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To: Cllr Brian Dunn (Chairman)

Councillors: Clive Carver, Glenys Diskin, Chris Dolphin, Andy Dunbobbin, Robin Guest, Ron Hampson, Brian Lloyd, Dave Mackie, Mike Reece, Tony Sharps, Paul Shotton, Nigel Steele-Mortimer, Carolyn Thomas and David Wisinger

31 January 2017

Dear Councillor

You are invited to attend a meeting of the Organisational Change Overview & Scrutiny Committee which will be held at 10.00 am on Monday, 6th February, 2017 in the Cambrian Aquatics Sport Centre, Wepre Drive, Connah's Quay, Deeside CH5 4HA to consider the following items:

Members are asked to note the venue for the meeting and that there will be a short tour of the Sport Centre at the end of the meeting.

A G E N D A

1 APOLOGIES

Purpose: To receive any apologies.

2 DECLARATIONS OF INTEREST (INCLUDING WHIPPING DECLARATIONS)

Purpose: To receive any Declarations and advise Members accordingly.

3 MINUTES (Pages 3 - 8)

Purpose: To confirm as a correct record the minutes of the last meeting held on 9 January 2017.

4 **BAILEY HILL - HERITAGE LOTTERY FUND DEVELOPMENTS** (Pages 9 - 50)

Report of Chief Officer (Organisational Change) - Cabinet Member for Education

Purpose: To provide the Committee with an update on progress

5 **WELSH PUBLIC LIBRARY STANDARDS 6 FRAMEWORK 2017-20: SUMMARY OF THE FRAMEWORK** (Pages 51 - 72)

Report of Chief Officer (Organisational Change) - Cabinet Member for Education

Purpose: To provide the Committee with an update on progress

6 **FORWARD WORK PROGRAMME (ORGANISATIONAL CHANGE)** (Pages 73 - 78)

Report of Democratic Services Manager - Not Applicable

Purpose: The Committee is asked to consider, and amend where necessary, the Forward Work Programme for the Organisational Change Overview & Scrutiny Committee.

LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985 - TO CONSIDER THE EXCLUSION OF THE PRESS AND PUBLIC

The following item is considered to be exempt by virtue of Paragraph(s) 14 of Part 4 of Schedule 12A of the Local Government Act 1972 (as amended).

The public interest in withholding the information outweighs the public interest in disclosing the information.

7 **CONNAH'S QUAY SWIMMING POOL: CAMBRIAN AQUATICS BUSINESS PLAN 2016/18** (Pages 79 - 106)

Report of Chief Officer (Organisational Change.) - Cabinet Member for Waste Strategy, Public Protection and Leisure

Purpose: To provide the Committee with an update on progress

Yours sincerely



Robert Robins

Democratic Services Manager

ORGANISATIONAL CHANGE OVERVIEW & SCRUTINY COMMITTEE **9 JANUARY 2017**

Minutes of the meeting of the Organisational Change Overview & Scrutiny Committee of Flintshire County Council held in the Delyn Committee Room, County Hall, Mold, CH7 6NA on Monday, 9 January 2017

PRESENT: Councillor Brian Dunn (Chairman)

Councillors: Clive Carver, Glenys Diskin, Chris Dolphin, Andy Dunbobbin, Robin Guest, Ron Hampson, Brian Lloyd, Dave Mackie, Mike Reece, Paul Shotton, Carolyn Thomas and David Wisinger

APOLOGIES: Councillor Nigel Steele-Mortimer

ALSO PRESENT: Councillor Christine Jones, Cabinet Member for Social Services

CONTRIBUTORS: Councillor Aaron Shotton, Leader of the Council and Cabinet Member for Finance, Councillor Billy Mullin, Cabinet Member for Corporate Management, Councillor Chris Bithell, Cabinet Member for Education, Councillor Kevin Jones, Cabinet Member for Waste Strategy, Public Protection and Leisure, Chief Executive, Chief Officer (Organisational Change 1), Chief Officer (Organisational Change 2). (For minute no.45) Play Development Officer, and Public Open Space Manager. (For minute no.46) Libraries Development Manager.

IN ATTENDANCE: Democratic Services Manager and Committee Officer

43. DECLARATIONS OF INTEREST

There were no declarations of interest.

44. MINUTES

The minutes of the meeting held on 21 November 2016 were submitted.

RESOLVED:

That the minutes be approved as a correct record and signed by the Chairman.

45. PLAY AREAS, PLAY SCHEMES AND STRATEGIC PLAY FORUM UPDATE

The Chairman welcomed Janet Roberts, Play Development Officer and Alan Roberts, Public Open Space Manager, to the meeting.

The Chief Officer (Organisational Change 1) provided background information and gave a progress update. He reported on the Council's commitment to sustaining play activity in the County through continuation of

the revenue match funding for play areas and provisional allocation of capital funding through the capital programme to refurbish play areas and synthetic pitches. He advised that the Council would continue to maintain all play areas during 2017/18 and that one year of transition funding had been provided to enable play schemes to continue during 2016/17 after the cessation of the Welsh Government Grant from Families First.

The Chief Officer referred to discussions with Town and Community Councils around the need for sustainability of provision without funding and explained that the Cabinet, at its meeting on 17 January, would consider a proposal for one off support of an additional £40k to play schemes in 2017/18 to enable as many schemes as possible to be sustained going forward. The Chief Officer also explained that it had been agreed to re-establish the Flintshire Strategic Play Forum to co-ordinate play activity across the County.

The Play Development Officer took the opportunity to thank Members for supporting the play scheme programme and the agreement to re-invigorate the Flintshire Strategic Play Forum.

Councillor Robin Guest asked if the Committee could be provided with an update on the condition survey of equipped children's play areas. It was agreed that the Public Open Space Manager would provide a copy of the report for circulation to Members. Councillor Guest also commented on the need for Town and Community Councils to be informed as early as possible, and at least by end of December, of the Council's funding position to assist Town and Community Councils in their budget setting process.

Councillor Aaron Shotton spoke of the Council's commitment to sustain play activity in general in the County and welcomed the one-off support of an additional £40k funding made available through the Council's capital programme to continue provision of play areas and schemes in 2017/18.

Councillor Carolyn Thomas commented on the need for regular maintenance of play areas and recreation areas and the importance of formal and informal play. She referred to the match-funding scheme for maintaining play areas and said just one item of new play equipment for each play area would make a significant difference to each community.

During discussion Members sought clarification on the increased cost of providing play schemes to Town and Community Councils. Officers provided figures on the increase in cost per play scheme to Town and Community Councils without the additional £40k contribution from the Council and the reduced cost and net impact as a result of the contribution.

In response to a question from Councillor Andy Dunbbobin concerning the 'no ball games' restriction placed on some open spaces, the Play Development Officer explained that the removal of notices was being carefully considered in consultation with the relevant local communities.

The Chief Executive and Chief Officer (Organisational Change 1) concluded that the Capital Programme would be going to Corporate Resources Overview & Scrutiny Committee, Cabinet, and Council over the next few weeks. The £40k being put in for 2017/18 would not be sustainable for the future, but participation in the Play Scheme and the series of schemes which promotes the roles of Town and Community Councils.

RESOLVED:

That the approach outlined to sustaining play activity in the County be supported

46. WELSH PUBLIC LIBRARY STANDARDS: REVIEW OF PERFORMANCE 2015/16

The Chair welcomed Kate Leonard, Libraries Development Manager, to the meeting.

Councillor Chris Bithell, introduced the report to update the Committee on progress against Public Library Standards. He provided background information and reported on the performance of the library service against the Standards, as detailed in the report. Councillor Bithell reported that in 2015-16 Flintshire had met 17 of the 18 core entitlements in full and had partially met 1. This was expected to be 18 in the next return as all service points would offer Wi-Fi. He advised that the annual assessment of performance was appended to the report.

The Libraries Development Manager explained that the concerns which had been raised in the annual assessment were being addressed. She referred to the under use of ICT provision in some libraries and explained that progress was being made towards enabling service users to access Wi-Fi provision via their own equipment, for example laptop and tablets.

Councillor Dave Mackie asked if information could be provided to enable the Committee to compare the improvement in the performance of the library service between this year and the previous year. The Libraries Development Manager agreed to provide comparison data to the Committee.

Councillor Carolyn Thomas commented on the need to promote tourism and leisure services in Flintshire and suggested that libraries could take a more pro-active role in raising awareness.

Councillor Robin Guest commented that the public library standards report should be put to the Committee closer to publication to assist consideration of budget matters.

The Chief Officer (Organisational Change 1) advised that the New Library framework report would be submitted to the next meeting of the Committee to be held on 6 February 2017.

RESOLVED:

That the Committee continues to support progress in developing the library service that will see an improvement in performance in 2016/17.

47. QUARTER 2 IMPROVEMENT PLAN 2016/17 MONITORING REPORT

The Chief Officer (Organisational Change 2) introduced a report to present the monitoring of progress for the second quarter of the Improvement Plan 2016/17 priority 'Modern and Efficient Council' relevant to the Committee. He referred to progress against the high level activities, as detailed in the report, and advised that there were currently no high level risk areas identified for the Committee.

Councillor Paul Shotton referred to page 48 of the report and the risk of sustainability of Community Asset Transfers (CATs) in the early stages of development. He commented on the need for a financial contribution to be made by all the relevant Town and Community Councils where neighbouring residents continued to have use of the leisure facilities which were provided by a community asset transfer.

RESOLVED:

That the Committee supports the progress made under Quarter 2 of the Improvement Plan for the Modern and Efficient Council.

48. FORWARD WORK PROGRAMME

The Democratic Services Manager introduced the report and drew attention to the items to be considered at the next meetings of the Committee to be held on 6 February and 13 March 2017. He reminded Members that it had been proposed that the next meeting of the Committee be held at Connah's Quay and it was agreed that he would make appropriate arrangements and inform Members of the venue in due course.

The following amendments and actions were agreed to the Forward Work Programme:

- that the public library standards report should be submitted to the Committee closer to publication.
- The New Library Framework report to be submitted to the next meeting of the Committee to be held on 6 February 2017
- a follow up report on Community Asset Transfers to be submitted to the meeting of the Committee to be held on 13 March 2017

RESOLVED:

- (a) That the Forward Work Programme as submitted be approved with amendments; and
- (b) That the Democratic Services Manager in consultation with the Chair and Vice Chair be authorised to vary the Forward Work Programme between meetings should this be necessary.

49. MEMBERS OF THE PUBLIC AND PRESS IN ATTENDANCE

There was one member of the press in attendance.

(The meeting started at 10.00 a.m. and ended at 11.12 a.m.)

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Chairman

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ORGANISATIONAL CHANGE OVERVIEW AND SCRUTINY COMMITTEE

Date of Meeting	Monday 6 th February 2017
Report Subject	Bailey Hill – Heritage Lottery Fund Developments
Report Author	Chief Officers Organisational Change

EXECUTIVE SUMMARY

Bailey Hill is a significant project to improve the heritage environment of the Motte & Bailey Castle at Bailey Hill in Mold. This includes large areas of tree removal, access improvements, a new play area and site-wide interpretation including a display area in the Custodians Lodge.

The Council is working in partnership with Mold Town Council and the newly formed Friends of Bailey Hill Group. The value of the Heritage Lottery application is estimated at £1.2m through the Parks for People programme and a successful stage 1 development application for £0.044m was completed in July 2016.

The development stage will include employment of technical advisors to work on capital development, access, interpretation and governance structure for the site and its operation. This work is due to be complete by the end of 2017 with an estimated stage 2 application to be submitted if the work is agreed by all partners at the beginning of 2018. The biggest challenges for the project are creating a sustainable governance structure and achieving the local match funding.

RECOMMENDATIONS

1	To consider, support and comment on the developments taking place at Bailey Hill.
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REPORT DETAILS

1.00	Background
1.01	A Stage 1 Heritage Lottery Fund (HLF) Parks for People application for the Bailey Hill project was submitted in February 2016. The application was successful and a grant of £43,900 was awarded. The development of

	Bailey Hill is a joint project with Mold Town Council and the Friends of Bailey Hill. Flintshire County Council is the lead applicant.
1.02	<p>During October and November 2016, the Project Steering Group carried out a procurement process to appoint a team of technical advisors. This includes a part-time project manager who will co-ordinate the work of the specialist team. The team includes:</p> <ul style="list-style-type: none"> - Specialist advisors to develop and produce an Activity Plan. This Plan will include proposals for recruiting and training volunteers, for developing and delivering activities aimed at target audiences and providing greatly enhanced interpretation to meet their needs. - Specialist interpretation team to develop the themes and stories, review the interpretative media and target audiences and working in close collaboration with the activity planners to produce an Interpretation and Design Plan. - A further specialist team will update the existing Conservation Management Plan (2012) and will develop all building and landscape improvements to RIBA Stage D equivalent to enable cost certainty and accurate programming for a second round submission to HLF. <p>The team will also develop a Management and Maintenance to work towards the achievement of Green Flag.</p> <ul style="list-style-type: none"> - Finally, a governance specialist will help to develop a suitable management framework for the long-term sustainability of the site. FCC is committed to sustaining the existing level of maintenance but is unable to guarantee any further resources. The specialist will need to work with all parties to develop an organisation capable of successfully managing and maintaining the site into the future. This will include the consideration of new ownership arrangements through a Community Asset Transfer or by mitigating the risk for FCC by other means. <p>Harrison Design Development from Mold will be contracted to undertake the work from 1st February 2017. Harrisons undertook the initial conservation design work during 2012 and are very familiar with the site. They have considerable experience of working on HLF Parks for People projects across the country. Their work at Pontefract Castle is particularly comparable to the Bailey Hill site.</p>
1.03	The appendices provide more detail from the Conservation Plan about Bailey Hill as a site and potential future project work.

2.00	RESOURCE IMPLICATIONS
2.01	<p>Financial Implications</p> <p>Match-funding for the development stage has been met from within existing budgets. All partners have committed resources to enable the development work to be undertaken.</p>

	<p>Any stage 2 application must have a minimum of 5% match-funding. It is anticipated that between £0.060m and £0.070m will be needed to progress the project. A funding strategy will be developed as part of the development phase and funding applications will be submitted to fill the gap.</p>
2.02	<p>Human Resource Implications</p> <p>The project is being managed by the Principal Museums Officer. The post-holder has considerable experience and success in delivering Heritage Lottery Projects.</p> <p>The time commitment will be significant over the next 12 months. Background work has already taken place to ensure that the post-holder has both the time and resources to undertake the task.</p> <p>The Chief Officer Organisational Change will be involved in developing with partners a suitable management framework for revenue and capital sustainability.</p>

3.00	CONSULTATIONS REQUIRED / CARRIED OUT
3.01	<p>A wide programme of public consultation was completed during the initial scoping of the project in 2011/12. This included open days, questionnaires and a brain storming exercise with stakeholders and partners. The results helped to form the project scope.</p> <p>In order to complete the Activity Plan the specialist team will undertake further consultation work during the development stage. The Friends of Bailey Hill have a number of members who have already volunteered to work with the specialist teams.</p>

4.00	RISK MANAGEMENT
4.01	<p>Key Development Risks and Mitigation</p> <ol style="list-style-type: none"> (1) Failure to reach an agreement on a suitable management framework – Steering Group with key partners to lead on identifying a governance solution. (2) Failure to achieve revenue and capital sustainability –independent support on developing a robust business plan. (3) Failure to achieve a credible action plan for the achievement of Green Flag – ensure Friends of Bailey Hill Group have necessary skills to achieve the task. (4) Increase in project costs through widening of scope – ensure that the project is developed within the parameters including scope of works and costs.

5.00	APPENDICES
5.01	Appendix A – Bailey Hill Site Masterplan Appendix B – Bailey Hill Conservation Management Plan (edit with no visuals)

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	None Contact Officers: Sophie Fish Telephone: 07766 497275 E-mail: sophie.fish@flintshire.gov.uk

7.00	GLOSSARY OF TERMS
7.01	Heritage Lottery Fund – the Lottery Body who award funds for heritage projects including the Parks for People fund.

KEY TO PROPOSALS

A-H: Tree Management Works (see Tree Solutions Arboricultural Survey Ref: 11/HLF/Bailey Hill/01 and Recommended tree removal drawing No. 02)

Play Area

I: Improved Castle Themed Play Area

The Motte

J: Floating Steps to Motte
K: Refurbished Steps to Motte
L: Seating Area upon Motte

Entrance and Approaches

AA: Entrance Ramp
BB: Improved Welcome Area
CC: Re-modeled Cenotaph with Access Ramp
DD: Re-surfaced Stepped Ramp
EE: Main Access Path Retained and Repaired
FF: Disabled Access Ramp to Custodians Cottage
GG: Double Flower Terrace
II: Disabled Access Boardwalk to Inner Bailey
KK: Potential Suspension Bridge

Outer Bailey

T: Restored / Repaired Retaining Walls
U: Improved Views to Clywdian Range
V: Exposed Foundations Removed / Repaired

Custodians Cottage

W: Refurbished Access Ramp
X: Refreshment Room / Kiosk / Toilet
Y: Projected Deck Seating Area
Z: Potential Extension to Rear Courtyard

Inner Bailey

M: Amphitheatre Terraces with Podium
N: Performance and Events Area
O: Electrical Supply to Performance Area
P: Managed Existing Hedges
Q: Viewing / Area
R: Improved Access Path
S: Restored Planting Bed

The Gorsedd Stone Circle

HH: Pathways Enhanced

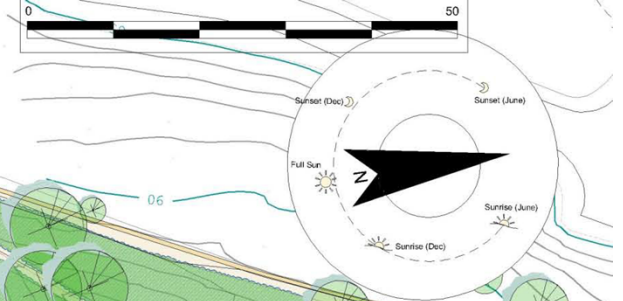


Figure 6.2

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Page 13

Softworks	
	Evergreen trees retained & managed
	Deciduous trees retained & managed
	Existing tree felled
	Existing shrub vegetation retained
	Existing tall shrub vegetation retained and managed
	Proposed shrub vegetation
	Existing hedge retained and managed
	Formal hedge
	Woodland marginal groundcover
	Medium / low groundcover
	Feature bedding display
	Cleared and re-seeded in low maintenance grass
Footpaths and Surfacing	
	Boardwalk / deck with balustrade (inc. integrated lighting)
	Tumbled stone set paving
	Tumbled stone set access ramp
	Macadam pathway
	Existing pathway formalised and surfaced in self-binding gravel (bury)
	Bark chip / sand safety surfacing
	Retained informal route
Features	
	Existing lanform
	Re-profiled lanform
	Benches
	Retained historic wall
	Stone wall
	Existing gate retained
	Concrete stepped ramp (refurbished)
	Existing steps (refurbished)
	Stone steps
	Floating steps
	Key attractive views

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Bailey Hill

Bryn y Beili

Outline Conservation Statement

Edited Version - all images and appendices have been removed to reduce size.

Supported with funding from:

This report has been produced for Flintshire County Council

In partnership with:

Mold Town Council

Clwyd-Powys

Archaeological

Trust

Acknowledgements

The Steering Group responsible for managing the development and production of this report includes officers from Regeneration, Planning and Leisure sections within Flintshire County Council. Flintshire County Council would like to acknowledge the generous assistance and support provided by all members of the Steering Group including Mold Town Council (Geoff Collett Cllr and Fred Boneham Town Clerk), Cittaslow Mold (Andrea Mearns) and Clwyd-Powys Archaeological Trust (Robert Silvester). Flintshire County Council would also like to thank the numerous members of public who have contributed to the project so far.

Produced by

Harrison Design Development Ltd

Paul Harrison, Claire Halestrap, Andy Percival

With inputs from the consultancy team including:

Richard Furlong Alistair Henderson David Bennett

Foreword

I am very pleased to endorse the suggestions for the development at Bailey Hill in Mold. There has been a full consultation undertaken by representatives of Mold Town Council, Flintshire County Council, Cittaslow Mold, Mold and District Civic Society, along with local residents. I believe the proposals to be exciting and positive for the area.

Over recent years Bailey Hill has fallen into disuse and no longer meets its full potential as an historic and cultural recreational area enjoyed by many people. The proposals ensure that there will be reasons again to visit the hill, without losing the essential beauty of the site. Improvements in access will enable members of the public to use the network of paths to reach the Baileys and Gorsedd circle, and for the first time people with disabilities will be able to visit the Cenotaph. This is a really good opportunity to make the most of the Bailey Hill site.

The site is a Schedule Ancient Monument (SAM), protected by CADW, and the proposals are sympathetic to its important historic standing. It has generated a great deal of interest from local residents.

I very much hope that everyone will be able to support this proposal, as I believe Bailey Hill will be a splendid visitor attraction for Mold.

**David Hanson MP,
Delyn**

This study has been commissioned by Flintshire County Council as a first step in realising the full potential of Bailey Hill as an asset to the town of Mold and the County of Flintshire. The site has a long history, from its use as an 11th century fortification, as the venue of several Eisteddfod proclamations and as a public park and recreation area. More recently, its purpose has become unclear and now is the time to restate its importance to Mold as a green space which will be valued by the entire community.

Bailey Hill represents a special convergence of interests - heritage, recreational and environmental. It is in a Conservation Area, has Scheduled Ancient Monument status and is a green space in the middle of a town. This study makes recommendations in all these areas and puts forward an exciting project which will enable the revitalisation of the area, seeing the public sector working in partnership with the community to secure a sustainable future for the site. Many stakeholders have been consulted in the development of this study and I welcome their contributions to the ensuing project which will give Bailey Hill a new lease of life.

**Lawrence Rawsthorne,
Head of Culture and Leisure Flintshire County Council**

**Outline Conservation Statement
(including Outline Management Plan and Outline Masterplan)**

Contents

Executive Summary

Section

- 1.0 Introduction**
- 2.0 Understanding the Heritage of Bailey Hill**
- 3.0 Statement of Significance**
- 4.0 Present Condition, Risks, Opportunities**
- 5.0 Conservation & Management Aims**
- 6.0 Outline Action Plan, Costs, Masterplan**
- 7.0 Next Steps**

Edited version – all images and appendices have been removed to reduce document size.

Executive Summary

Bailey Hill Outline Conservation Statement Final Report V 7 15.05.2012

“Bailey Hill will be a vital green space in the heart of Mold. It will be an accessible, safe and vibrant place with a special and attractive character and its rich heritage will be protected and celebrated.”..... Vision for Bailey Hill

Bailey Hill is the site of a Norman Castle set in the heart of the historic market town of Mold in Flintshire. It has long been cherished as a special place for relaxation and recreation and was secured as a Park for the people of Mold by public subscription in 1870. Bailey Hill is a Scheduled Ancient Monument and a site of national importance in archaeological and historical terms.

The dramatic slopes of the castle offer views over Mold and beyond, to the surrounding hills. Many of the trees on the hill are fine specimens rising prominently over the town. The Park is not only important culturally as a manifestation of the epic struggle between the Norman lords and the Welsh princes in the 13th Century, but it has also witnessed the proclamation of the National Eisteddfod and is the home to the town’s cenotaph. However, the increasingly dense tree cover, a gradual diminution in the Parks recreational facilities, and a decline in the condition of the park’s infrastructure have combined to make Bailey Hill less appealing than it once was. There are concerns over security of the Park, concerns exacerbated by the loss of the custodian from the historic lodge. Crucially the spectacular views and the dramatic sense of history are increasingly becoming lost.

This Outline Conservation Statement and Management Plan has been set out to reverse this trend and to guide the future development and management of Bailey Hill. It has been developed by Flintshire County Council under the guidance of a steering group including FCC officers working alongside Mold Town Council and Clwyd-Powys Archaeological Trust. The Plan sets out a ‘Statement of Significance’ outlining why Bailey Hill is important. Risks and opportunities are also set out along with key management aims. A ‘Masterplan’ is then proposed. The Plan and the proposals have been developed further to input from local people and stakeholders and follows an extensive consultation exercise. The on-going engagement and involvement of local people and stakeholders is seen as key to the successful development of the Park and, to this end, the Plan looks to the strengthened role of groups such as the Friends of Bailey Hill in the future management of the Park . This Plan sets out the steps that can be taken immediately to manage the Park effectively with clear direction and purpose. At the same time it sets out more ambitious enhancements that, with appropriate funding, would deliver the vision for the Bailey Hill outlined above.

1.0

Introduction

Bailey Hill Outline Conservation Statement Final Report V7 15.05.2012 1

1.1 Introduction

1.1.1 This Outline Conservation Statement and Management Plan, is intended to guide the future development and management of Bailey Hill, Mold, Flintshire. Commissioned by Flintshire County Council (FCC), it has been developed under the guidance of a steering group including FCC (Leisure Services), FCC (Planning), FCC (Regeneration), Mold Town Council, Cittaslow Mold, and Clwyd-Powys Archaeological Trust (CPAT). The purpose of the Plan, as set out in the brief is:

- to realise the full potential of Bailey Hill as an asset to Mold;
- to properly conserve its natural and historical heritage;
- to enhance and promote its recreational value to the community.

1.1.2 In developing this Statement the views and contributions of a wide range of stakeholders have been sought including amongst others, Mold Town Partnership, Mold and District Civic Society, Cittaslow Space and Place Group, CADW, Royal British Legion, the Friends of Bailey Hill, and Communities First. The process has sought to involve users and neighbours of the Park, local business and the wider community of Mold through a process of public consultation, a process which is on-going.

1.1.3 An Outline Masterplan is also included with this document illustrating and describing proposals for the Park that might be developed over the short, mid and long term. The Outline Masterplan is in turn supported by an Action Plan setting out clearly the next steps that need to be followed, along with broad costings.

1.2 Bailey Hill

1.2.1 Bailey Hill is a public park located at the top of the High Street in the centre of Mold, Flintshire (NGR SJ2350564380). It is the site of an early medieval castle established in the 11th century with defensive earthworks including a steep sided 'motte' and inner and outer bailey yards. The historical importance of the site is recognised in its designation as a Scheduled Ancient Monument (SAM). The site was enclosed by Lord Mostyn in the 1790s who planted its steep slopes, and ultimately the site was sold and given over to the people of Mold as a recreation area. A bowling green was laid out on the Inner Bailey as early as 1849 and the Park was formally laid out by Mold town Council in 1920. Soon afterwards it became the proclamation site for the national Eisteddfod, which took place around the Gorsedd (stone) Circle.

1.2.2 Despite its proximity to the town centre, its large size (2.1 hectares), its prominence on the skyline, its dramatic topography, and its wealth of historical, cultural and arbicultural interest the Park is not as well used today as it has been in the past. The castle earthworks are as dramatic as ever, albeit somewhat hidden by the trees, and the Gorsedd Circle stones still remain but the bowling green is now disused, its pavilion gone, along with the tennis courts that were once laid out on the Outer Bailey. A small children's playground remains as the only formal play facility on the site.

1.2.3 Nevertheless the Park is still well loved and valued both by the people of Mold and visitors from the wider area. Flintshire County Council recognises this and the need to protect and restore its heritage. The potential for Bailey Hill to contribute significantly to the appeal of Mold as a place to live, work and visit is also recognised. Bailey Hill is the start of the Mold Town Trail. FCC has therefore joined in partnership with the other members of the steering group to develop the brief for and commission this Outline Conservation Management Plan.

1.3 Scope of the Study and of this Document

1.3.1 This Outline Conservation Statement and Management Plan has been developed in accordance with guidance set out by the Heritage Lottery Fund (HLF) (*Conservation Management Planning – Integrated plans for conservation, new work, physical access, management and maintenance of heritage sites, April 2008*). The document is designed to be capable of being developed ultimately into a full Conservation Management Plan (CMP), and the broad management proposals within it are capable of being developed more fully into a detailed Management Plan, (required for a Stage 2 Heritage Lottery Fund Application).

1.3.2 To inform the study, the various components contributing to the value of the Park were first surveyed, studied and researched. The dramatic and complex topography is integral to its historical value. As a SAM it is protected by statute, under the jurisdiction of CADW, and any significant works with the potential to affect the landform (or the monument in general) requires their approval. For this reason an important component of this brief was the carrying out of a detailed topographic survey of the site, for the first time in its history.

1.3.3 A second key part of the brief was the carrying out of an arboricultural survey so as to fully understand the value of the trees, and the constraints, risks and opportunities concerning their retention or loss and their management.

1.3.4 A third component surveyed is that of nature conservation, potentially important given that much of the site is dense woodland in an otherwise built-up environment.

1.3.5 Fourth and fifth components of the heritage of the site are its cultural value and its contribution to the wider historic townscape. The site lies entirely within the Mold Conservation Area and any significant works could affect the Conservation Area or its setting. Any works to trees or structures would also require Conservation Area Consent from Flintshire County Council.

1.3.6 The study has also sought to appraise the amenity value of the site, in part through a process of consultation, but also with reference to 'Green Flag' Criteria

1.3.7 After this introduction and in line with the guidance, the document seeks to explain the significance of the heritage asset of Bailey Hill (sections 2.0 and 3.0) its present condition, risks and opportunities (section 4.0), and conservation and management aims (section 5.0).

1.3.8 The Outline Masterplan is illustrated and described in section (6.0) supported by an Action Plan and finally the Next Steps that need to be followed are included in Section 7.0.

2.0

Understanding the Heritage of Bailey Hill

Bailey Hill Outline Conservation Statement Final Report V7 15.05.2012 4

2.1 Bailey Hill Today

2.1.1 Bailey Hill today includes:

- the steep sided central 'Motte' flanked by inner and outer baileys, accessed by a set of steps on its south side, and with dense woodland understorey on all but its north flanks (where it is more open);
- an open grassy area with eight substantial beech trees crowning the top of the Motte;
- the 'Gorsedd Stone Circle' that served the National Eisteddfod of 1923 on the northern side of the Motte;
- steep slopes rising on the east side of the hill to these areas with numerous substantial historic trees and dense shrubbery;
- the entrance off the High Street formed of curving stone walls leading up steps through a main (double) gate flanked by a single side gate hung on stone pillars;
- the granite Cenotaph sited on a raised terrace to the right of the main gates;
- the Custodians 'Gothic' Cottage, a small lodge sited directly in front of the main gates and of white painted render under a pitched slate roof with a small rear yard;
- steeply sloping ramps with steps surfaced in concrete or tarmac leading into the site from the entrance passing either side of the cottage;
- the Outer (lower) Bailey once a tennis court, now forming a simple level lawn area;
- mature woodland of beech, oak ash and sycamore with dense undergrowth in places including holly extending around the south and west flanks of the site with informal paths leading through;
- the Inner (upper) Bailey laid out as a bowling green (now disused) and bounded by a tall hedgerow and overlooked by a terrace which was formerly the site of a small pavilion (now gone) at the southern end;
- the small children's play area located on the Inner Bailey area.

2.1.2 These features of the Park, and its character areas are described in more detail in Section 3. Key attributes of the site are the dramatic topography, mature trees and the occasional special views looking over the town and to the Clwydian Range hills to the west.

2.2 Bailey Hill 'through time'

2.2.1 The fullest account of the history of Bailey Hill is set out in a report by the Clwyd Powys Archaeological Trust (CPAT) Report No 882 Mold Castle and its Environs and this is included for ease of reference as Appendix 3.2.

2.2.2 The basic chronology of the site, drawn from the CPAT report and supplemented by information provided by CADW and from local archives, is set out in bullet point format below. Historic maps included in Figures 2.2 to 2.9 record the development of the site.

2.2.3 The hill was formed at the end of the last ice age as a sand and gravel esker glacial feature in the Alun valley. Its history as a fortification is summarised thus:

- sometime around 1100 AD Mold Castle was built by the Norman Marcher Lords of Moldsdale-the 'Montalts';
- the Lord took the name of his stronghold - 'Robert de Mont Haut' ('the high hill');
- in 1128 William Fitz Hugh inherited the lands and by the time of his death in 1141 was referred to as William 'de Muhald' and 'de Monte Alto';
- some accounts claim the castle was captured by Owain Gwynedd in 1146;
- the castle was reportedly damaged if not destroyed by Llywelyn ap Iorweth in 1199 and then;
- repaired in 1241 and termed a 'royal stronghold';

- and taken and destroyed again in 1245 by Dafydd ap Llywelyn;
- re-taken by Edward I in 1276-7 and subsequently appears in records as a military fortification;
- the name 'Mont Haut' transmuted to 'Mohault' thence to 'Moald' (recorded 1284),
- the last of the 'Montalts' died in 1329;
- references to the 'Castle and town of Mold' appear in 1330, 1415 and 1421 suggesting the castle was still functioning as such;
- the name 'Mold' appears in records by 1561;
- 1652 the castle was reported as a 'piece of waste'

2.2.4 In the 18th and 19th Century:

- 'Castle Hill' becomes a focal point for painters and is represented as a bare hillside in the late C18th and early C19th;
- it is recorded in a 1780s map as 'Bailey Hill Common' – possibly used as common ground for stock grazing maps;
- in 1769 quantities of bone were found in the Inner Bailey (Thomas Pennant);
- in late C18th Pennant reports 'stones' on top of the Motte;
- the hill is enclosed at some point after 1790 presumably by Lord Mostyn (as the recorded owner in the 1837 Tithe survey);
- in 1791 a written survey records a 'substantial boundary stone wall lately built' and 'neat Gothick Cottage' and alludes to planting with 'forest trees' by the proprietor;
- Denbigh Road was also laid out around this time (c1800), infilling the outer ditch on the east side;
- reports of 1801 note that the plantation will start to obscure the landform, and reports of 1833 note a 'thriving plantation';
- in 1828 the Wesleyan Methodist Chapel (Pendref Chapel) was built within the enclosure;
- in 1849 the bowling green was laid out and human skeletons found;
- a mid C19th drawing (Gastineau) suggests quarrying on western side;
- the 1869 - 1st edition Ordnance Survey plans record the site with topography recorded stylistically;
- in 1870 Bailey Hill is offered for sale in a series of lots and subsequently the land is bought by public subscription for £400 for the benefit of the people of Mold;
- in 1872 substantial walls were found at the base of 'mound' (unclear where) on the western side;
- the 1874 OS plans record a cottage/pavilion adjacent to the bowling green, and a number of small buildings and interconnected paths on south western side;
- circa 1879 'Hillgrove' terrace was built on the south western side;
- in 1890 two walls were found at base of Motte (the presumed site of the castle gateway);
- circa 1890 workers digging into the Motte encountered a large quantity of stone 3' to 4' down and a 'wall and part of a circle';

2.2.5 Later history:

- Tan y Coed was built into the south of the hill early in C20th. Carved heads from the C12th are incorporated in the boundary wall;
- in 1902 the Coronation Oak was declared 'well and truly planted' by Mrs. Beresford the wife of Samuel Beresford Esq. J.P. Chairman of Mold U.D.C;
- by 1912 (OS Survey) the Sunday School was built alongside the Pendref Wesleyan Methodist Chapel;
- the Park, including the gates and cenotaph and Outer Bailey tennis courts was formally laid out in 1920 by Mold District Council;
- in 1922 the Gorsedd Stone Circle was erected (probably infilling part of the defensive ditches) and in 1923 the Eisteddfod was proclaimed at the site;
- in the 1950s a large black corrugated iron isolation hospital was erected near the site of the current playground (and on the presumed site of the original castle gateway);

- by 1959 the Motte was described by the Ordnance Survey as reasonably well preserved and up to 14m high including a reference to battered dry stone walls;
- in the 1960s Bailey Hill was designated a Scheduled Ancient Monument;
- in the 1960s a second storey was added to the Custodians Gothic Cottage;
- in 1985 the isolation hospital was taken down;
- in 1990 the Gorsedd was used again for the Eisteddfod proclamation;
- in 2002 the bowling green closed and the greenkeeper's cottage/pavilion was removed;
- and in 2007 the Scheduled Ancient Monument designation was revised with a slight contraction to the NE.

2.3 Local Context

2.3.1 The local context of the site is considered under five headings;

- Historic context
- Townscape and Conservation Area
- Greenspace and amenity
- Landscape
- Policy Context

Historic Context

2.3.2 Mold Castle was formed on Bailey Hill on account of its defensible topography, but no doubt also because of its strategic and political location relative neighbouring towns and fortifications in the medieval period. The Castle was, in turn, key to the very existence of Mold with the town having grown up in medieval times adjacent to it and under its protection. As noted above the very name of Mold is likely to have been derived from reference to the hill. The historic layout of the town, arranged with the High Street falling away from the Castle points to the importance of Bailey Hill in defining the town's history.

Townscape and Conservation Area

2.3.3 Given its location at the heart of the historic town, some of the oldest buildings in Mold are sited around Bailey Hill and in fact the Park lies entirely within the Mold Conservation Area. The hill not only forms an essential part of the Conservation Area (CA) in its own right but also provides the setting and backdrop to many of the listed buildings within the CA and is a key component in many views within the CA. In particular, in views up the High Street where the hill can be seen rising above the streetscape with mature pines and beech on the skyline (see photos, Figure 2.11).

Greenspace

2.3.4 Bailey Hill is one of three main areas of publicly accessible greenspace in Mold. Of the other two areas the first is the Leadmills/River Alun corridor, which offers informal recreation by way of dog walking and also playing pitches used by the rugby club. The second is Maes Bodlonfa park south of the town centre which now accommodates the town's bowling greens and tennis courts as well as having a children's play area, formal ornamental garden areas and football pitches.

Landscape

2.3.5 Bailey Hill also plays an important role in terms of the wider landscape. The trees on the raised landform are conspicuous from many of the approaches into Mold, particularly from the south, east and north (see photo, Figure 4.2). The landform gives a sense of scale and depth to views across and within the Alun valley and the relationship with the adjacent Church and the town set below it are particularly attractive. Moreover the hill also screens, to a significant extent, views that would otherwise be possible towards the Synthite industrial plant, from the south and west parts of the town.

Policy

2.3.6 Flintshire County Council is currently developing a 'Greenspace Strategy' for the County and so the inter-relationship between these green spaces and the different roles and functions they fulfil and the communities they serve is being further defined. Whilst the Strategy is still under development what is certain is that Bailey Hill offers an entirely different and complementary role in terms of greenspace to the other open space areas in the town. Its highly distinctive character, its particular historic interest, and the special views and experiences that it offers are unique and, being sited so close to the town centre it has the potential opportunity to be a key attraction not only to wider sectors of the local community but also to visitors from the region and beyond.

2.3.7 Bailey Hill is designated in the Unitary Development Plan as Greenspace and therefore afforded protection from any development likely to affect its function as a greenspace. The importance of Bailey Hill both as part of the attractive townscape setting and as an important greenspace was recognised and promoted in the '*Mold Sense of Place Study 2010*'. That study, commissioned by a partnership including FCC, MTC, and Cadwyn Clwyd, recognised the need for strategic enhancements to Bailey Hill and saw opportunity for extending the high quality streetscape treatments further up the High Street to the entrance into the Park so as to strengthen the Sense of Place and widen the appeal of the town as a whole. An extract figure from that study is included in Appendix 2.1

2.4 Wider Context

2.4.1 Mold serves not only as a local service centre but also as a destination, for visitors from North Wales and the North West and beyond. Research for the *Sense of Place Study* revealed that whilst some local people cited Bailey Hill as an attraction, the visitors themselves, in the main, were attracted to the town's popular street markets, wide range of independent shops, St Marys Church and the local countryside, Bailey Hill featured less strongly as an attraction. The first stage of public and stakeholder consultation carried out as part of this project (Appendix 1.1) reveals that a significant number of people did not visit Bailey Hill because they simply didn't know of it. The attractions of Bailey Hill appear, from this limited data, not to be recognised widely beyond the local populace despite its historical importance.

2.5 Managing the heritage

2.5.1 Bailey Hill is managed by FCC Leisure Services except the Custodians Cottage which is managed by FCC Property Services. The day to day maintenance of the Park falls to FCC in-house staff (FCC Contract Services) under a maintenance arrangement with Leisure Services. That work generally covers litter picking, hedge and grass cutting and general repairs and the maintenance and renewal of the flower displays at the entrance. (see also Appendix 5.1).

2.5.2 In recent years joint working between MTC, the Cittaslow Space and Place Group, Mold and District Civic Society and FCC has brought about improvement projects such as new signage, interpretation and a refurbishment of the ironwork at the gateway.

2.5.3 Of late there have been very few activities or projects with potential to impact upon the archaeological heritage (with the exception of the erection of the post markers for the Heritage Trail in 2010), nor are there any agreements in place relating to the management of the archaeological resource so CADW has had little management input/oversight in recent years. CPAT has provided, and continues to provide, advice to FCC as and when required in respect of the monument.

2.5.4 The Conservation and Environment Section within FCC (Planning), is aiming to undertake a Conservation Area Review based on guidelines issued by the Welsh Assembly Government, Cadw and English Heritage. This will involve assessing the current

character and appearance, the Conservation Area boundary and creating management guidelines to preserve and enhance each area.

2.5.5 Up until the onset of this project there has been no management plan in place for the trees on site. Management has largely taken place on an 'as and when' basis in response to particular events such as storms or falling limbs. There is currently no nature conservation based management plan currently in place for the site.

2.5.6 Up until recently, events on the site were limited. However Bailey Hill Festival has now become established as an annual event since the inaugural festival in 2010. The Festival which has drawn over 2500 people annually is organised by an events committee in partnership between Cittaslow Mold and Mold and District Civic Society. The annual Remembrance Day parade is also facilitated by MTC and the Royal British Legion and takes place between St Mary's Church and the Cenotaph, this involves the closure of the top of the High Street, at the entrance to Bailey Hill.

2.5.7 The Friends of Bailey Hill Group is a recently formed group and its formal constitution is still in the process of being confirmed. The group is supported by and composed of members of the public including neighbours of the site along with MTC councillors and representatives from the Cittaslow Group and Mold and District Civic Society. It currently has a consultative role but no formal management responsibility.

3.0

Statement of Significance

Bailey Hill Outline Conservation Statement Final Report V7 15.05.2012 23

3.1 Introduction

3.1.1 This Statement of Significance considers heritage value of the Park in terms of:

- Historic and Archaeological Interest
- Cultural Interest
- Arboricultural Interest
- Nature Conservation
- Amenity Value
- Townscape and Landscape Value

3.2 Historic and Archaeological Interest

Medieval/Post Medieval

3.2.1 Scheduling notices for the Schedule Ancient Monument are held by CADW (SAM Code FL14). These are included at Appendix 3.1 and are accompanied by CADW Field Monument Warden Reports (non standardised notes). These are held with the Royal Commission on the Ancient and Historical Monuments of Wales (RCAHMW). Early information on the reasons for scheduling the monument in the 1960s is awaited from the RCAHMW archive. The CADW Warden Reports however give a clear statement as to the significance of the monument:

'The monument is of national importance for its potential to enhance our knowledge of the medieval defensive organisation. The monument forms an important element in the wider medieval context and the structure may be expected to contain archaeological information in regard to chronology, building techniques'.

3.2.2 Consultation with CADW and CPAT confirms that:

- the Motte is of particular importance as a substantial medieval defensive feature, and a particularly fine example of such a feature within Wales;
- the Motte also remains to be archaeologically investigated and so has potential to reveal and explain more about medieval defensive construction;
- the partially exposed stone revetments may or may not have any significance but evidence of masonry defensive construction may lie hidden;
- the potential sites of the castle gateways, in particular the site's upper gate close to the playground are also of particular interest;
- whilst the Motte is the focus of the archaeological interest, the whole arrangement including the Bailey yards, and the inner and outer ditches are all of interest as a complete defensive system, and for this reason the landform as a whole is seen as important.

3.2.3 The detailed topographic survey carried as part of this study records the topography of the site as at August 2011. The Hachure Plan (Figure 3.2) produced by CPAT for this study records the important elements and detail of the topography as interpreted from the current topographical survey. It clearly shows the topography of the original Motte and Bailey system, the defensive ditches, where still present, and disruption of those defences in the vicinity of the Gorsedd. It also records detail of quarrying on the south west and north west flanks.

C18th and C19th

3.2.4 Many parts of the substantial boundary wall are likely to date back to the original enclosure by Lord Mostyn in the 1790s and early 1800s. Today the wall helps define and secure the site, maintaining its integrity and protecting it from incursions of inappropriate development. For these reasons, as well as its historical relevance, the boundary wall is considered an

important part of the heritage asset. The boundary wall is complete and un-breached at present which is an asset to the site however a detailed survey of the boundary walls was not undertaken as part of this study, a structural appraisal of the walls should be undertaken as part of the next stage of the project and will inform the full Conservation Management Plan.

3.2.5 The Custodians Gothic Cottage dates from Lord Mostyn's time also, and its two Gothic windows on the south east elevation are a distinctive and attractive feature. The modern second storey with plain windows and the modern structures in the yard area are of no historic significance.

3.2.6 Of less historical significance than the above but still notable on account of its age (1849) is the layout of the bowling green, although it is likely, (from photographic and written records), that many of the walls' edges and paths have been improved and altered numerous times since its original construction.

C20th

3.2.7 C20th features of historical importance and of local significance are the entrance area with its dressed stone rustic faced retaining walls and ashlar curving copings, the gate posts in dressed hard limestone, and the cenotaph of honed grey granite. The ironwork of the gates is not original and has crudely formed lettering (and replaces earlier more elegant timber gates with a gothic styling reflecting that of the cottage fenestration). The surfacing around the entrance is mostly of modern crudely laid concrete. The arrangement of the gates as a whole nevertheless represents an important development in the history of the Park.

3.2.8 The Gorsedd Stone Circle formed of 14 substantial standing stones and a central stone dais, also represents an important point in the history of the Park (see below). The circle occupies the site of what would have been a third Bailey.

3.2.9 Of some local interest are the various fired clay steps and edgings used widely throughout the Park, some of which are large in size and thought mostly to date from the laying out of the Park in 1920 (with manufacturers names imprinted including W Hancock and Co and Ed Parry & Sons – Buckley)

Other Interest

3.2.10 The 1828 Pendref Wesleyan Methodist Chapel (now the Kings Christian Centre) is one of Mold's oldest and most substantial historic buildings. Although outside the boundary of the current Park, it sits within the boundary of the SAM and is a Listed Building. Sited to the right (south west) of the entrance gates it has a distinctive blind rose window set in an impressive ashlar stone fronted facade. The presence of the Chapel is significant in the contribution it makes to the Park and vice versa and this setting is an important consideration (and indeed is a material consideration in planning policy terms).

3.3 Cultural Interest

3.3.1 The cultural interest to Bailey Hill relates primarily to;

- the symbolism of the castle as part of the epic struggle between the Norman and Welsh rulers throughout the medieval and post medieval period;
- the Gorsedd and its use in the proclamation of the National Eisteddfods 1923 and 1990 (Mold having also held national Eisteddfods in 1873 and in 2007).

3.4 Arboricultural Interest

3.4.1 As outlined above, prior to enclosure in the 1790s the hill was an open common and this is depicted in early paintings of Mold. Since that time Bailey Hill appears to have supported woodland to a greater or lesser degree. The Ordnance Survey mapping does not help in accurately showing the development or felling of woodland as it variously shows the slopes to be entirely clothed in woodland (1874), with no trees shown whatsoever (1899) or with

isolated illustrative symbols depicting trees only in certain parts. Historic photographs show very large mature trees standing from early C19th. Notwithstanding the uncertainty as to exactly which trees date from which period it is clear that many of the trees are very substantial veteran trees dating from at least the C19th.

3.4.2 As part of this study an arboricultural survey has been carried out (reported in Appendix 3.4). Site meetings have been held with the FCC Tree Officer. Expanding upon the findings of that survey and drawing on the results of both the public consultation and a more general landscape survey, the arboricultural value of the site lies in the large mature high canopy trees including:

- individual beech specimens on the Motte;
- the mature sweet chestnut, and commemorative memorial oak on the Inner Bailey;
- beech trees around the Outer Bailey;
- the large pines on the top of the eastern slopes behind the Custodians Cottage;
- selected beech and sycamore specimens on the eastern and northern slopes;
- the large stand of beech trees forming a woodland compartment on the southern and western slopes.

3.4.3 The value of these trees is expanded upon in the arboricultural report and relate to

- their historical interest;
- their significant contribution to the character of the site;
- the landscape effect of trees, prominent on the skyline (views in);
- the effect of the trees in framing views out (particularly south and east), and in screening unwanted views out (particularly north east, north west);
- the effect of trees in providing a buffer to adjacent housing on the east and north side;
- their contribution to nature conservation.

3.4.4 More detailed matters relating to condition and future management are addressed in Section 4.4.

3.5 Nature Conservation Interest

3.5.1 An Ecological Assessment including Phase 1 Habitat mapping study has been carried out and this is included in Appendix 3.5. The site does not carry any statutory protection or local designation in nature conservation terms. The value of the site primarily lies in its:

- potential to support a range of bird species.
- potential to support roosts and provide feeding grounds for significant bat populations.

3.6 Recreation, Play and Amenity Value

Recreation and Play

3.6.1 The small children's play area is the only formal recreation/play facility within the Park. Whilst the bowling green is still in place (and could be re-instated as a functional green by means of intensive management and refurbishment) there are no clubhouse/changing facilities. The club that formerly used the site now have a new home in the town and there is also a public green with changing facilities sited in Maes Bodlonfa Park in the town. The area of the tennis courts (the Lower or Outer Bailey) is theoretically still available for tennis and/or other formal games/recreation but again this would require reinstatement of the green, nets, fencing and pathways to provide (at best) a single court. Again there are good facilities (including four tennis courts with changing facilities for use by the public and by Mold Tennis club) at the Maes Bodlonfa.

3.6.2 The small play area is primarily of lawn set within low railings. It has not been upgraded for 20 years or so. It is bounded by a hoop top fence and is sparsely equipped (two swings and a spring seat) to cater for under 8s and has no facilities for older children.

Amenity

3.6.3 Bailey Hill also contributes to the quality of life to visitors and local people alike offering a place for quiet enjoyment. The public consultation carried out to date (Appendix 1.1) asked why people normally visit Bailey Hill. In order of priority the reasons given for visiting Bailey Hill were:

- i. for a walk
- ii. to relax and think
- viii. to attend an event
- ix. to visit the play area
- iv. to enjoy the beauty of the surroundings
- v. to walk the dog
- vi. for its peace and quiet
- vii. to look at the historic features
- x. to meet friends
- xi. to eat lunch
- xii. for organised education
- xiii. to keep fit
- xiv. to enjoy the wildlife

3.6.4 These responses give a strong indication that the current amenity value of the Park relates to its location as a green space in the heart of the town with a special quiet and peaceful character and good views and interesting history.

3.6.5 The consultation also highlighted that the majority of people have a good or very good impression of the site which suggests that despite the lack of facilities and the security issues (expanded upon in section 4) these special features and characteristics are particularly valued.

3.7 Townscape and, Landscape Value

Townscape

3.7.1 The following elements within the Park contribute to the distinctiveness, historic appeal and visual interest of the townscape of Mold:

- the setting of trees on the skyline in providing a dramatic and attractive backdrop to many views particularly up the High Street;
- the retaining limestone boundary wall as it wraps around the site along Pwll Glas; Denbigh Road, and the top of the High Street;
- the squared sandstone wing walls and gateway stones at the head of the High Street;
- the setting of the Custodians Cottage and the flower displays in the foreground of it, which are conspicuous at the head of the High Street;
- the visual inter-relationship of the above in terms of the setting of the Pendref Chapel.

Wider Landscape

3.7.2 The site also contributes to the wider landscape in terms of:

- the dramatic setting of trees on skyline as viewed from approaches into Mold;
- the landform and trees acting as point of reference providing scale and interest, within the whole Alun valley;
- the landform and trees acting as a visual screen within the town including screening to Synthite.

The Landscape of the Site

3.7.3 The Landscape Value and Character of the Park is defined by combination of all of the aspects above. In summary and with reference to the character areas shown in Figure 3.1:

- The Motte is a highly attractive landscape feature with a special historic feel (on account of the landform and mature trees) and with a dramatic sense of 'Prospect and Refuge'. This term (a term defined by J-Appleton in 1975) relates to the pleasing aesthetic and appeal of locations where people feel both comfortable and secure

whilst also having commanding views of their surroundings. At Bailey Hill this is afforded by the occasional attractive and dramatic views available from within the site which has a pleasant sense of peace and tranquillity reinforced by the woodland surround.

- The Gorsedd Stone Circle area also has a strong sense of history and place and a sense of peace and tranquillity reinforced by the woodland surround.
- The value of the wooded 'outer slopes' lies in their function as a buffer and screen helping to contain the site, and also in their potential to develop into well-structured woodland.
- The 'entrance and approaches' have the feel of a historic civic space with potential to offer really attractive views back down the High Street.
- The Outer Bailey has an exceptionally attractive informal semi-natural quality and a sense of 'Prospect and Refuge' particularly in spring/late autumn when trees are in partial leaf allowing distant views.
- The quality and value of the 'wooded slopes' around the west of the site lies in their mature woodland feel with particularly attractive high canopy beech with sculptural form overhead;
- The quality and value of the 'Inner Bailey (Bowling Green)' lies in the way it contrasts as a formal space with the wilder woodland setting, and in the contrast between the sense of enclosure within the space and the special sense of prospect (only partially available) on the approaches to it.

4.0

4.1 Introduction

4.1.1 This section follows the format of the earlier sections in setting out present 'Condition,' 'Risks' and 'Opportunities' in terms of:

- Historic and archaeological Interest
- Cultural Interest
- Arboricultural Interest
- Nature Conservation
- Recreation Play and Amenity Value
- Townscape and Landscape.

4.1.2 Many of the themes and issues addressed in the first four aspects come together and inform the last (Landscape). The 'Condition and Risk' issues are effectively illustrated on Figure 4.3 with 'Opportunities' highlighted in Figure 4.4.

4.2 Historic & Archaeological

Condition

4.2.1 No recent archaeological work has been done in respect of the Motte and Bailey earthworks and there appears to have been little change to the landform in recent years. There are reports however of excavations at various points in time gone by which may or may not have disturbed potentially valuable parts of the resource, and there is clear evidence of change to the landform with the erection of the Gorsedd. The condition of the archaeological resource and what it might tell us about life and defences in Norman times therefore remains relatively unknown.

4.2.2 In terms of more recent historical interest:

- fired clay path edgings and walling and the main steps to the Motte are in a poor state of repair and unstable in places;
- the walling flanking the entrance gates and some other parts of the perimeter boundary wall are in need of pointing and restoration;
- the Gothic Cottage is in clear need of protection (Section 4.8).

Risks

4.2.3 There are four risks to the archaeological and historic resource:

- limited erosion of soils and slopes is taking place on the north side of the Motte (on account of a well used 'desire line') and around the periphery of the Outer Bailey;
- damage from root plates of trees particularly where they are mature trees and become wind thrown;
- an 'apparent loss' of the historical interest of the site on account of it being increasingly hidden by trees and understory;
- damage from inappropriate development or change to the landform. Whilst risk from authorised change would be minimised on account of the protection and overview afforded by CADW, incremental, unauthorised change poses some risk.

Opportunities

4.2.4 Opportunities to protect, preserve, enhance, interpret, understand and promote the historic and archaeological asset include:

- i. making more of the heritage trail (which already represents a step forward in making the history of the site more publicly understood and accessible) e.g through related website, smart phone apps and additional points of interest on the site;
- ii. integrating interpretation of the heritage into the enhanced features of the site (such as steps, walls, seating and surfacing) eg through sculpture, reliefs, mosaic;
- iii. introducing a play area themed around the heritage of the site;

- iv. removing selected trees from the Motte to protect the landform, open it up and make it more clearly visible;
- v. conducting archaeological investigations prior to/at the time of carrying out any works e.g. around the play area, or Motte;
- vi. repair of walls and features around the gateway.

4.3 Cultural Interest

Condition Risks and Opportunities

4.3.1 Risks, Condition and Opportunities in respect of the Cultural aspects are linked to those noted for archaeological and historical heritage (above) amenity value and townscape value (below). In particular the obscuring of the landform by heavy vegetation and trees risks an apparent loss (if not an actual loss) of the cultural value of the castle. Similarly, continued deterioration of the site in terms of its physical and visual accessibility (below) diminishes its apparent cultural value – i.e. where communities can't physically get to, or cannot see, or are prevented from appreciating or understanding an historic site, that site diminishes in its cultural importance.

4.3.2 There is an opportunity to hold a symbolic event in relation to a future Eisteddfod in Mold.

4.4 Arboricultural

Condition

4.4.1 The arboricultural assessment at Appendix 3.4 notes that:

- the trees are generally in good condition with some particularly fine examples;
- many of the trees however have volumes of dead, dying and potentially dangerous limbs within their canopies;
- many trees are unable to thrive and develop good form because of overcrowded conditions particularly in groups 6,7,11-13,16-18 and 20; (see figure 3.3)
- many of the trees are obscuring key vistas.

Risks

4.4.2 There are a number of risks to the arboricultural resource:

- risk of loss of branches or even major limbs through decay/disease;
- windthrow of trees exposed to prevailing winds (particularly after initial clearances);
- continued formation of poorly formed specimens in an overcrowded setting;
- continued lack of development of a diverse age structure leading to lack of trees to provide proper succession.

Opportunities

4.4.3 Opportunities described within the arboricultural survey include the development of a detailed and prescriptive 10 year Tree Management Plan which should propose selective felling, thinning and or crown lifting/pruning:

- i. within woodland groups to promote diverse age structure and allow better specimens to develop;
- ii. of trees in poor health or vigour;
- iii. to reveal key vistas and to reveal the historic landform;
- iv. to make paths safer and lighter and give light to planted areas.

4.4.4 The arboricultural assessment recognises the possibility of opening up vistas to the north west, south, south-west and east. On balance, taking into account beneficial effects of maintaining screening to Synthite and retaining a fringe of tree cover adjacent to housing in the south-west, the key opportunities for opening up vistas favoured in this report relate to opening up views east to the town and south to the Clwydian hills.

4.4.5 In addition, the rich tree cover offers the opportunity to develop a 'tree trail' as an educational resource.

4.5 Nature Conservation

Condition and Risks

4.5.1 The nature conservation value of the site is there not as a result of active management but as a consequence of the lack of management at present.

4.5.2 Risks to the nature conservation value of the site potentially arise through lack of positive management and/or implementation of felling or other works that could damage the habitat in particular.

- loss of trees that support bat roosts
- loss of ivy on trees that provide habitat/feeding opportunity to birds bats and insects
- loss of standing dead wood and/or decayed limbs that offer habitat and/or feeding opportunities to birds.

Opportunities

4.5.3 Opportunities described within the ecological assessment include the development of a detailed and prescriptive Management Plan which should propose, alongside the selective felling, thinning and or crown lifting/pruning:

- increasing level of deadwood through timber stacks in appropriate protected areas,
- appropriate management of rough grassland,
- bird and bat boxes and hibernation boxes,
- interpretation.

4.6 Recreation, Play and Amenity Value

Recreation and Play – Condition and Risk

4.6.1 Now that the bowling Green is no longer operational, the only formal recreational facility on site is the play area. Flintshire County Council's 2010 county wide 'Play Survey' (004 Bailey Hill, Play Area - Appendix 4.1), identified that the play facility is underused and : *'fails to meet local play needs and expectations'* and that, *'serious consideration needs to be given as to whether this facility should be closed or enhanced'*

4.6.2 This report confirms the findings of the FCC assessment . The meagre equipment is functional but dated in appearance and in poor decorative condition and has limited appeal to older age children. The whole arrangement is aesthetically poor and does not reflect or benefit from its historic woodland setting in any way.

4.6.3 This assessment is reflected in responses to the public consultation. 40% of the respondents cited that the play area was 'average' and more than 40% of respondents considered play facilities 'poor' or 'very poor'.

4.6.4 The need for café and toilet facilities also featured in terms of what the public wanted to see improved at Bailey Hill. Café and toilet facilities located conveniently along with good play facilities can be a major asset in a park. The lack of these facilities exacerbate the current weaknesses in respect of the play value and offering of the Park.

4.6.5 Given the current condition of the play area and the low level of use there is a risk that equipment could be removed or replaced like for like without realising the potential opportunity a significantly enhanced play facility could bring to the Park .

Recreation and Play – Opportunities

4.6.6 Improvements to the play facilities were the most sought after improvement to the Park in the public consultation (nearly 20% of respondents). Numerous suggestions were made including for an exciting play area themed around the historic defensive nature of the site and/or its woodland setting

4.6.7 The 2010 FCC Play Survey also recognises the potential of play at the site noting that:

'enhancement of this facility within a historic town park such as Bailey Hill which has significant heritage value and tourism potential would be of considerable benefit however any such investment measures should ideally be part of a wider scheme of regeneration for Bailey Hill Town Park'

4.6.8 This report supports the assessment within the 2010 survey. The site offers a real opportunity to develop a larger, more exciting and special play area themed around the defensive history of Bailey Hill, making strong use of the woodland setting and linked to informal and themed play around the remainder of the site. This, subject to appropriate interpretation and promotion alongside a programme of events and activities, could significantly enhance the recreational and play value of Bailey Hill.

4.6.9 If a more substantial play area were to be developed then use of the current playground location (extended to the south) has three significant benefits:

- the existing area is in a sunny position making it quick to dry, and pleasant to use;
- it sits adjacent to the bowling green, enabling parents and carers to have sight of their children whilst enjoying activities that might take place in that space, and enabling older children to play on the green whilst younger siblings use the play area;
- the ground has been disturbed in the past (being the site not only of the playground but also of an old isolation hospital building and an area of previous exploratory digging). This means that, subject to further archaeological assessment, the area could potentially accept disturbance to the ground, without damage to the archaeological record.

Amenity –Condition Risk and Opportunity

4.6.10 Amenity value is considered with reference to:

- the condition of the landscape features of the site;
- reference to 'Green Flag' criteria.

Condition- Paths and Surfaces, Steps, Walls and Built Features and Edgings

4.6.11 In summary:

- the area around the entrance and gates has concrete ramp /step surfacings that are unsightly, uneven and inappropriate to the setting;
- walls around the entrance flower beds are crudely detailed, concrete topped and in poor condition;
- wire mesh fencing around the Custodians Cottage is unsightly and inappropriate to the setting;
- the path to the Outer Bailey is steep and in need of repair in parts, with the ramp being narrow and slippery;
- the concrete block walls retaining the sides of the original defensive ditch (now a path, between the two Baileys), is unattractive and inappropriate;
- the stepped concrete ramp to the Inner Bailey is functional yet highly unattractive. The edge is eroding and the handrail is dilapidated, nearing the end of its serviceable life;
- the adjacent wall is in need of repair/stabilisation;
- paths around the bowling green (Inner Bailey) are in fair condition with some repairs required. Path edgings adjacent are poor, and dwarf walls in very poor condition,
- the stone wall at the south end of the bowling green is in good condition but it retains an area of derelict building bases;
- clay edgings and low stone retaining walls around the outside of the Inner Bailey are attractive but incomplete or replaced by inappropriate concrete/modern materials;
- paths to the Gorsedd are uneven and eroded;
- woodland paths around the east of the site are of natural ground, appropriate in places to the setting,
- the steps to the Motte are in need of restoration;
- the desire line from the Motte to the Gorsedd is unsightly,

Condition- Hedges, Planting and Bedding Displays

4.6.12 In summary:

- the formal/amenity planting around the Park in general is overgrown and reverting to woodland understorey;
- in particular, amenity planting (including evergreen rhododendrons, azaleas and laurels once occupying the eastern slopes) is now entirely overgrown and gives an oppressive unkempt character;
- the limited area for floral displays at the entrance is conspicuous and potentially capable of making a better impact but is not set within an attractive landscape the tarmac path to the Outer Bailey is steep and in need of repair in parts;
- limited areas of formal planting around the Inner Bailey are very sparse;
- the hedge around the Inner Bailey is overly tall, uneven and straggly in places and is neither formal nor informal in character whilst also preventing good views out;
- planting of conifers around the entrance area and approaches is of a domestic and inappropriate character.

Condition- Site Furniture

4.6.13 Park furniture is sparse with many features missing or damaged. The palette of material is mixed:

- there has been improvement recently including metal and hardwood bins replacing inappropriate metal cylinder bins;
- timber slat and metal frame benches are either missing or aging with a basic 1980/90 styling. Bench surrounds formed of concrete trims and tarmac are crude;
- concrete cycle stands at the entrance are not functional and inappropriate;
- recent (2009/2010) interpretation signage and posts use robust routed oak posts with pyramidal metal caps of rustic medieval character.

4.6.14 The most sought after improvements to the Park by the public (after improvements to the play facility), were general landscape improvements including a desire for better seating/park furniture.

General Condition

4.6.15 The Park generally has an appearance of being in real need of renewal, but not of being neglected. Whilst there are reports of misuse and antisocial behaviour on the site, the physical residue of any abuse appears generally to be kept under control and there are few signs of graffiti or litter. In fact the majority (84%) of respondents to the public consultation rated maintenance and cleanliness as being 'average' 'good' or 'very good'.

General Access

4.6.16 In order to facilitate good access to public sites, paths and approaches would ideally include general slopes of 1:20 or less with ramped accesses of 1:12 with landings. At Bailey Hill:

- the slope of the pavement up to the gate is at around 1:12;
- there are four steps with narrow landing at the gates;
- the ramped path to the Outer Bailey is steep at around 1:5 to 1:6;
- the stepped ramp approach to the Inner Bailey is marginally less steep (but includes steps);
- there is only stepped access to the Motte;
- these slopes prevent wheelchair access and limit accessibility to the site for those with pushchairs and those with walking difficulties;
- there is no parking on site but there is parking in the town centre adjacent both, on the High St and in the pay and display at Griffiths Sq.

4.6.17 Despite the steep paths, ramps and steps the majority of people in the consultation found the site to be accessible, and it is considered that this response may arise due to the self-selecting nature of the users/respondents, i.e. those who do not find the site easy to get around do not visit. The lack of parking was highlighted as the main reason for people not visiting the Park

Green Flag Criteria

4.6.18 Green Flag Criteria include:

- i. 'A welcoming place'
- ii. 'Healthy, safe and secure'
- iii. 'Clean and well maintained'
- iv. 'Sustainability'
- v. 'Conservation and Heritage'
- vi. 'Community Involvement'
- vii. 'Marketing'
- viii. 'Management'

4.6.19 The first three criteria are of particular relevance to the amenity value of the Park.

4.6.20 The Park is not currently successful in being 'A welcoming place' and a 'Healthy, safe and secure' place and much of this may be on account of the dense trees (the third most popular improvement sought by respondents in the consultation was thinning/removal trees). As noted above most people feel the Park is clean and well maintained' however this study finds that the Park lacks more strategic management interventions necessary to prevent continuing deterioration e.g. Play Area and Bowling Green).

4.7 Townscape and Landscape Value

Landscape Condition, Risk, Opportunity

4.7.1 Landscape Value and Character of the Park is defined by a combination of all of the aspects above. The *Condition* and *Risk* to the landscape are effectively illustrated on Figure 4.3 with *Opportunities* highlighted in Figure 4.4. In summary and with reference to the character areas of the Park (Figure 3.1):

- The landscape quality of the Motte is being reduced by the overgrown slopes diminishing the scale and appreciation of the topography, the deteriorating steps, eroded desire line, unmanaged trees, and screening of potential views by those trees as well as focussed unattractive views to Synthite. There are opportunities to overcome/remove these detractors and to create seating with excellent sense of prospect and refuge and to add to the historic sense of place with sensitive interpretation.
- The sense of history and cultural importance of Gorsedd Stone Circle should be improved.
- The value of the wooded 'outer slopes' as a buffer and screen should be retained whilst enhancing the structure of the woodland (currently diminished on account of the dense understory of over-mature evergreen amenity shrubs mixed with natural regeneration). Views could be opened up at the south end near the entrance. There is an opportunity to align a new access along and up the slope to the Bailey.
- The quality of the civic space at the entrance could be vastly improved and made accessible for all. The Park should offer a much warmer welcome at the entrance with higher quality planting and bedding displays of colour and interest, and more made of views back down the High Street.
- The sense of 'prospect and refuge' of the Outer Bailey could be enhanced by opening up more views both to the distant hills to the south and also toward the Church (east). Access could also be improved.
- The 'wooded slopes' should be managed to retain the special mature character whilst promoting glade areas, rotational regeneration of understory and

succession.

- The poor condition of play area, walls, paths, edgings and boundary features of the Inner Bailey should be renewed, restored or removed altogether. More could be made of the special location and form of the Bailey for events, play and other formal and informal recreational activities. More could be made of the sense of prospect by opening up excellent views from paths and new seating areas on its east side.

4.8 The Custodians Cottage

Condition and Current Status

4.8.1 The future of the Custodians Cottage is vital to the success of the Park. The Cottage has historically been let by FCC to a residential tenant. That tenancy included certain obligations upon the tenant by way of ranger type activities – including making general inspections of the Park. The property became vacant in late June 2010 and has seen some deterioration in its condition since becoming unoccupied. During the writing of this report the building was broken into and piping and conduits were stolen, causing thousands of pounds worth of damage.

4.8.2 The management of the Cottage has recently been transferred so as to be managed by the Council's Property section rather than the Leisure Services section.

4.8.3 In an effort to ensure continued use and occupancy of the property and so prevent further deterioration, discussions have been held between FCC and Mold Town Council based around MTC taking on the property and making it available for residential use through a sub-tenancy. Such a transfer of responsibility involves a number of considerations including that:

- renovations necessary to ensure the property is brought up to appropriate standards may cost around £20K. How that cost should be met when funds are constrained needs to be resolved;
- the terms of any leasehold or tenancy (irrespective of leasehold arrangements through a third party) must be carefully considered so as not to render the property subject to 'right to buy' with resultant loss of control of the property;
- the terms of any leasehold and any sub-tenancy may need to be drafted to enable a break in the tenancy/letting so as to be able to take advantage of any funding opportunities which may arise (which may enable more comprehensive redevelopment or changes in use see below);
- in particular, funds such as the Heritage Lottery Fund may only grant awards where the body in receipt of the award are the freeholders or hold a long-term lease on a property; but conversely,
- bodies with charitable status (ie not the FCC nor MTC) may be best placed to attract other forms of grant aid.

4.8.4 Maintaining a residential use with caretaker/ranger role in the long term clearly has benefits in terms of the security of the lodge and the Park. Public consultation responses (see Appendix 1.1) suggest that there is an desire for better security and a demand for such a tenancy/role. However in the absence of a secure residential tenancy and in order to secure some form of positive use other options have been considered by FCC, including possible commercial use. That would require a change of use in planning terms, and a key consideration would be achieving reasonable access, not least under the Disability Discrimination Act (DDA).

4.8.5 The Cottage, in alternative commercial use, would potentially have no dedicated parking but whilst that might limit its appeal to some potential tenants/purchasers it has to be considered in the context of the town centre location (where many business have no dedicated parking) and the fact that the Cottage is only a short walk from the High Street and from Griffiths Square car park.

4.8.6 Other material considerations in planning terms are that any conversion or alteration of the building would need to take account of the beneficial contribution this building makes to the character of the Conservation Area in which it sits, and its visual relationship to the listed Methodist chapel next door. External amendments to the lodge and particularly to the elevation facing south out onto the High Street should be considered with sensitivity to the historic nature of the building and to its contribution within the Conservation Area.

Risks

4.8.7 The risks to the Custodian Cottage, in the context of the Park, include:

- that the Cottage remains unoccupied, suffers continued deterioration or fire or substantial vandalism making the Park appear neglected and unwelcoming and which at worst might render the building uneconomic to re-use, resulting in its loss along with its historical associations;
- sale (or inappropriate leasehold terms) in the short term which might result in the loss of control of the property or might severely constrain the future options for the building or (albeit less likely) might introduce a new use that is damaging to the character and/or detracts from the Park;
- sale (or leasehold terms), which limit the medium term opportunities for securing grant awards via an appropriate body.

Opportunities

4.8.8 As can be seen from the sub-sections above there are things which the Park is missing notably its own parking, toilets with baby changing and refreshment facilities. The public consultation also suggests a desire for a 'visitor centre'. These can be key ingredients in encouraging people to use parks. The Custodians Cottage could therefore provide options in terms of:

- a small kiosk/refreshment room operated on a franchised or other devolved basis;
- publicly accessible toilets perhaps controlled, managed and maintained by the occupier of the building;
- information/interpretation/display space (even if only wall space) – potentially incorporated within any refreshment room/facility/kiosk or a more substantial space given over to a visitor centre;
- continued residential use;
- commercial use.

4.8.9 In terms of the benefits to the Park these would rate (from most preferred to least preferred) as follows:

- i. mixed use café/kiosk + toilets + residential use
- ii. residential + café/kiosk (no toilets)
- iii. residential only
- iv. café/kiosk + toilets + appropriate commercial use
- v. (appropriate) commercial use

4.8.10 A full measured survey and feasibility study would be required to investigate these options fully (which is beyond the remit of this stage of the project study) but it is considered likely that (i) could not be achieved without an extension over the yard area to the rear of the building. This would be undertaken in consultation with the FCC Conservation and Design Officer.

5.0

Bailey Hill Outline Conservation Statement Final Report V7 15.05.2012 50

5.1 Conserving Heritage Assets and Balancing Conflicts

5.1.1 Key to the conservation of the heritage assets will be enhancing the park whilst achieving an appropriate balance between the various aspects (archaeological, historic, cultural, arboricultural, nature conservation, amenity, townscape and landscape).

5.1.2 The primary consideration in managing and making changes to Bailey Hill is that the site is a Scheduled Ancient Monument and that CADW have a statutory obligation to preserve the archaeological and historic interest of the asset. CADW monitor the site to ensure that FCC are managing the asset in such a way as to meet the statutory obligations.

5.1.3 The main purpose of scheduling as a SAM is to secure the preservation of a nationally important ancient monument. Under section 2 (2) of the Ancient Monuments and Archaeological Areas Act 1979, consent must be obtained for carrying out a wide range of works, including any works that could demolish, damage, destroy, remove, repair, alter or add to any part of the Monument. Helpful guidance can be found at the CADW website http://cadw.wales.gov.uk/docs/cadw/publications/What_is_Scheduling_EN.pdf

5.1.4 The majority of physical alterations and, notably, anything involving alteration of the landform would therefore require consent.

5.1.5 Deterioration of the SAM asset may arise as a consequence of 'non intervention' and an example of this at Bailey Hill might be damage to the landform where trees are wind-thrown (lifting substantial root plates) and also erosion along desire lines. Positive management/intervention may be necessary to prevent such deterioration.

5.1.6 At the same time the other aspects of heritage (cultural, arboricultural etc.) may also need positive intervention/ management to reverse decline or bring about much needed enhancement of the Park. Some management activities/ interventions are potentially in conflict with one another including:

- tree felling particularly of the larger mature trees (to preserve/reveal the historic landform) may conflict with nature conservation and detract from landscape character;
- thinning/removal of the under-storey (to preserve/reveal the historic landform and to improve amenity, access and landscape character) may conflict with nature conservation aims;
- changes to improve the amenity value, accessibility and attractiveness of the Park (through provision of new or altered ramps, paths, steps and new events areas etc) have the potential to impact upon the historic landform;
- changes to improve accessibility at the entrance have the potential to impact on the townscape (Conservation Area);
- changes to improve the amenity value of the site by enlarging/improving/relocating play facilities and other formal recreational facilities have the potential to adversely impact on the site archaeology (landform);
- introduction of facilities and other uses into the Custodians Cottage have the potential to adversely impact on the historic value of the lodge and its setting within the Conservation Area.

5.1.7 The Masterplan and management prescriptions take these potential conflicts into account.

5.2 Roles and Responsibilities and maintaining Conservation Standards

5.2.1 Ultimately CADW carries the statutory responsibility for protecting, conserving and preserving ancient monuments and historic buildings in Wales (on behalf of the National Assembly for Wales). CADW monitor the owners (in this case FCC) management of the asset and ensure that statutory obligations are met. However that is not to say that certain roles and responsibilities could not be devolved in the future to a properly constituted third party organisation such as Mold Town Council or a 'Friends of Bailey Hill Group' or other third sector management organisation. Such a party would however need to work closely with CADW and within the strict constraints of managing a SAM.

5.3 Improving and Managing Access

5.3.1 Improving and properly managing access on the site will be key to the future success of the Park. In terms of physical access:

- providing access for all, including wheelchair users will be a pre-requisite of bringing new uses to the Custodians Cottage;
- providing access for the disabled (including ambulant disabled and the infirm) would greatly widen the appeal of the site as a whole and improve the suitability of the park as a destination and encourage a wider range of events and activities, eg Eisteddfod related events,
- similarly providing access for pushchairs would significantly enhance the appeal of the Park, (especially any improved play facilities and events) for parents and carers;
- gaining access to the site for small vehicles or trolleys would potentially significantly improve the ability of events organisers to put on a wider range of events in the park, and for maintenance contractors undertaking work on the site.

5.4 Current Maintenance

5.4.1 Maintenance of Bailey Hill is carried out by FCC Grounds Maintenance Department. It is carried out as part of a contract schedule of work on behalf of FCC Leisure. That schedule covers a large number of other sites. The specific schedule for maintenance work at Bailey Hill (Appendix 5.1) includes:

- Hedge cutting (2x annually)
- Cleaning footpaths (weekly)
- Servicing litter bins (5x weekly)
- Litter removal (5x weekly)
- Grass cutting – greens (amenity grass) – (16x annually)
- Grass cutting – rough areas – (1x annually)
- Tree maintenance (2x annually)
- Flower bed maintenance – (as stipulated and to ensure summer and winter bedding)

5.4.2 Grass cutting and edging of the bowling green was previously carried out weekly in summer (30x annually) with grass aeration and treatments 8 annually. As the green has now fallen out of use the green is now managed as amenity grassland.

5.4.3 Responses to the consultation exercise suggest the public are generally satisfied with the Park maintenance. This level of maintenance may be generally appropriate for an informal park primarily of woodland and with only limited areas of formal planting/bedding feature but clearly it represents a basic level of maintenance which is not sufficient to:

- allow use of the green(s) for bowling or putting
- achieve substantial year round attractive floral displays in key locations
- maintain areas of structured shrubs and groundcovers

5.4.4 This level of maintenance does not allow for planned or unplanned management inputs in respect of the trees, management of shrub understorey, replacement and repair of walls , steps, paths, furniture, interpretation and signage.

6.0

6.1 Consultation

6.1.1 The proposals for the Park respond to the various aspirations and concerns raised by people in the consultation process. That process and the findings are detailed more fully within Appendix 1.1. In summary, users of the Park wanted to see:

- better play facilities;
- more events/activities;
- more to be made of the history of the site;
- more openness, less dense understorey;
- better security;
- enhanced landscape elements and better maintenance;
- café and toilet facilities.

6.1.2 Consultation with stakeholders including officers at Flintshire County Council and CADW has highlighted the following issues:

- better expression of the landform, particularly that of the Motte is merited (one of the more substantial historically important topographical features in Wales);
- all proposals should afford protection to that landform;
- the setting of the Park entrance (and its contribution to the townscape at the head of the High Street) should be recognised and could be enhanced, whilst protecting its historic features;
- the importance of views to, and the relationship with, the listed Methodist Chapel (Kings Christian Centre) adjacent should be recognised;
- the trees of Bailey Hill currently form a distinctive and attractive element often seen on the skyline in views across Mold; and that aspect should not be lost where seeking to enhance the character of the Park through opening up views (which should be done with care recognising the cultural, arboricultural and landscape importance of the best trees);
- woodland management should seek to give a diverse age structure to the trees to allow for long term succession and should be considerate of the wishes of adjacent landowners;
- improved play and recreational facilities;
- the lodge to be actively occupied with a use which is linked to the Park.

6.1.3 The proposals have thus been developed further to a detailed consideration of the all the aspirations, concerns and issues raised. Whilst the Park has great potential, the constraints inherent in seeking to enhance such a steeply sloping, heavily wooded, and historically valuable site are challenging. Consequently the proposals that have been developed often represent a careful balancing of these considerations.

6.2 Vision, Aims, Objectives

6.2.1 The development and management of Bailey Hill is guided by a Vision :
'Bailey Hill will be a vital green space in the heart of Mold. It will be an accessible, safe and vibrant place with a special and attractive character and its rich heritage will be protected and celebrated.'.....

6.2.2 In achieving this Vision, aims include

- to make the Park more attractive to a wider range of users and to enable the Park to host more events and activities;
- to safeguard the Scheduled Ancient Monument both in the short and long term;
- to make the history and cultural value of the Park clearly apparent in an interesting

and exciting way;

- to make the most of the special setting of the Park, its views, and the best of its trees;
- to attract people into the Park by making it feel more secure, easier and safer to get around, and more attractive at its gateway onto the High Street.

6.2.3 Simple objectives flowing from this Vision and informed by the public and stakeholder consultation are:

- to improve play facilities in an imaginative way;
- to create flexible attractive space(s) capable of hosting a wide range of activities and events;
- to express, and clearly interpret, the topography and importance of the castle, particularly the Motte;
- to selectively open up attractive views to the surrounding hills, to St Mary's Church and to the High Street, from key vantage points;
- to open up areas of dense understorey particularly on the north side;
- to manage and retain the attractive mature trees and woodland particularly on the south, west and north flanks;
- to enhance the general appearance and quality of landscape elements and their maintenance;
- to enhance passive and active security of the site;
- to provide the Park with toilets and refreshment facilities where possible;
- to enhance the entrance off the High Street to attract people to the Park.

6.2.4 Critical to the last of these points is finding a positive use for the Custodians Cottage. This occupies a focal position at the entrance to the Park and so its appearance and condition is critical to making the Park welcoming. Setting aside the Kings Christian Centre (the Pendref Wesleyan Methodist Chapel), the Cottage is the only building in the Park able to offer the potential to provide facilities by way of toilets, a refreshment kiosk or café and additional interpretation. It could also potentially house (once again) a residential Custodian whose presence would improve security of the Park in both a passive and active way.

6.2.5 In delivering these proposals it will be important to ensure that the wide community of potential users are fully involved throughout. Subject to that involvement being encouraged these proposals are thus aligned with the five key 'outcomes' required by the Heritage Lottery Fund which are to:

- increase the range of audiences;
- conserve and improve the heritage value;
- increase the range of volunteers involved;
- improve skills and knowledge through learning and training;
- improve management and maintenance.

6.2.6 It is also considered useful at the outset to consider the proposals in terms of the eight key criteria of a Green Flag award, relating to:

- 'A welcoming place'
- 'Healthy, safe and secure'
- 'Clean and well maintained'
- 'Sustainability'
- 'Conservation and Heritage'
- 'Community Involvement'
- 'Marketing'
- 'Management'

6.3 Outline Masterplan

6.3.1 The Outline Masterplan has been developed in accordance with the vision for Bailey Hill and the aspirations taken from the consultation, the proposals are mindful of the fact that the site is a SAM lying within a Conservation Area.

- i. Management of the Slopes and Trees
- ii. The Playground
- iii. The Motte
- iv. The Inner Bailey
- v. The Outer Bailey
- vi. The Custodian Cottage
- vii. The Entrance and Approaches
- viii. The Gorsedd
- ix. The Boardwalk Ramp
- x. Other Features

Management of the Slopes and Trees

6.3.2 The aim of tree management should be to; improve safety and perception of safety for Park users, open up key views, expose the topography of the Motte more clearly, remove trees which threaten the archaeological resource, and manage remaining trees to best arboricultural practice, and encourage a varied age structure. The Arboricultural report is given in Appendix 3.4. Prescriptions are discussed by reference to Tree Groups (G) and Specimen Trees (T). In order of priority works would include:

- (G14) Fell 3 of the mature beech (one leaning, one hazardous and one smaller specimen), retain and manage the others as distinctive attractive specimens

Motte (A)

- (G13)-(south east slopes) and T62, 67, 68, 70 & scrub growth on southern slope of Motte : fell tree groups to open up views and to reveal and protect historic topography
- (G15)- selective fell but retain some trees on an otherwise difficult to manage slope. Retain some canopy to screen middle distance views across retail areas that would be otherwise available
- (Yews): retain and manage to retain distinctive character
- (T90) protect and manage the magnificent sweet chestnut as a feature specimen

The Inner Bailey (B)

- (T71) retain the Coronation Oak as a feature tree;
- (T93) retain this mature specimen and incorporate into the layout but periodically; review condition and be prepared to replace in medium term;
- (T15-T23) Selectively lift canopies of the attractive mature beech to enable the special views south to the Clwydian range hills;

The Outer Bailey and slopes (C)

- (G2, G3, G4) Selectively thin the other tree groups around the Bailey to encourage specimen trees (with a differential age structure) set in grassy slopes. This will also prevent unwanted full long term screening of views. Take account of wishes of Tan y Coed residents. Cut/clear a corridor to enable the special views west toward St Mary's Church;
- (G18 and T96) Selectively coppice the dense Holly, and selectively fell other trees whilst retaining best individual specimens (e.g T97) so as to open up the land around the Cottage and make it less intimidating whilst maintaining a diverse age structure.

The Custodians Cottage (D)

- (T1- T5) Fell conifers, holly, and ash near the gates to open up views to and from the High Street and to reveal the Chapel. Select and retain the best of the multistem ash so as to continue to provide a partial foil;

Entrance and Approaches (E)

- (G20) Retain the mature Lawson Cypress until such time as entrance/ramp project takes place (see below).

- (G16, G17, G20), thin woodland removing poor specimens, dense hollies and smaller trees around the sweet chestnut (T90) to reveal special views to St Marys Church. Retain the best specimens (Beech and Sycamore including T88, 89, 91) but lift canopies to provide views.

Eastern Slopes (F)

- Fell small number of mature individual specimens (within G17 and near T79-83) as and when required to enable ramp when that project progresses.
- (G9 to G12), liaise with adjacent residents and carry out limited thinning of woodland, removing poorer specimens, (including coppice Hollies) to encourage a diverse age structure with healthy understorey. Aim to continue to provide visual screening of the town and Synthite to the north as viewed from within the Park.

Northern Slopes and Gorsedd (G)

- Keep mature beech around the Gorsedd under review and consider replacement in short to medium term (T49,50,51). Plant additional long term replacements (mixed deciduous and evergreens) in gap in G11, G10 so as to provide long term screening of views toward Synthite.
- (G5-G7, G21) protect and retain attractive beech trees as a substantial woodland area with a natural feel. Manage the woodland to encourage a diverse age structure including rotational coppicing of limited areas of the holly understorey.

West Slopes (H)

6.3.3 Tree Management will need a more detailed prescriptive Management Plan setting out. The precise detail of the Plan will then need on-going review and monitoring. The work would be carried out incrementally although there are significant benefits in terms of efficient working and minimising cost and on-going disruption in taking forward a significant tranche of work early on according to the above priorities. That initial work would need to include work to remove any trees deemed hazardous or in a particularly poor condition.

6.3.4 Thereafter on-going management particularly of understory (including rotational coppicing) lends itself to being carried out with volunteer assistance. Felled or thinned areas are also liable to regenerate with young trees and scrub understory. Where this is not desired notably on the eastern and southern slopes there will be an ongoing requirement to clear unwanted shrubs/trees either on an on-going basis or until such time as proposed new planting or grass becomes established (see below).

6.3.5 The current location adjacent to the Upper Bailey has advantages in that it occupies a relatively sunny open position and would complement event activities that might take place in the Inner Bailey (see below). The site however has the disadvantage of not being sited close to other facilities (especially potential café/refreshment or toilet facilities).

The Playground (I)

Alternative sites have been considered but are not appropriate on account of the slope, shade, accessibility, or potential to disturbance to the archaeology or to local residents.

6.3.6 An improved enlarged play facility of formal and natural play facilities with special quality or character would potentially act as the Park's main attraction, helping to draw people not just into the Park but then up the slope to the Bailey areas. The new play area would be:

- themed to reflect the heritage of the castle (and even help in interpretation);
- designed along natural play principles including natural elements, being inclusive, for all, without age segregation, and with graded challenges;
- include timbers from the site alongside traditional play features;
- carefully integrated and making the most of the woodland setting,
- linked to wider opportunities for play/adventure play at incidental locations across the site .

The Motte

6.3.7 Following the limited clearances noted above the dramatic form of the Motte would be more clearly apparent. Disturbed flanks would be re-seeded with slow growing woodland grasses species. In addition to this:

- a set of 'floating' steps (**J**) would link the summit and the Gorsedd to provide a path in place of the eroded route. Stone walls/structures may first need to be archaeologically investigated, and protected. Ideally steps would be of a simple robust structure and form.
- the existing historic steps (**K**) would be refurbished with new handrail, sympathetically detailed and complementing other site furniture.
- distinctive bespoke seating (**L**) potentially making use of site-won timbers would provide an attractive viewing point looking south over the Bailey and to the hills, and include potential additional interpretation.

The Inner Bailey

6.3.8 The Inner Bailey would be enhanced to accommodate informal and formal events including:

- adapting and making use of the raised area (the site of the old pavilion), including a small raised performance area backed by an amphitheatre of shallow lawn terraces (**M**). This would double as a viewing area/amphitheatre to overlook the main lawn on which larger events could continue to take place.
- a second raised performance/stage events area (**N**) on the north side of the Bailey
- existing power would be brought to new supply points sited to serve the performance areas (**O**);
- the existing hedges would be managed (**P**) and reduced in height to allow views out whilst maintaining a sense of containment, with replacement planting as required.

6.3.9 It would be prudent to draw up a list of existing and potential Park events and activities to support the development of an events area, prior to a large scale investment in such an area. It may be possible to construct the area incrementally, hand in hand with developing events and other uses for the area. Potential constraints in delivering the terraces/performance areas (ie avoiding disturbance to historically important topography and/or practical limitations in importing new soil materials to adapt the landform) would need investigation beforehand.

6.3.10 Path areas around the Inner Bailey would also be addressed:

- the area around the sweet chestnut (**Q**) is an important nodal point at the coming together of numerous paths with superb potential views east. Paths/surfaces would be rationalised and seating incorporated;
 - the path on the east side would be adjusted (**R**) as necessary to enable access by small service vehicles/trolleys to serve events (see below). Following thinning/clearances this path will offer views with attractive colourful planting in restored beds adjacent (**S**).
- existing historic locally made clay edgings and dry stone (limestone) walls (**T**) would be retained, restored, or renewed and modern unsightly concrete edgings /revetments would be broken out and replaced to complement.

The Outer Bailey

6.3.11 The quality and character of the Outer Bailey would be retained with improved views to the Hills and Church (**U**) achieved through some limited tree management (above) leaving the space for picnics, informal recreation and events. Eroded areas and unsightly concrete bases (**V**) around the margins would be investigated and removed/made good. The path up from the ramp area would be modified to make less slippery and wider with sympathetic hand rail (**W**).

The Custodians Cottage

6.3.12 Subject to further investigation, survey, and sketch scheme design the Cottage would be restored and adapted to include:

- a small accessible refreshment room/kiosk accessible from paths both sides **(X)**;
- a small projecting deck area **(Y)** with excellent prospect in a sunny position overlooking the entrance and top of the High Street;
- a toilet with baby changing facility**(X)**;
- opportunity within the refreshment room for interpretative displays and illustrations relating to Bailey Hill and current events.

6.3.13 Subject to further study the remaining space on the ground/floor and first floor, (including a potential extension by the conversion of the walled courtyard to the rear **(Z)**) would be converted back to residential use. Any tenancy granted on the property would include limited requirements for the tenant to act as a custodian (as has been the case in the past).

6.3.14 If, due to technical, funding, or other constraints the full combination of residential and refreshment room with toilet proves not to be possible, the alternative options highlighted in section 4.8 should be investigated. In addition, options involving the old Methodist Chapel/Kings Christian centre in the provision of toilet or refreshments facilities should be investigated.

The Entrance and Approaches

6.3.15 The entrance area is a key part of the Park, it is important that it appears to be inviting and attractive to draw users from the High Street and into the Park. The presence of the Cenotaph close to the gates and the Remembrance service(s) that take place around it must be respected and accommodated. Achieving good access on Bailey Hill both for disabled users, including the ambulant disabled is technically very difficult and will not be feasible in all areas, but is likely to be essential to gain disabled access to key facilities in order to widen the use of the Park. Better access for pushchairs may also be vital if the playground and events are to be well used and supported. Achieving 'access for all' is likely to be a prerequisite to securing funding for new toilet/café/kiosk facilities within the Custodians Cottage and for gaining planning consent for such uses. Limited access for small vehicles and trolleys, considered necessary to facilitate a wider range of events and activities, would need to be achieved with a great deal of care.

6.3.16 The pavement area would be raised with a new raised kerb and with a narrower pavement at the road side, repositioning new stone steps to create a ramped access behind (at 1:12 with landings). This ramp **(AA)** with handrail would feel generous for pedestrians but just wide enough to allow a small utility vehicle or motorised trolley to gain access to the site. High quality materials eg sawn and tumbled stone setts would enhance the streetscape. The gates, with minor adaption, would continue to open inward onto a landing.

Gateway

6.3.17 The existing unsightly concrete ramp and steps within the gates would be replaced with quality materials eg sawn and tumbled stone setts with rows of cropped stone sett to make anti-slip **(BB)**.

Approaches

6.3.18 The area around the Cenotaph would be remodelled to provide a ramp at 1:12 with landings that wrapped around the back of the Cenotaph **(CC)** providing both additional circulation space for services and improved access for disabled people further into the site.

6.3.19 The stepped concrete ramp to the right of the Cottage would then be retained with a new replacement handrail in keeping with the palette for the rest of the Park **(DD)**. The

concrete would be stabilised with new kerb edging, and its appearance enhanced by facing the steps and applying a bonded surface over the existing concrete.

6.3.20 Beyond the Cottage and to its left the main path rising to the Outer Bailey (**EE**) would be retained as it is with edgings repaired. The landing and levels adjacent to the Outer Bailey would be modified and enlarged, (integrated with the reworking of the ramp to the Outer Bailey) to enable a small utility vehicle to turn either in a single turn or 3 point turn to gain onward access to the Inner Bailey. Modern concrete edgings would be replaced/removed.

6.3.21 Behind the Cenotaph a ramped (1:12 with landings) access (**FF**) would provide disabled access to the Custodians Cottage. If, further to detailed design and consultation with CADW, modifications to the landform are deemed too sensitive here, the same could be *Alternative Ramp to the Cottage* achieved with a decked/boardwalk ramp. This alignment would involve the loss of the Lawsons Cypress.

6.3.22 As part of the remodelling of the entrance the existing concrete topped wall/planter would be removed and replaced with a double terrace (**GG**) for attractive, colourful floral displays using two well detailed curving masonry walls set below the deck. The walls offer the opportunity to incorporate interpretive carved relief adding to quality and sense of place.

The Flower Terraces

The Gorsedd

6.3.23 The area around the Gorsedd would be retained much as it is with paths enhanced through informal bound gravel (limestone) surfacing (**HH**).

Boardwalk Ramp

6.3.24 A ramped boardwalk (**II**) at a gentle gradient (1:20) is possible passing along the east flank of the castle joining the existing modified and resurfaced path (**JJ**) to give access to the Inner Bailey. This would potentially form a later phase of development enabling much better and safer access to the play area and to events and activities. It involves the removal of several trees that would not otherwise have been removed. Projected and floating over the existing protected landform it would provide an attractive experience. Integral balustrade lighting would assist in making access safe for late performances/events.

Other Features

6.3.25 As part of a longer term plan to bring added flexibility in the use of the Park (for events) and to add further interest and drama to the site suggestions for a lightweight timber/suspended bridge giving direct access between the Inner and Outer Baileys could be investigated (**KK**)

7.0

7.1 Next Steps

7.1.1 As can be seen from the Preliminary Activities (6.4.1) above, after having identified a 'Project Champion', a leader who will be able to consolidate support for the project, the most immediate and important next steps will then be to:

- i. Work with existing parties to form a fully constituted 'Friends Group' who would help drive and support the project and who may even ultimately have a role in managing a social enterprise further down the line;
- ii. Agree the 'Vision' for the Park to be shared by all the stakeholders, with letters of support sought from all stakeholders;
- iii. Submit a preliminary enquiry to HLF and enter into dialogue over scope and timing of any funding bid, outline issues concerning tenure of Cottage and seek a formal response from HLF;
- iv. A Management Framework would need to be set up for the project including a small Formal Steering Group able to effectively make key decisions which in turn would be supported by small Technical Advice subgroups which would convene to address detailed matters;
- v. Funding sources would then need to be further identified approached and confirmed , along with constraints such as spend profile/draw down and match funding
- vi. The team developing policy and strategy under the Flintshire Greenspace Strategy will need to be fully informed of the project so as to confirm on Bailey Hill the appropriate status within the Strategy;
- vii. A short term strategy for securing the security

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ORGANISATIONAL CHANGE OVERVIEW AND SCRUTINY COMMITTEE

Date of Meeting	Monday 6 th February
Report Subject	Welsh Public Library Standards 6 Framework 2017-20: Summary of the Framework
Report Author	Chief Officer Organisational Change

EXECUTIVE SUMMARY

The Public Libraries and Museums Act 1964 makes it a duty of the relevant Welsh Ministers “to superintend and promote the improvement of the public library service provided by local authorities...and to secure the proper discharge by local authorities of the functions in relation to libraries conferred upon them as library authorities under this Act”. Under the same Act, library authorities are required to “provide a comprehensive and efficient library service for all persons desiring to make use thereof”.

Since 2002, the Welsh Ministers have fulfilled this duty through the Welsh Public Library Standards (WPLS). Each set stands for a total of three years and individual frameworks have evolved to reflect the changing needs and expectations of public library users. We are currently operating within the fifth quality framework Libraries making a difference (2014-17).

Following consideration by scrutiny committee in January of current performance against the existing WPLS this report provides an overview of the new framework which comes into operation during 2017 and will be reported against for the first time in 2018.

RECOMMENDATIONS

1	To comment on the Welsh Public Library Standards 6 Framework 2017-20.
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REPORT DETAILS

1.00	BACKGROUND INFORMATION – A SUMMARY OF THE FRAMEWORK
1.01	<p>The aims of this sixth framework of Welsh Public Library Standards are to:</p> <ul style="list-style-type: none">• enable the Cabinet Secretary for Economy and Infrastructure to fulfil the statutory requirements of the 1964 Act in respect of superintending the provision of a ‘comprehensive and efficient’ library service by local authorities;• provide a robust assessment of the performance of library services;• have clear links to the Welsh Government’s programme for government, to ensure credibility across local government in Wales;• be relevant and useful to all local authority library services in Wales;• be transparent, easily understood and accepted by all stakeholders;• incorporate outcome measures to show the benefits of using libraries;• act as a driver for improvements to library services and local communities; and• minimise the burden of data collection on library authorities.
1.02	<p>The framework has been based largely on the fifth framework, updated to take account of the changed local authority environment within which library authorities must work, and continues to provide opportunities for libraries to deliver services in innovative ways and the flexibility to make best use of the resources available to them. It will come into operation on 1st April 2017, and libraries will make their first report against its requirements in the summer of 2018.</p>
1.03	<p>It comprises 12 core entitlements and 16 quality indicators to monitor how well library services realise these benefits for the people of Wales. The core entitlements have been revised and refocused for this sixth framework, to enable the public to know what they can expect from their public library service.</p>
1.04	<p>The key outcomes and impacts are detailed below:</p> <ul style="list-style-type: none">• People in Wales will be able to increase their knowledge / skills having used the library;• People in Wales will be able to take part in reading and other cultural events organised by the library service;• People in Wales will feel part of a community using the library service;• People in Wales will be able to take advantage of the opportunities offered in the digital world using the library service;• Personal health and well-being is enhanced by using the library;• People in Wales can participate more fully in local affairs via the facilities in the library.
1.05	<p>Other core entitlements and quality indicators are concerned with the effective management of services, which underpins the effective delivery of the outcomes and impacts. All can be related to one or more of the seven goals of the Well-being of Future Generations Act.</p>

1.06	A holistic view of assessment will be taken. Library performance will be judged on all the aspects of the framework, including compliance with the core entitlements, ranking on the quality indicators, how many quality indicators are met in full and in part, and the narrative providing evidence of the impact of the service on individuals and the community.
1.07	It is recognised that the number of independent and semi-independent libraries in Wales, frequently referred to as community managed libraries, has increased. For the purposes of the sixth framework of public library standards, community managed libraries which receive ongoing support from the local authority library service in terms of shared resources, professional staffing and a 'seamless' customer experience can be considered for inclusion in the return. However, models involving the transfer of the building and resources to the community and entirely run by volunteers with minimal (or no) ongoing assistance from the local library service in managing the facility are not eligible for inclusion.
1.08	It is appreciated that different models may exist within a single authority, so that some community managed or owned libraries may be included in the returns (e.g. Holywell) while others may not.

2.00	RESOURCE IMPLICATIONS
2.01	Financial Implications No implications.
2.02	Human Resource Implications No implications.

3.00	CONSULTATIONS REQUIRED / CARRIED OUT
3.01	No consultation carried out.

4.00	RISK MANAGEMENT
4.01	Key Risks and Mitigation (1) Performance against standards reduces – current plans within existing budgets show that performance will increase in 2016/17, this will be monitored carefully, and if budgets from Welsh Government reduce then consideration will need to be given to where it is acceptable to reduce performance against the new standards.

5.00	APPENDICES
5.01	Appendix A – WPLS 6 Framework 2017-20

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	<p>None</p> <p>Contact Officers: Ian Bancroft / Kate Leonard Telephone: 01352 704511 E-mail: ian.bancroft@flintshire.gov.uk / kate.leonard@flintshire.gov.uk</p>

7.00	GLOSSARY OF TERMS
7.01	Welsh Public Library Standards – the annual assessment of library service performance by Welsh Government

Connected and ambitious libraries: *The sixth quality framework of Welsh Public Library Standards*

Ministerial welcome/introduction

1. Introduction

“Freedom, Prosperity and the Development of society and individuals are fundamental human values. They will only be attained through the ability of well-informed citizens to exercise their democratic rights and to play an active role in society. Constructive participation and the development of democracy depend on satisfactory education as well as on free and unlimited access to knowledge, thought, culture and information.

“The public library, the local gateway to knowledge, provides a basic condition for lifelong learning, independent decision-making and cultural development of the individual and social groups.”¹

1.1. The benefits of using public libraries

Library service engagement with individuals and with the wider community drives benefits in many of the Welsh Government’s priority areas such as prosperity, resilience, equality, cohesive communities, culture, learning and health and well-being. How the library interacts with its stakeholders – chiefly the users (and potential users) of the service – is key to the provision of a quality service. User perceptions of the services available derive from their experiences. Libraries which engage appropriately with their customers will provide the maximum benefits both for individuals and the community. As well as providing training and learning support for individuals, libraries contribute to society in other ways, such as providing access to computers and e-government for digitally excluded members of the community.

The public library has a key role in social inclusion. It may be the only place in the community where users can spend time in a safe and neutral environment. Supporting job-seekers in their search for work contributes to the local – and national – economy. By providing specialist facilities and services for those in the community who might have special needs, libraries contribute to health and well-being. Such benefits will only be achieved if the library provides equality of access for all. Much information is now more easily accessible online – indeed, some is only available online – and libraries are uniquely positioned to facilitate access to resources which may be too costly for individuals (e.g. the cost of the basic hardware, Internet access or the resource subscription).

Libraries play a key role in providing information, promoting knowledge and developing skills for people of all ages and all walks of life. From children's first steps in listening to stories and learning to read, to providing quiet spaces for study, and supporting older people in using new technologies, libraries contribute to the delivery of literacy targets, information literacy and digital inclusion.

¹ UNESCO *Public Library Manifesto*, available at <http://www.unesco.org/webworld/libraries/manifestos/libraman.html> (accessed 23-08-2016)

Good libraries play an important part in shaping people's views of their local authority. In order to deliver quality, sustainable services to the public, libraries need active leadership and a programme for development enabling them to respond in a timely way to the changing information and cultural needs of their local communities. Staff must have the skills, knowledge and confidence to deliver services and meet customer needs, demonstrated by appropriate professional qualifications. Libraries have the opportunity to contribute to a range of wider local and national government agendas, but this will only happen if the library is pro-active in promoting its role, based on a strong vision linked to those agendas.

1.2. What this means for the people of Wales

The sixth framework of Welsh public library standards builds on the developments in the fifth framework. It comprises 12 core entitlements and 16 quality indicators to monitor how well library services realise these benefits for the people of Wales. The mapping between benefits and indicators is not a simplistic one, as measuring outcomes and impacts at a service-wide level cannot be achieved directly, but must be inferred from broader indicators. The table below shows the indicators in this framework which are most directly related to some of the key benefits of using public libraries. Libraries which perform well on these indicators will be engaging appropriately with their customers to make a difference to their lives.

Outcomes and impacts	Core entitlements	Quality indicators
People in Wales will be able to increase their knowledge / skills having used the library	2, 3	1, 3, 5
People in Wales will be able to take part in reading and other cultural events organised by the library service	3	4, 6, 9, 10, 12
People in Wales will feel part of a community using the library service	3, 11	1, 7, 8
People in Wales will be able to take advantage of the opportunities offered in the digital world using the library service	2, 6, 7	4, 9, 11,
Personal health and well-being is enhanced by using the library	3, 4	1, 4
People in Wales can participate more fully in local affairs via the facilities in the library	3, 6	3, 11

Other core entitlements and quality indicators are concerned with the effective management of services, which underpins the effective delivery of the outcomes and impacts. All can be related to one or more of the seven goals of the Well-being of Future Generations Act; details are given in Section 5.

1.3. Fulfilling the statutory duty

The *Public Libraries and Museums Act 1964*² makes it a duty of the relevant Welsh Ministers (currently the Cabinet Secretary for Economy and Infrastructure) “to *superintend and promote the improvement of the public library service provided by local authorities...and to*

² Available at <http://www.legislation.gov.uk/ukpga/1964/75/contents>

secure the proper discharge by local authorities of the functions in relation to libraries conferred upon them as library authorities under this Act". Under the same Act, library authorities are required to "*provide a comprehensive and efficient library service for all persons desiring to make use thereof*".

Since 2002, the Welsh Ministers have fulfilled this duty through the Welsh Public Library Standards (WPLS, or, the Standards). The first framework ran from 2002 to 2005 with subsequent frameworks covering the periods 2005-08, 2008-11, 2011-14 and 2014-2017. Each individual framework evolved to reflect the changing needs and expectations of public library users. In addition to the fulfilment of statutory duties, the WPLS framework plays a valuable role in supporting the development of public library services. There is general consensus among stakeholders concerned with the provision of public library services in Wales that these performance measurement frameworks, introduced and administered by the Welsh Government for the sector, have helped public library services to improve in a number of ways and in key areas. For example, as a result of the Standards, there have been significant improvements in service areas such as the delivery of requests and provision of ICT facilities and services, leading to enhanced outcomes for library customers.

Local authorities have a statutory duty (under section 7 of the Act) to provide a library service and encourage both adults and children to make full use of that library service. The performance indicators listed here will assist the Welsh Government in assessing whether or not local authorities in Wales are fulfilling their duties under the 1964 Act, and in assessing the comprehensiveness and efficiency, in terms of the manner of delivery, of library services in Wales.

1.4. Community managed libraries

Since about 2014 the number of independent and semi-independent libraries in Wales, frequently referred to as community managed libraries, has increased. Guidance issued by the Welsh Government in 2015 on community managed libraries has now been updated and is included here, at Section 6, rather than in a separate document, as previously. It includes criteria to be fulfilled in order that a community managed library might be included in the library service's annual return as part of the statutory service, and details of the data to be provided on all community managed libraries.

1.5. The sixth quality framework

The aims of this sixth framework of Welsh Public Library Standards are to:

- enable the Cabinet Secretary for Economy and Infrastructure to fulfil the statutory requirements of the 1964 Act in respect of superintending the provision of a 'comprehensive and efficient' library service by local authorities;
- provide a robust assessment of the performance of library services;
- have clear links to the Welsh Government's programme for government³, to ensure credibility across local government in Wales;
- be relevant and useful to all local authority library services in Wales;
- be transparent, easily understood and accepted by all stakeholders;
- incorporate outcome measures to show the benefits of using libraries;

³ *Taking Wales Forward 2016-2021*, available at <http://gov.wales/docs/strategies/160920-taking-wales-forward-en.pdf>

- act as a driver for improvements to library services and local communities; and
- minimise the burden of data collection on library authorities.

The framework has been based largely on the fifth framework, updated to take account of the changed local authority environment within which library authorities must work, and continues to provide opportunities for libraries to deliver services in innovative ways and the flexibility to make best use of the resources available to them. It will come into operation on 1st April 2017, and libraries will make their first report against its requirements in the summer of 2018. This document describes the new framework in detail.

Section 2 lists the 12 **core entitlements**, and the questions which authorities should consider when making their assessment against these.

Section 3 describes the 16 **quality indicators**, which are of three broad types.

- Input indicators are concerned primarily with what the library service will provide for the citizens of Wales in key areas in order that the core entitlements can be delivered.
- Output indicators are concerned with levels of use. When considered alongside input indicators, they can give an indication of the efficiency of delivery of the service.
- Outcome and impact indicators measure the direct or indirect effects of the library service on its users, and on the wider community. They show the difference libraries make to people's lives.

Most indicators will be reported every year; some may be reported once in the three year period, for example, where user survey data are required. For some indicators, formal targets are set, although such targets are not appropriate in all cases. Libraries will be expected to compare their performance on all indicators with previous years, and to meet the targets where these are set. Benchmarking of authorities will be possible when all results are available.

The nature of the geography, distribution of population and other factors within individual authorities can cause significant variations in the approaches necessary to the planning and delivery of library services. For this reason, Welsh library authorities are offered alternatives against which to measure their services in some of the indicators described, and should choose the most appropriate to reflect their circumstances.

Definitions of the various terms and guidance on methods of data collection are not specified in this document; however these will be included with the reporting template provided to library services, and are available on request⁴. In all cases, detailed guidance on data collection and calculation will be provided to library authorities to ensure consistency and comparability. Existing data will be utilised wherever practicable. Where appropriate, international standard definitions and methods have been adopted.

Section 4 of this document details the reporting requirements, which include an element of self-evaluation and descriptive reporting in addition to key service statistics and the performance indicators, and describes the monitoring and assessment process. A holistic view of assessment will be taken. Library performance will be judged on all the aspects of

⁴ See <http://gov.wales/topics/cultureandsport/museums-archives-libraries/?lang=en> for details

the framework, including compliance with the core entitlements, ranking on the quality indicators, how many quality indicators are met in full and in part, and the narrative providing evidence of the impact of the service on individuals and the community.

Library provision spans a range of Welsh Government outcomes, offering a range of services which often support two or more of the outcomes simultaneously. The *Wellbeing of Future Generations Act*⁵ lists seven broad areas of priority, and the final section of this framework document aligns the core entitlements and quality indicators with these areas, giving examples of the contribution the library service makes.

2. Core entitlements

A set of core library entitlements for Welsh citizens was first incorporated into *Making a Difference*, the fifth quality framework of Welsh Public Library Standards. These entitlements have been revised and refocused for this sixth framework, to enable the public to know what they can expect from their public library service.

These entitlements are initially self-assessed by each authority. A number of questions are specified in the Guidance document, which the authority is required to take into account when making their self-assessment. It is not necessary to be able to answer every question positively to meet the core entitlement, but justification for the assessment, which could refer to other relevant provision, should be provided in the return. The self-assessment will be moderated by MALD, the Independent Adviser, and a small Reference Group of senior librarians to ensure consistency between authorities.

- WPLSCE 1** Libraries in Wales will be free to join, and open to all members of their communities.
(Authorities should consider the socio/demographic data they hold on users and how this is analysed.)
- WPLSCE 2** Libraries in Wales will ensure friendly, knowledgeable and qualified staff are on hand to help.
(Authorities should consider their levels of staff training, and whether relevant targets have been met.)
- WPLSCE 3** Libraries in Wales will provide access to a range of services, activities and high quality resources in a range of formats to support lifelong learning, personal well-being and development, and community participation.
(Authorities should consider the variety of stock and services, and their promotion.)
- WPLSCE 4** Libraries in Wales will provide appropriate services, facilities and information resources for individuals and groups with special needs.
(Special needs may include physical and health impairment, economic disadvantage (e.g. long-term unemployment), cultural difference (e.g. language, new arrivals), educational background, or other circumstances that require special library services. Authorities should consider the range of services available and staff training provided.)

⁵ See <http://gov.wales/topics/people-and-communities/people/future-generations-act/?lang=en> for details

- WPLSCE 5* Libraries in Wales will provide appropriate safe, attractive and accessible physical spaces with suitable staffed opening hours.
(Authorities should consider the quality of the environment and compliance with the DDA.)
- WPLSCE 6* Libraries in Wales will lend books for free, and deliver free access to information, including online information resources available 24 hours a day.
(Authorities should consider the level of any charges made for services such as requests.)
- WPLSCE 7* Libraries in Wales will provide free use of the Internet and computers, including Wi-Fi.
(Authorities should consider the training provided and whether relevant targets have been met.)
- WPLSCE 8* Libraries in Wales will provide access to services, cultural activities and high quality resources in the Welsh language.
(Authorities should consider the needs of the local community and whether relevant targets have been met.)
- WPLSCE 9* Libraries in Wales will work in partnership to share catalogues and facilitate access to the resources of all Welsh libraries.
(Authorities should consider the quality of the catalogue and membership of collaborative schemes.)
- WPLSCE 10* Libraries in Wales will work with a range of partners to promote and deliver services to new and diverse audiences, enabling more people to benefit from those services.
(Examples of such audiences might include specific cultural groups, those with special needs, or with economic disadvantage. Authorities should consider the extent of promotional activity and use of social media.)
- WPLSCE 11* Libraries in Wales will regularly consult users to gather their views on the service and information about their changing needs.
(Authorities should consider the methods of consultation, and what actions are taken as a result.)
- WPLSCE 12* Libraries in Wales will provide access to the library service's strategy, policies, objectives and vision, in print and online, in a range of languages appropriate for the community.
(Authorities should consider the visibility and accessibility of the documents.)

3. Quality indicators

The quality indicators in this sixth framework build on the previous framework, and include additional measures covering the outcomes and impact of the library service. They fall into two broad types; those which are provided for monitoring and benchmarking performance over time and between authorities, and those which have specific targets.

WPLSQI 1 Making a difference

This selection of indicators assesses the impact of library use on people's lives in a variety of ways. Although some are relevant to other areas of this framework, they are grouped together here as being key to the overall customer experience.

Authorities will report, at least once in the three year period:

- a) the percentage of adults who think that using the library has helped them develop new skills;
- b) the percentage of young people who think that the library helps them learn and find things out;
- c) the percentage of adults who have found helpful information for health and well-being at the library;
- d) the percentage of adults who experience the library as an enjoyable, safe and inclusive place;
- e) the percentage of adults who think that the library has made a difference to their lives.

Data will be collected from user surveys of adults and of children, which should be conducted in accordance with good statistical practice, at least once during the three year period of this framework. Authorities will be given guidance on the conduct of the survey and wording of questions to ensure comparability. Respondents answering 'not applicable' or 'don't know' should be excluded from the calculation. Authorities may conduct more frequent surveys if they wish to do so and report accordingly.

WPLSQI 2 Customer satisfaction

Customer satisfaction is a key element of library performance. As with the indicators concerned with library impact (QI 1), some of these are relevant to other areas of this framework, but are grouped together here as being key to the overall customer experience.

Authorities will report:

- a) the percentage of adults who think that the choice of books available in the library they use is 'very good' or 'good';
- b) the percentage of adults who think that the standard of customer care in the library they use is 'very good' or 'good';
- c) the percentage of adults who think that the IT facilities provided are 'very good' or 'good' overall;
- d) the percentage of adults who think that the library they use is 'very good' or 'good' overall;
- e) the average overall rating out of ten awarded by users aged 16 or under for the library they use.

Data will be collected from user surveys of adults and of children, which should be conducted in accordance with good statistical practice, at least once in the three-year period of this framework. It is appreciated that not all authorities wish to use the CIPFA PLUS suite of survey instruments (from which the above indicators are drawn), and guidance will be issued to ensure that authorities which choose to use their own surveys will have comparable results. Authorities may conduct more frequent surveys if they wish to do so and report accordingly.

WPLSQI 3 Support for individual development

Libraries shall ensure that the following services are offered in all static service points open for 10 hours per week or more:

- a) basic support in the use of the ICT infrastructure provided (including Wi-Fi) and in accessing the range of electronic information resources available;
- b) training to improve literacy, numeracy, information and digital skills, and assistance in developing or enhancing capabilities to identify and access appropriate resources efficiently and effectively; critically evaluate information; and apply information appropriately to further objectives, such as educational, employment, health and well-being.
Training programmes may be developed and delivered with appropriate partners outside the library service;
- c) support for users to access local and national e-government resources;
- d) reader development programmes/activities for both adults and children.

The format of the support offered and frequency of any specific timetabled sessions should be appropriate both for the size of the service point and local community needs.

WPLSQI 4 Quantifying impact

The purpose of this indicator is to assess the reach of services which can be expected to have an impact on users, such as health and well-being collections; outreach services; and services for children.

Authorities will report:

- a) the number of Health and Wellbeing items in stock at the end of the year, and the number loaned during the course of the year, per 1,000 population.
Authorities will be provided with guidance as to the stock categories covered, which will include Book Prescription Wales titles.
- b) the number of events targeted at sections of the population with special needs, and the number of attendances at such events
Special needs may include physical and health impairment, economic disadvantage (e.g. long-term unemployment), cultural difference (e.g. non-native speakers, new arrivals), educational background, or other circumstances that require special library services. Events for children, young people and seniors without additional needs are not included. User training (defined under WPLSQI 5) is included.
Include sessions which are aimed at target groups but which are promoted inclusively to the wider population. Do not include general events which persons with special needs may choose to attend.
Count all attendees at included events, irrespective of whether they have special needs.
- c) the numbers of children starting and completing the Summer Reading Challenge, per 1,000 children in the population.

WPLSQI 5 User training

This indicator assesses the extent to which sessions offered match local need, and the impact of those sessions for the participants. Reader development sessions; literacy, numeracy, information and digital skills sessions; ICT sessions, etc., should all be included.

Include sessions arranged in collaboration with partner agencies. User training may have a general audience, or be targeted towards specific sub-groups of the population e.g. children, carers, unemployed persons, etc. Sessions may require advance registration, or be open to all on a drop-in basis. Include sessions also reported under WPLSQI 4.

Authorities will report:

- a) the total number of attendances at pre-arranged training sessions organised and/or hosted by the library service at its own service points or at other locations within the authority during the year, divided by the resident population, multiplied by 1,000;
- b) the percentage of attendees at such sessions who said that attendance helped them to achieve their goals;
- c) the number of customers helped by means of informal training during the year, divided by the resident population, multiplied by 1,000.

Part b) of this indicator should ideally be derived from a simple feedback form offered to all attendees, but may be based on sessions during one or more sample periods. Part c) of the indicator may be derived by sampling. Authorities will be provided with guidance to ensure consistency of reporting.

WPLSQI 6 User attendances at library events per 1,000 population

The purpose of this indicator is to estimate the attraction of library events for the library's population to be served, and the extent to which such events meet local need.

Authorities will report:

- The total number of attendances at events and activities organised by the library service at its own service points or at other locations within the authority during the year, divided by the resident population, multiplied by 1,000.

Include events with literary, cultural or educational intent, e.g. author visits, reading groups, literary discussions, digital and information literacy workshops, genealogy workshops, health literacy, financial literacy, job seeking etc. Events specifically for children are included, such as storytelling, poetry, music. Include people who attend sessions also reported under WPLSQI 4b.

WPLSQI 7 Location of service points

Authorities shall ensure that they meet the following criteria for the location of service points and mobile library stops, according to their population density:

<i>Population density</i>	<i>% of households</i>	<i>Distance from library</i>
20 or more persons per hectare:	At least 95%	within 2 miles of a static service point
More than 1 but fewer than 20 persons per hectare:	At least 75%	within 2.5 miles (or 10 minutes travelling time by public transport) of a static service point, or within ¼ mile of a mobile library stop
1 person or fewer per hectare:	At least 70%	within 3 miles (or 15 minutes travelling time by public transport) of a static service point, or within ¼ mile of a mobile library stop

No stipulation is made with regard to minimum opening hours of static libraries (on a site by site basis) however, authorities are asked to consider the viability of service points which are open for fewer than 10 hours per week. Equally, no stipulation is made with regard to length or frequency of mobile library stops, however it is expected that mobile libraries will visit each scheduled stop at least 12 times per year.

WPLSQI 8 Library use

Six measures of use of the library are required, covering the physical and the electronic resources provided. Together, they assess the library's success in attracting users to its services.

Authorities will report:

- a) the total number of visits to library premises during the year divided by the resident population, multiplied by 1,000;
- b) the total number of external visits to the library's website during the year divided by the resident population, multiplied by 1,000;
- c) the total number of active borrowers divided by the resident population, multiplied by 1,000.
- d) the total number of library members
- e) the total number of book issues (adult and children combined)
- f) the total number of audio-visual issues
- g) the total number of electronic downloads

The data used should be those as reported to CIPFA for the public library actuals return.

WPLSQI 9 Up-to-date and appropriate reading material

This and the next indicator are designed to ensure adequate investment and an appropriate balance of resources across various sections of the community.

- a) Library authorities will report
 - The percentage of the material budget spent on resources for children
- b) Library authorities should achieve
 - **either** a minimum of 243 items acquired per 1,000 resident population
or a minimum spend of £2,180 per 1,000 resident population annually.

Books and e-books, periodicals, audio-visual material and electronic resources are all included. Authorities should include their contribution to consortium purchases where relevant.

WPLSQI 10 Welsh language resources

This indicator is designed to ensure materials in Welsh are provided in line with local requirements and the socio-demographic characteristics of the population.

Authorities will report:

- a) The percentage of the material budget spent on resources in the Welsh language.
- b) The total expenditure on resources in the Welsh language per 1,000 Welsh speaking resident population;

WPLSQI 11 Online access

- a) Every static library should provide
 - (i) A minimum of one device giving public access to the Internet and networked digital content. Computers, laptops, tablets, and other mobile devices are all included.
 - (ii) Wi-Fi access for users to bring their own laptops or mobile devices.
- b) Authorities will report the total number of devices giving public access to the Internet per 10,000 resident population
 - (i) Available in static libraries
 - (ii) Available in mobile libraries.

Computers, laptops, tablets, and other mobile devices are all included.

- c) Authorities will report the percentage of available time allocated for use of public access ICT equipment actually taken up by users. This should be aggregated across all libraries in the authority, including mobiles.

WPLSQI 12 Supply of requests

This indicator measures the efficiency of the public library service in responding to requests for material which is not immediately available.

Authorities should achieve:

- a) A minimum of 64% of requests for material to be notified to the user as being available within 7 calendar days of the request being made;
- b) A minimum of 79% of requests for material to be notified to the user as being available within 15 calendar days of the request being made.

Requests for pre-publication material shall be counted from the date of publication. Material which is not owned by the library but must be acquired by purchase or by inter-library loan is included in the calculations.

WPLSQI 13 Staffing levels and qualifications

- (i) Library authorities shall achieve total establishment staffing levels for the service of 3.6 (full time equivalent) per 10,000 resident population. Staff who do not work directly in service provision, e.g. cleaners, are excluded. Include only those staff paid from the library service budget.
- (ii) The total number of staff (full time equivalent) holding recognised qualifications in librarianship, information science or information management per 10,000 resident population should not fall below 0.65. Staff with qualifications in cognate areas, such as ICT, heritage or leisure management or education and learning may be included in the calculations if they occupy posts on the library staff establishment which require those qualifications, and when the qualifications held are relevant to their current roles and functions within the library service. Include only those staff paid from the library service budget.

(iii) The designated operational manager of the library service shall **either** be the holder of recognised qualifications in librarianship, information science or information management

or have undertaken relevant library management training within the last 3 years.

Authorities will also report:

- a) where this post sits within the local authority management structure;
- b) the post held by the most senior professional librarian (where different); and
- c) where that post sits within the local authority management structure.

(iv) A minimum of 1% of aggregate staff working hours should be spent in training and personal / professional development during the year. All library staff should be encouraged to undertake training and development relevant to their role and responsibilities, and to improve their skills.

(v) Library authorities may offer members of the community the opportunity to volunteer to support additional library services. Such opportunities can, for example, enhance the life skills and employability of individuals, contributing to tackling poverty outcomes.

Where there is community involvement in delivering the library service at a branch level, we expect there to be paid staffing working alongside the volunteers in the libraries.

Library authorities that use volunteer staff to deliver additional services shall ensure:

- a designated volunteer coordinator from the library service's permanent professional staff coordinates those parts of the service involving volunteer workers;
- each volunteer receives a written role description;
- legal requirements are met for each volunteer in relation to their role;
- both induction training and continuing training is provided for all volunteers;
- volunteers are appropriately supervised; and
- they have achieved, or are actively working towards, Investing in Volunteers accreditation.⁶

Authorities will report:

- a) the total number of volunteers
- b) the total number of volunteer hours during the year
- c) whether they have accreditation status relating to the NOS or are working towards this accreditation.

WPLSQI 14 Operational expenditure

In the current economic climate it is not thought appropriate to set a target for overall library expenditure, but spending on the public library service will continue to be scrutinised closely.

Authorities will report:

- a) the total revenue expenditure per 1,000 resident population;
- b) the percentages of this total spent on staff, materials and information resources, maintenance, repair and replacement of equipment and buildings, and other operational costs;

⁶ See <http://iiv.investinginvolunteers.org.uk/inyourcountry/iiv-wales> for more information

- c) total capital expenditure per 1,000 resident population.

Authorities which complete the CIPFA public library actuals return should use the same data here.

WPLSQI 15 Cost per visit

This indicator is useful for justifying expenditure of public funds, giving a proxy for value for money, but it must be interpreted in conjunction with demographic indicators and quality indicators relating to use. It measures the cost of the library service related to the number of library visits, including virtual visits.

Authorities will report:

- The total revenue expenditure, net of generated income, divided by the sum of the number of physical visits to library premises (including mobiles) plus the number of visits to the library web site during the year.

Authorities which complete the CIPFA public library actuals return should use the same data here. The ratio will be automatically calculated from data provided for other indicators.

WPLSQI 16 Opening hours

- (i) Welsh public libraries should achieve a level of aggregate staffed opening hours across all service points administered by the authority of no less than 120 hours per annum per 1,000 resident population.
- (ii) Authorities will report the total number of unstaffed opening hours across all service points administered by the authority per 1,000 resident population
- (iii) This part of the indicator is concerned with the adequacy of the library service's maintenance programme and staffing strategy. Authorities will report:
 - a) the total number of hours of unplanned and emergency closure of static service points as a result of building failure or staff unavailability as a percentage of the total planned opening hours of all static service points during the year;
 - b) the number of mobile library stops and/or home delivery services missed as a result of vehicle failure or staff unavailability, as a percentage of the total number of planned mobile library stops and/or home delivery services during the year.

Scheduled opening hours not open as a result of adverse weather conditions, or any other cause beyond the library's control, are not included.

4. Reporting, monitoring and assessment

The statutory requirements of public library service provision in Wales are enshrined in the *Public Libraries and Museums Act 1964*. The performance indicators listed here will assist the Welsh Government in assessing whether or not local authorities in Wales are fulfilling their duties under the 1964 Act, and in assessing the efficiency of the manner of delivery of library services in Wales.

4.1. Reporting requirements

Each year, local authorities will be required to report their performance against the various elements of the framework. The return will include a compliance rating against the core entitlements – indicating whether these are fully met, partially met, or not met, with appropriate description / explanation. For all entitlements which are not fully met, the return should also include a strategy for improvement in the following year.

Individual authority returns will also include data showing performance against the quality indicators included in this framework, together with a comparison for the previous year. Where performance has declined, the return should include the authority's strategy to halt the decline. Where targets are not met, the return should include a narrative outlining proposals and a timescale to achieve these targets. These data will be drawn together to provide an overview of Welsh public library services as a whole, to assist with identification of good practice, and of areas where action may be required to bring about improvements.

Measurement of the impact of public library services – the difference those services make to people's lives – is not easily quantifiable. For this reason, a qualitative element will be included in the reporting. Each authority's return should include at least one, but no more than four, specific case studies describing the impact which the library service has had on an individual, or on a group of individuals, during the year. This is expected to describe not only the service provided and the use made of that service, but also the outcomes for the individuals or members of group as a consequence. Guidance will be provided on the format of the case studies and appropriate material to include. Such case studies will build into a valuable source of evidence of impact and value, and will further promote the spread of good practice across Wales.

A second qualitative element of reporting will be a narrative that demonstrates how the library service is contributing towards both local authority agendas and wider Welsh Government priorities and strategic goals. The purpose of this strand of reporting is to encourage libraries to be aware of the wider social drivers (e.g. health and well-being; digital inclusion including information literacy; literacy, including reading and the connection with digital literacy; community engagement and community benefits, including families, children and young people, older people, welfare reform; Welsh language and culture), to which their service should be able to demonstrate a contribution, and to make explicit their relevance and value to policy makers at local, regional and national level.

A short description of the authority's future direction and plans for the library service over the following year will be included. Authorities will also be required to confirm that feedback in the form of opinion on the year's performances achieved by each library service has been adequately considered by the member with responsibility for library services and by the relevant management, scrutiny and performance monitoring procedures.

A reporting template will be provided to authorities to ensure that reporting is consistent and comparable across Wales.

4.2. Monitoring and assessment procedures

The process of monitoring and assessing will be led by MALD: Museums Archives and Libraries division of the Welsh Government, and will follow the pattern established in earlier frameworks. Annual returns should be submitted by the deadline each year, and will be scrutinised for completeness by an independent reviewer and a peer reference group. The independent reviewer will then prepare a formal written feedback report, covering all aspects of the framework, including all quality indicators and narrative elements, which will be delivered to each authority in the autumn, in time to address any issues raised as part of their formal service planning process. This feedback will be formally disseminated to library authority chief executives and also to council leaders, scrutiny officers or performance

managers as well as to the managers of library services. The annual reports will be made public, via the MALD web pages.

The independent reviewer will prepare a summary overview each year, including an analysis of overall performances, and significant trends within those performances, against the entitlements and quality indicators. The highest, lowest and median performances in Wales will be calculated for each indicator where this is possible. The overall analysis will be disseminated to all local authorities, usually during an annual seminar. At the end of the framework period a summary report will be published via the MALD web site.

The findings of these processes will be brought to the attention of the relevant Minister annually, highlighting achievements and trends and also problem areas, such as declining performances, incidences of non-compliance or recurring failure, together with a diagnosis of the causes wherever possible. Noteworthy improvements in performances and improving trends will also be drawn to the Minister's attention.

The core entitlements and quality indicators set out in this framework deal with aspects of the library service which are considered by the Welsh Government to be necessary – but are not necessarily sufficient – for the delivery of a comprehensive and efficient library service under the terms of Section 10 of the *Public Libraries Act 1964*.

As the ultimate sanction in the cases of failure to deliver a comprehensive and efficient library service, the Welsh Government can institute an inquiry, issue a direction and transfer the library functions of a library authority to itself or to another authority/organisation. Sanctions would be invoked in cases where, for example, a significant number of the core entitlements and performance targets are not reached, there is a failure consistently to reach the average performance of comparable Welsh authorities with no evidence of improvement over time, or performance across the service as a whole is consistently falling year on year.

To date, it has not been necessary to implement any of these sanctions due to constructive discussion between the relevant parties.

5. The Well-being of Future Generations Act

Libraries have a clear contribution to make to the seven goals of the Well-being of Future Generations Act.

5.1. A prosperous Wales

Development of a skilled and well-educated population is a fundamental aspect of public libraries' activity. Examples of how this is achieved include providing access to a world of lifelong learning through relevant book stock and online information, and the provision of free IT equipment, broadband and Wi-Fi, which supports education, small businesses and job seeking. Core entitlements 2, 3, 6 and 7, and quality indicators 1, 3, 5, 7, 8, 9, 12, 13 and 15 all monitor aspects of public libraries' contribution to this goal.

5.2. A resilient Wales

Social and economic resilience is supported by encouraging and promoting individual personal development, enabling people and society to adapt to changing circumstances. Regular consultation with users ensures that the services themselves are resilient and able to adapt to changing needs. Two core entitlements are particularly pertinent here, 3 and 11, together with quality indicators 4, 11 and 14. Examples of how this is achieved in practice include support for greater community involvement in running library services, and book

stock that encourages a more resilient lifestyle with access to IT so people can self-educate about the issues.

5.3. A healthier Wales

Physical and mental well-being is a key offer of public libraries, not only by providing information on which to base informed choices for the benefit of health in the future but also designated collections and schemes such as Book Prescription Wales titles loaned through libraries, which directly benefit individuals with health concerns. Relevant core entitlements for this goal are 3 and 4; quality indicators 1, 4, and 6 monitor activity.

5.4. A more equal Wales

Libraries are welcoming, inclusive and offer pro-active outreach and public engagement activities in deprived and socially excluded communities. Support for government initiatives such as Jobs Plus and universal credit enable those without IT skills or facilities to fulfil their potential. Core entitlements 1, 2, 4, 6 and 7, and quality indicators 3, 4, 11, 13 and 14, all monitor public libraries' contribution to this goal.

5.5. A Wales of cohesive communities

Libraries offer a safe neutral place within the community which provides opportunities for people to connect with each other. The one-stop-shop or hub model being developed in many areas further connects local communities with the services they need. Other examples include support for community involvement through the provision of information about the local area. Core entitlements 1, 3 and 5, and quality indicators 1, 6, 13 and 16 monitor aspects of public libraries' contribution to this goal.

5.6. A Wales of vibrant culture and thriving Welsh language

With explicit provision in the current framework covering the provision of material in the Welsh language, libraries are well placed to contribute in this area. They promote and protect Welsh culture and language, and encourage participation in the arts and recreation through the availability of a good range of stock in Welsh, and a host of cultural events and activities. Core entitlements include 2, 3, 6, 8, 9, and 10, and quality indicators 2, 6, 8, 9 and particularly 10 are all relevant here.

5.7. A globally responsible Wales

A commitment to make the most efficient use of resources is embodied in the quality indicators. MALD works with the British Standards Institute and International Standards Organisation in developing and using quality indicators for libraries which conform to ISO 11620. Further, the borrowing of books is a great recycling tool, reducing the impact on the environment. Libraries in Wales work together in book purchasing consortia, digital/e-book consortia and the All-Wales Library Management System. Core entitlement 12 is directly related to global good practice, while quality indicators 14 and 15 are related to the balance and efficiency of service provision.

6. Community managed libraries

Since about 2014 there has been a growing number of independent and semi-independent libraries in Wales, frequently referred to as community managed libraries. Guidance issued by the Welsh Government in 2015 on community managed libraries has now been updated and is included here rather than in a separate document, as previously.

Welsh Government guidance on community management libraries recommends that for such libraries to be considered as part of the authority's statutory provision, they must meet the core entitlements contained within the Standards framework. For the purposes of the sixth framework of public library standards, community managed libraries which receive ongoing support from the local authority library service in terms of shared resources, professional staffing and a 'seamless' customer experience can be considered for inclusion in the return. For example, libraries conforming to the following models may be eligible:

- Elements of resources and staff provided or co-ordinated by the local library service, with the building in community ownership and a contribution towards staffing from the community council with the staff employed by the library service.
- Limited resources and regular staffing (defined hours) provided by the local library service, the building in community ownership and assistance from volunteers.

Models involving the transfer of the building and resources to the community and entirely run by volunteers with minimal (or no) ongoing assistance from the local library service in managing the facility are not eligible for inclusion.

It is appreciated that different models may exist within a single authority, so that some community managed libraries may be included in the returns, while others may not.

For full consideration of whether community managed libraries can be included in the statutory service, the following minimum criteria should be met, along with meeting all the core entitlements:

- A service level agreement with the local authority public library service to include resource sharing activities such as interlibrary loans;
- Paid staff, whether funded by the local authority library service or from other sources (e.g. community councils) available for 50% of the library opening hours specified in the service level agreement);
- The provision of a range of material, e.g. books, multimedia/audio-visual, Internet access and staff to support access to and utilisation of these resources;
- Authority support for the ICT facilities, which should be free at the point of use;
- Full access to and use of the local authority's library catalogue including the ability to place reservations, for members of the public. Paid staff would be expected to have access to the LMS.

The purpose of these criteria is to ensure that the public receives a high quality, comprehensive and efficient public library service that is deemed worthy of the statutory service. It is possible for a community managed library to achieve all the proposed criteria outlined above, and if they meet these and the core entitlements, they could be considered for inclusion as part of the local authority's statutory provision of public library services. As identified above, this is achievable by entering a partnership with their local authority public library service and/or working with community councils and groups.

6.1. Reporting and data collection

If community managed libraries are considered by the authority to be part of the statutory service and are included in the annual return, the guidance document on what data to gather

and how applies to all the libraries. The same rigour should be used to gather data in community managed libraries as in other libraries.

In addition, the Welsh Government wishes to monitor the support and resources provided to community managed libraries within the authority, and the extent to which they have been included in the indicators in this framework. All authorities will therefore be asked to provide the following information, as part of the contextual data in the return:

- a) The number of community managed libraries for which the authority provides
 - (i) Paid staff
 - (ii) Full access to and use of the local authority's library catalogue for members of the public
 - (iii) Support for the ICT facilities
 - (iv) Stock integration and rotation services
 - (v) A service level agreement including resource sharing activities such as interlibrary loans
- b) The total annual aggregate opening hours of community managed libraries within their boundaries
- c) The total number of staff hours per annum dedicated to supporting community managed libraries. Include front-line staffing and management support and administration time

Separate figures for the above will be sought for those community managed libraries included in the return (i.e. those meeting all five bullet points above), and those not included, where available.



ORGANISATIONAL CHANGE OVERVIEW & SCRUTINY COMMITTEE

Date of Meeting	Monday 6 February 2017
Report Subject	Forward Work Programme
Cabinet Member	Not applicable
Report Author	Member Engagement Manager
Type of Report	Operational

EXECUTIVE SUMMARY

Overview & Scrutiny presents a unique opportunity for Members to determine the Forward Work programme of the Committee of which they are Members. By reviewing and prioritising the Forward Work Programme Members are able to ensure it is Member-led and includes the right issues. A copy of the Forward Work Programme is attached at Appendix 1 for Members' consideration which has been updated following the last meeting.

The Committee is asked to consider, and amend where necessary, the Forward Work Programme for the Organisational Change Overview & Scrutiny Committee.

RECOMMENDATION

1	That the Committee considers the draft Forward Work Programme and approve/amend as necessary.
2	That the Member Engagement Manager, in consultation with the Chair and Vice-Chair of the Committee be authorised to vary the Forward Work Programme between meetings, as the need arises.

REPORT DETAILS

1.00	EXPLAINING THE FORWARD WORK PROGRAMME
1.01	Items feed into a Committee's Forward Work Programme from a number of sources. Members can suggest topics for review by Overview & Scrutiny Committees, members of the public can suggest topics, items can be referred by the Cabinet for consultation purposes, or by County Council or Chief Officers. Other possible items are identified from the Cabinet Work Programme and the Improvement Plan.
1.02	<p>In identifying topics for future consideration, it is useful for a 'test of significance' to be applied. This can be achieved by asking a range of questions as follows:</p> <ol style="list-style-type: none">1. Will the review contribute to the Council's priorities and/or objectives?2. Is it an area of major change or risk?3. Are there issues of concern in performance?4. Is there new Government guidance of legislation?5. Is it prompted by the work carried out by Regulators/Internal Audit?
2.00	RESOURCE IMPLICATIONS
2.01	None as a result of this report.
3.00	CONSULTATIONS REQUIRED / CARRIED OUT
3.01	Publication of this report constitutes consultation.
4.00	RISK MANAGEMENT
4.01	None as a result of this report.
5.00	APPENDICES
5.01	Appendix 1 – Draft Forward Work Programme
6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	<p>None.</p> <p>Contact Officer: Robert Robins Democratic Services Manager</p> <p>Telephone: 01352 702320</p> <p>E-mail: robert.robins@flintshire.gov.uk</p>

7.00	GLOSSARY OF TERMS
7.01	Improvement Plan: the document which sets out the annual priorities of the Council. It is a requirement of the Local Government (Wales) Measure 2009 to set Improvement Objectives and publish an Improvement Plan.

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Organisational Change Overview & Scrutiny Committee
Forward Work Programme 2016/17

DATE	SUBJECT	O&S FOCUS	REPORT FROM
Monday, 13 th March 2017 10am County Hall	Alternative Delivery Model update	Monitoring/assurance	Ian Bancroft
	Q3 Improvement Plan Monitoring Report	Monitoring/assurance	Robert Robins

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