
- 8.7 **Involvement:** The views and experiences of local people have informed the report at multiple stages. Community engagement undertaken ahead of and during redevelopment shaped the vision for Belle Vue Pavilion as a flexible and inclusive community hub. Continued use of the Pavilion under interim arrangements provided further evidence of community needs, usage patterns and aspirations. The preferred option also sets out the ambitions of resetting community governance arrangements for the co-production of programme at the venue.

Resources

9.0 Finance

- 9.1 The strengthened operating model is designed to provide clear financial accountability and a sustainable pathway to full cost recovery. A dedicated cost centre would be established for Belle Vue Pavilion, enabling transparent tracking of all income and expenditure associated with the operation of the building.
- 9.2 Annual operating costs for the Pavilion are estimated at approximately £30,000, covering utilities, routine maintenance, cleaning, insurance, licensing, security, operational support and other overheads associated with a community-facing facility. There is no dedicated budget provision to support this requirement, with the exception of £9,500 currently allocated for building cleaning.
- 9.3 It is important to recognise that the service area is operating within a context of significant financial pressures, which is consistent with the broader position across the Council.

Consequently, the development of a sustainable future operating model will be essential in order to achieve full cost recovery and ensure the ongoing financial viability of the service.

- 9.4 Financial modelling developed through the Reshaping Assets Board business case identified a realistic and conservative income profile, based on experience from comparable Council-operated community and cultural facilities. Projected income is expected to derive from a combination of structured room hire, programmed events and activities, café contribution under revised arrangements, grants and limited sponsorship. The model indicates near breakeven in Year 1, breakeven in Year 2 and a modest operating surplus from Year 3 as programming and usage mature.
- 9.5 The revised café operating arrangements will move to a full cost-recovery basis, ensuring that café operations contribute proportionately to shared building costs and reducing the financial exposure currently borne by the Council. Any revised operating agreement will be subject to appropriate governance approvals, including approval by the Big Fresh Catering Company Board of Directors.
- 9.6 The proposals do not require additional ongoing Council subsidy and are consistent with National Lottery funding expectations for financial sustainability and reinvestment of surpluses for community benefit.

10.0 Workforce

- 10.1 Operational leadership for Belle Vue Pavilion will be delivered through existing management structures within Libraries and Cultural Services, drawing on established expertise in managing community buildings, cultural venues and inclusive programming, and in partnership with the café who will provide a continual presence onsite. The Pavilion will be integrated into existing operational, safeguarding, performance monitoring and reporting frameworks.
- 10.2 No additional permanent posts are required at this stage. Staffing implications will be managed within existing resources. This includes designation of an existing officer within Libraries and Cultural Services to coordinate day-to-day operations, programming and performance reporting, flexible use of wider service staff to across the Council to support events, activities and community engagement as required, continued delivery of café staffing by the operator within its own operating model, and ongoing support from Corporate Landlord for statutory inspections, maintenance and compliance.
- 10.3 Any future increases in activity levels or external funding secured may create opportunities for sessional or programmes-based roles, which would be considered separately and within available budgets.

Assets

- 10.4 Belle Vue Pavilion would remain a Council-owned asset, with Corporate Landlord retaining responsibility for statutory property compliance. This includes oversight of building safety, fire and electrical compliance, accessibility standards, heating and ventilation systems, and planned maintenance.

- 10.5 The strengthened operating model provides clearer separation between property compliance and community-facing operations, addressing a key weakness identified during the interim period.
- 10.6 No additional capital investment is required at this stage.

11.0 Legal

- 11.1 **Does an Equalities Impact Assessment need to be completed? If not, why?** While a full Equalities Impact Assessment has not been undertaken, the potential equality implications of the proposed operating model have been considered as part of the decision-making process. The proposals do not introduce a new service or withdraw provision; they do represent a change in governance and operational model for a publicly accessible community asset. The strengthened model is designed to maintain and enhance equitable access to the Pavilion, including through transparent pricing, inclusive programming and accessible facilities. Ongoing monitoring of participation, usage and pricing impacts will be undertaken to ensure that no group with a protected characteristic is disproportionately disadvantaged, should evidence of disadvantage impact arise then the Council will review and adjust the operating model accordingly. The Council has considered the potential impacts of the proposals, in line with the Equality Act 2010 and the Public Sector Equality Duty (PSED).

Public Sector Equality Duty (PSED)

- 11.2 The Council must in exercising its functions, have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a protected characteristic and those who do not.

The proposals support compliance with the PSED by:

- providing a consistent and transparent pricing framework, including concessions;
- ensuring accessibility of the building, including Changing Places facilities;
- embedding inclusive and community-focused programming; and
- introducing structured monitoring and reporting to enable ongoing assessment of equality impacts.

The strengthened governance and reporting arrangements will assist the Council in evidencing that due regard has been given in a continuing and proportionate manner.

Community Asset (CAT) - Legal and procedural considerations

- 11.3 The Council's published Community Asset Transfer (CAT) framework sets out a structured and transparent process for considering applications. The CAT proposal and associated Business Case relating to Belle Vue Pavilion has been considered in accordance with that framework, including progression from Stage 1 (Expression of Interest) to Stage 2 (Full Business Plan) and assessment against the Council's published criteria.

- 11.4 The outcome of that assessment is that, at this stage, the proposal does not provide sufficient assurance in relation to governance capacity, financial sustainability, risk management, inclusivity or compliance with funding conditions.
- 11.5 Cabinet is not being asked to determine the CAT application itself, but to note the outcome of the Stage 2 assessment, which has been undertaken through the Council's established processes, and which informs the recommended operating model.
- 11.6 The Council must act in accordance with public law principles, including fairness, rationality and transparency. The assessment has therefore been informed by:
- the evidence provided within the Stage 2 submission.
 - Operating learning from the interim use of the Pavilion; and
 - Wider strategic and financial considerations relating to the long-term stewardship of the asset.
- 11.7 The Council recognises the strength of community interest and remains committed to ongoing engagement. The decision not to progress a CAT at this stage does not preclude future consideration of community led arrangements, subject to the establishment of a sustainable and compliant operating baseline.

Fiduciary duties and best consideration

- 11.8 The Council has a fiduciary duty to our Council Taxpayers to act prudently in the management of its assets and resources. In considering options for the Pavilion, the Council has balanced community benefit with financial sustainability, risk exposure and long-term viability.
- 11.9 Any future disposal or transfer of an interest in the asset would need to comply with Section 123 of the Local Government Act 1972 and, where relevant. The current recommendation to retain an internal operating model reflects the Council's assessment that this approach best safeguards the asset, public investment, and ongoing community benefit at this time.

National Lottery Funding conditions

- 11.10 The Pavilion has benefited from National Lottery funding, which places ongoing obligations on the Council to ensure continued public access; delivery of community benefit; appropriate governance and financial management; and sustainable operation of the asset.
- 11.11 The strengthened operating model, including clear governance, financial transparency and structured programming, is designed to ensure compliance with these obligations. The Council will continue to monitor compliance with funding conditions through regular internal review and reporting mechanisms in line with National Lottery requirements.

Licensing, Regulatory and Operational Compliance

- 11.12 The Pavilion is subject to a range of statutory and regulatory requirements, including:
- Licensing: Activities must comply with premises licensing conditions, including permitted hours, noise control and safeguarding considerations. The proposed use of Temporary Event Notices (TENs) represents a lawful and proportionate mechanism to test extended use while managing risk.

- Health and Safety: The Council retains overarching duties under the Health and Safety at Work etc. Act 1974. The clarified division between Corporate Landlord (property compliance) and Libraries and Cultural Services (operational management) strengthens accountability and risk control.
- Food Safety: Café operations will remain the responsibility of Big Fresh Catering Company, which must comply with all relevant food hygiene and regulatory requirements.

Local Authority Trading Company (LATC) Arrangements

- 11.13 The continued involvement of Big Fresh Catering Company, as a wholly owned LATC, will be subject to a revised formal operating agreement. This will be documented through a formal agreement that sets out financial arrangements on a full cost-recovery basis; roles and responsibilities; performance expectations; and governance and reporting requirements ensuring transparency.
- 11.14 Any revised arrangements will be subject to approval by the Company’s Board of Directors and must comply with the Council’s LATC governance framework and subsidy control requirements where applicable.

Data Protection and Information Governance

- 11.15 The operation of the Pavilion will involve the collection and processing of personal data relating to bookings, participation and service usage. All such processing must comply with the UK General Data Protection Regulation (UK GDPR) and the Data Protection Act 2018.
- 11.16 Appropriate measures will be implemented to ensure lawful, fair and transparent processing, including data minimisation, security and retention controls.
- 11.17 Approval of the strengthened model requires formal Cabinet decision-making in accordance with the Council’s Constitution. The recommendation to authorise the Head of Neighbourhood Services to implement the model (including minor amendments) is consistent with established delegations and ensures timely operational delivery.
- 11.18 Annual reporting to Cabinet strengthens legal oversight and supports compliance with corporate governance standards, audit requirements and transparency expectations.

12.0 Key Contacts

12.1 Who are the primary officers to contact with any comments and/or queries on the report?

<p>Lead Officer: Colin Smith – Head of Neighbourhood Services</p>	<p>Democratic Services Officer: Matthew Swindell, Cabinet and Committee Services Officer, m1swindell@valeofglamorgan.gov.uk</p>
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Appendix

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Background Documents

None.