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Well-being of Future Generations: An examination of Leisure Services – **Conwy County Borough Council**

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This document is also available in Welsh.

The team who delivered the work comprised Gwilym Bury, Charlotte Owen, Bethan Smith, and Jeremy Evans under the direction of Huw Rees.

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Summary report

Summary

Why we undertook the Examination

- 1 In accordance with the Well-being of Future Generations (Wales) Act 2015 (the Act) the Auditor General for Wales (the Auditor General) is statutorily required to examine public bodies to assess the extent to which they have acted in accordance with the sustainable development principle when:
 - a setting their wellbeing objectives; and
 - b taking steps to meet them.
- 2 The Act defines the sustainable development principle as acting in a manner: '...which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs'.
- 3 The Auditor General must provide a report on his examinations to the National Assembly for Wales at least a year before each Assembly election. The first such report must be published by 2020, before the 2021 Assembly election.
- 4 The Auditor General has undertaken examinations across the 44 bodies covered by the Act to inform his report to the National Assembly during 2018-19 and 2019-20.
- 5 The findings in this report are based on fieldwork that we undertook during 2019 at Conwy County Borough Council (the Council). Our approach included a fieldwork scoping workshop with officers from the Council, key partners including health and the third sector and an online survey of leisure service users and non-users together with visits to nine leisure centres and a survey of people using the centres when we visited.
- 6 This report sets out our findings from our examination of Leisure Services, a step the Council is taking to meet its wellbeing objectives.
- 7 It also sets out the Council's response to our findings and our proposals for improvement.

What we examined

- 8 We examined the extent to which the Council is acting in accordance with the sustainable development principle in leisure services when taking the following steps to achieve a citizen outcome that people in Conwy are healthy and active:
 - develop approaches to encourage people to take part in physical activity; and
 - developing new models to promote health and wellbeing so that people of all ages are less reliant on health and social care. The Council will do this by working collaboratively and looking at future trends.

- 9 The Council's approach tries to ensure that each of its priorities is looked at holistically from the perspective of all wellbeing goals. For example, whilst improving education and skills may traditionally be an education service priority, leisure also considered what actions they could take to improve education and skills to ensure that people in Conwy are healthy and active. The stated outcome is to reduce demand on public services by promoting healthy choices and lifestyles. In tackling unhealthy lifestyle choices and behaviours, the future aim is to reverse the trend of obesity and associated health issues and so people are healthier and live longer.
- 10 In order to act in accordance with the sustainable development principle public bodies must take account of the following 'ways of working'.

Exhibit 1: the 'five ways of working'

The table below sets out the 'five ways of working' as defined in the Welsh Government's **Well-being of Future Generations (Wales) Act 2015 The Essentials¹** document.

| The Five Ways of Working |
|---|
| <p>Long term The importance of balancing short-term needs with the need to safeguard the ability to also meet long-term needs.</p> |
| <p>Prevention How acting to prevent problems occurring or getting worse may help public bodies meet their objectives.</p> |
| <p>Integration Considering how the public body's wellbeing objectives may impact upon each of the wellbeing goals, on their other objectives, or on the objectives of other public bodies.</p> |
| <p>Collaboration Acting in collaboration with any other person (or different parts of the body itself) that could help the body to meet its wellbeing objectives.</p> |
| <p>Involvement The importance of involving people with an interest in achieving the wellbeing goals, and ensuring that those people reflect the diversity of the area which the body serves.</p> |

- 11 Our examination found that: **The Council has positively considered the sustainable development principle and has a clear vision for leisure, however, the lack of a clear financial model impacts on the long-term sustainability of the service.**

¹ Welsh Government, **Well-being of Future Generations (Wales) Act 2015 The Essentials**, 2015.

Detailed report

Part One: Examination Findings

The Council has positively considered the sustainable development principle and has a clear vision for leisure, however, the lack of a clear financial model impacts on the long-term sustainability of the service

The Council is considering long-term needs and benefits through promoting healthy and active lifestyles, however, the Council needs to consider the financial sustainability of leisure services

What we looked for

- 12 We looked for evidence of:
- a thorough understanding of current and long-term needs and the associated challenges and opportunities;
 - planning over an appropriate timescale;
 - resources allocated to ensure long-term benefits; and
 - appropriate monitoring and review.
- 13 Our examination was also informed by the positive indicators for the 'long term' that we have identified and used as part of this examination.²

What we found

- 14 We identified the following strengths:
- the Council's vision for leisure and Actif Conwy strategy for young people recognise the importance of getting more people active and the long-term benefits this brings.
 - the Council is collecting some qualitative and quantitative data to measure the short, medium and long-term impacts of its work in leisure services and the Council is using this to help them understand current and future need.
 - the Council is making use of grant funding and partners' funding streams to finance new fitness initiatives such as the 'Hwb' in Llanrwst. In addition, the

² See Appendix 2

Council is investing in the leisure offer through spend to save initiatives such as the new 4G pitches at Parc Eirias opened in 2018.

- the Council has just begun to think about how best to invest long term and plans to commission a review of the state of its 'tired' leisure facilities.
- the Council is working with the local midwifery unit to develop and promote pregnant mother/mother and baby sessions as part of a cradle to grave approach to swimming.
- school swimming lessons are moving to an intensive swimming lesson approach rather than weekly sessions. A pilot in the county found this approach led to much improved swimming proficiency levels.
- to make leisure provision less dependent on physical leisure centres, which not all communities are able to access, the Council has been working with rural communities to identify barriers to access and develop leisure offerings in the community, for now and in the future.

15 We identified the following opportunities:

- the Council could demonstrate more comprehensively the long-term benefits the various leisure service projects are delivering.
- revenue funding for leisure services has declined.
- recent leisure service developments have relied on grant funding. With a high proportion of ageing buildings and equipment the Council urgently needs to consider how it can turn its vision for leisure services into a clear, long-term, financially sustainable strategy. Overall Council leisure funding (net revenue expenditure) decreased by 12% from 2014 to 2018 although there has been no reduction in the number of Council leisure centres during this period and it has opened a further centre in Llanrwst – Hwb Yr Hen Ysgol – in collaboration with social care.

Consideration of prevention is fundamental to the leisure strategy

What we looked for

16 We looked for evidence of:

- thorough understanding of the nature and type of problem the step could help prevent from occurring or getting worse;
- resources allocated to ensure preventative benefits will be delivered; and
- monitoring and review of how effectively the step is preventing problems from occurring or getting worse.

17 Our examination was also informed by the positive indicators for 'prevention' that we have identified and used as part of this examination.³

What we found

18 We identified the following strengths:

- the Council is changing the way it resources sports in schools towards early years and primary schools. This is to target younger children and encourage them from a young age and promote lifelong participation in physical activity.
- officers and councillors we spoke to have a good understanding of the need for the Council to consider the role of physical activity in helping to improve and prevent both mental and physical health issues developing.
- the Council has worked with partner organisations in numerous initiatives to get people healthier and active, recognising the preventative benefits such as the E bike project and tackling social isolation in rural communities through dance.
- our service user survey work confirms the Council have a successful take-up of the GP exercise referral scheme NERS⁴ with the third highest take-up rate in Wales.
- outward bound sessions for disengaged pupils and parents in deprived areas are being used to engage with families and encourage physical activity. This can help build confidence and change outlooks, preventing future problems at school.
- family centres encourage involvement in physical activities, helping to build wellbeing and resilience in vulnerable families.
- Disability Ffit card membership encourages disabled people to take part in physical activity to help with physical and mental health issues and reduce isolation. There are 600 members.

19 We identified the following opportunity:

- the Council is already developing a social return on investment method so it can begin to quantify the additional benefits that leisure brings. It could also consider further modelling the impact of prevention in terms of costs and locations for new services and the greater use of data analytics to identify 'hot spots' for future investment.

³ See Appendix 2.

⁴ National Exercise Referral Scheme (NERS) is a Public Health Wales (PHW) funded scheme which has been in development since 2007.

The Council has considered integration and has taken a multi-agency approach in leisure services but there are opportunities for the Council to strengthen its approach with other councils

What we looked for

- 20 We looked for evidence of consideration of:
- how this step could contribute to the seven national wellbeing goals;
 - how delivery of this step will impact on the Council's wellbeing objectives and wider priorities; and
 - how delivery of this step will impact on other public bodies' wellbeing objectives.
- 21 Our examination was also informed by the positive indicators for 'integration' that we have identified and used as part of this examination.⁵

What we found

- 22 We identified the following strengths:
- the Council has considered how Leisure services could contribute to the seven national wellbeing goals and how it contributes to its wellbeing objectives and wider priorities.
 - there is integration of objectives across all Council departments, for example sports development in education and leisure services which are both working to the aim of getting more people more active, more often.
 - working with social services the Ffit leisure pass has been extended to increase take-up by extending the offer to looked after children's foster families.
 - the leisure vision identifies other relevant organisations' plans and strategies e.g. the Welsh Government, Public Health Wales and Sport Wales.
 - the Council has worked with a number of partners to develop initiatives and has considered how it contributes to partners' objectives, such as Sports Wales through the North Wales Sport Collaborative Partnership (NWSCP) to establish Sport North Wales on behalf of the region. The NWSCP is a partnership which brings together a range of organisations from different sectors, including Local Authorities, Health, Universities, Disability Sport Wales and Housing Associations.

⁵ See Appendix 2.

23 We identified the following opportunities:

- the Council could consider a more integrated approach to leisure services with partners through a common North Wales leisure service strategy; and
- the Council could consider investigating initiatives such as a common leisure pass for all six councils across North Wales.

Collaborative working is a key component of the Council's approach and it has worked closely with partners but the links could be further strengthened

What we looked for

24 We looked for evidence that the Council:

- has considered how it could work with others to deliver the step (to meet its wellbeing objectives, or assist another body to meet its wellbeing objectives);
- is collaborating effectively to deliver the step; and
- is monitoring and reviewing whether the collaboration is helping it or its stakeholders meet wellbeing objectives.

25 Our examination was also informed by the positive indicators for 'collaboration' that we have identified and used as part of this examination.⁶

What we found

26 We identified the following strengths:

- the Council is collaborating with a range of internal and external partners. For example, the Health Precinct in Colwyn Leisure Centre is a partnership between the Council, BCUHB and the Welsh Rugby Union;
- more recent initiatives, such as the 'Anti Gravity' Treadmill at Colwyn Leisure Centre is a joint project between Leisure and BCUHB to provide support for patients recovering from stroke, hip and knee replacement surgery; and
- partners spoke positively about the way the Council has meaningfully involved them in the design and delivery such as Llanrwst 'Hwb'.

27 We identified the following opportunity:

- the Council could consider whether greater collaboration on specific issues with neighbouring partners could help it achieve a long-term, financially sustainable leisure strategy.

⁶ See Appendix 2

The Council has involved stakeholders in the design of the leisure service but could extend its engagement activities to ensure that they are fully inclusive

What we looked for

- 28 We looked for evidence that the Council has:
- identified who it needs to involve in designing and delivering the step;
 - effectively involved key stakeholders in designing and delivering the step;
 - used the results of involvement to shape the development and delivery of the step; and
 - sought to learn lessons and improve its approach to involvement.
- 29 Our examination was also informed by the positive indicators for 'involvement' that we have identified and used as part of this examination.⁷

What we found

- 30 We identified the following strengths:
- the Council's County Conversation and Youth Council informed the development of the Council's corporate priorities/wellbeing goals, including Healthy and Active.
 - the Council proactively reviews its approach to involvement and uses this to inform future ways of working. For example, the Council is now developing ongoing consultation with young people such as the Young Ambassador programme in secondary schools which enables pupils to shape extra-curricular sports provision and ensures activities are pupil led, e.g. girls' basketball team set up in Ysgol Dyffryn Conwy in response to pupil requests.
 - the Council is working with communities which do not have a leisure centre to identify what wellbeing activities are missing from their community through a 'What matters' consultation creating community specific parent advisory groups.
 - most service users we spoke to are happy⁸ with the leisure service and the Council uses customer feedback to inform the design and delivery of the service. In reaching this conclusion we found that most respondents to our survey are happy with Conwy's leisure services and 69% consider the service good value for money and 92% were well informed about local

⁷ See Appendix 2.

⁸ In May and June 2019, the Wales Audit Office conducted a survey to gather citizens' views on leisure services in Conwy. The results of the survey are summarised in Appendix 1.

leisure services. However, 29% of people we spoke to think the quality of the Council's leisure facilities had declined in the last two years, 33% thought there had been no change, and 27% thought the quality had improved.

31 We identified the following opportunities:

- the Council is taking steps to engage with hard to reach groups, but further work is needed to involve these groups and also those people with protected characteristics;
- the Council and its partners could look at ways in which it can engage more effectively with those not currently using leisure services; and
- greater use of data analytics has the potential to help the Council to identify non-users and target their services more effectively.

Part Two: Council's response

32 Following the conclusion of our fieldwork we presented our findings to the Council at a workshop that was attended by officers from the Council. At this workshop the Council began to consider its response to our findings and as a result of discussions at the workshop and further reflection on our findings the Council has developed the following actions which are set out below. We will continue to monitor the Council's progress in implementing these actions, and the extent to which they address the issues we have identified in our findings.

Exhibit 2: Council's response

| Opportunities | Action(s) to be taken | Implementation Date |
|---|---|---------------------|
| Long Term: The Council could demonstrate more comprehensively the long-term benefits the various leisure service projects are delivering | Social return on investment assessments to be completed for leisure services and the NERS programme. We will work with partners to promote social return on investment as a tool to assess the value of preventative services. | December 2019 |
| Long Term: Recent leisure service developments have relied on grant funding. With a high proportion of aging buildings and equipment the Council urgently needs to consider how it can turn its vision for leisure services into a clear, long-term financially sustainable strategy | We will review the recently completed building condition surveys and identify a prioritised programme of improvements for our built leisure facilities which aligns with our strategy for leisure services. We will then review Alliance Leisure's proposals for facility development. We will explore opportunities for funding, including the potential for energy efficiency improvements and increased income, which would then enable us to access spend to save initiatives and grant opportunities. | April 2020 |

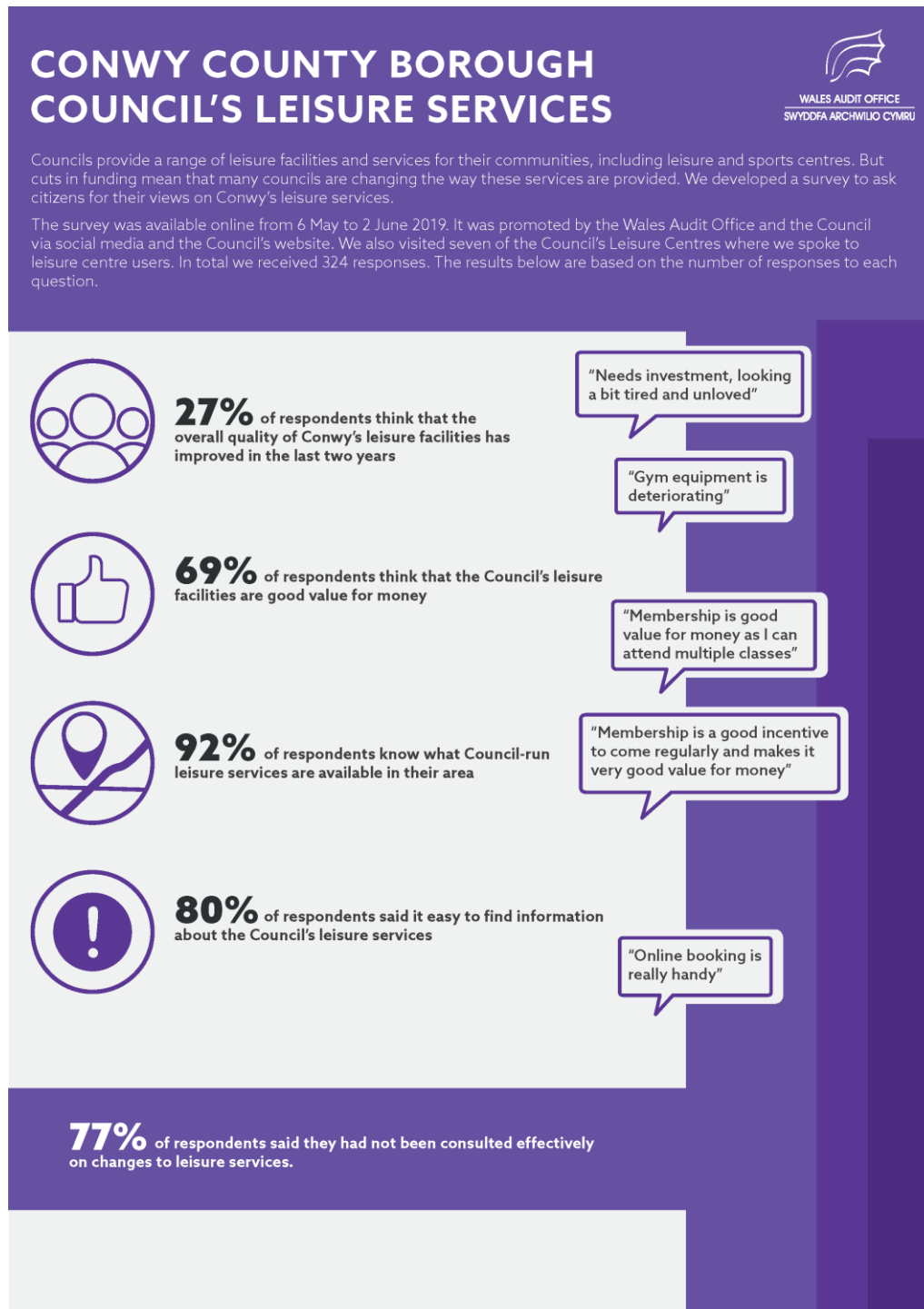
| Opportunities | Action(s) to be taken | Implementation Date |
|--|---|---------------------|
| | <p>We will undertake a review of CDS operational buildings, starting with Llanrwst (library, youth and community centre and the swimming pool). We will continue to work with partners to promote opportunities beyond our leisure buildings, e.g. outdoor partnership.</p> | |
| <p>Prevention: The Council is already developing a social return on investment method so it can begin to quantify the additional benefits that leisure brings. It could also consider further modelling the impact of prevention in terms of costs and locations for new services and the greater use of data analytics to identify 'hot spots' for future investment</p> | <p>We will seek reconfirmation through analysing data that our strategic facilities are in the most appropriate locations, working with Social Care and Health.</p> <p>Once this has concluded, we will then review our leisure development outreach activities to ensure that we are delivering to communities in need.</p> | December 2019 |
| <p>Integration: The Council could consider a more integrated approach to leisure services with partners through a common North Wales leisure strategy</p> | <p>Head of CDS is chair of the Sport North Wales Collaborative Partnership on behalf of the region which brings together a range of organisations from different sectors, including Local Authorities, Health, Universities, Disability Sport Wales, GwE and Housing Associations. The partnership is working together exploring options to establish Sport North Wales as a strategic entity co-ordinating and directing sport and physical activity across the region.</p> <p>Opportunities to secure future investment in our regionally-significant facilities would be sought from partners across region.</p> | February 2020 |
| <p>Integration: The Council could consider investigating initiatives such as a common leisure pass for all six councils across North Wales</p> | <p>We will review previous work on establishing an all-Wales leisure/cultural pass.</p> <p>We will consult with colleagues across North Wales to establish viability and deliverability of such a pass.</p> | October 2019 |
| <p>Collaboration: The Council could consider whether greater collaboration on specific issues with neighbouring partners could help it achieve a long-term financially sustainable leisure strategy</p> | <p>We will revisit with Denbighshire and Gwynedd their facilities strategies and confirm if there are opportunities to complement provision across boundaries.</p> <p>Opportunities to secure future investment in our regionally-significant facilities would be sought from partners across the region.</p> <p>We will continue to promote partnership opportunities with Social Care and Education</p> | October 2019 |

| Opportunities | Action(s) to be taken | Implementation Date |
|---|--|---------------------|
| | and present joint reports on recognising the preventative and cost-avoidance value of leisure services where appropriate (e.g. Ffit card for LAC). | |
| Involvement: The Council is taking steps to engage with hard to reach groups but further work is needed to involve these groups and also those people with protected characteristics | We will continue to identify and develop opportunities for hard to reach groups to be involved in shaping future service delivery working with colleagues from Social Care and Education in ensuring that service users are fully engaged and involved. In order to appreciate the needs of groups with protected characteristics, awareness training will be made available. Work will be undertaken with relevant partners to identify groups locally and develop programmes/interventions as required. We will develop an engagement action plan accordingly. | December 2019 |
| Involvement: The Council and its partners could look at ways in which it can engage more effectively with those not currently using leisure services | Undertake a review of data to establish if we can identify who isn't using our leisure facilities, supported by CIDT (in relation to Conwy's total population) and underpinned by Social Care needs assessment. Work with partners across the region to ensure clarity about appropriate positioning in the market. | December 2019 |
| Involvement: Greater use of data analytics has the potential to help the Council to identify non-users and target their services more effectively | See response above. | |
| Corporate Approach: The Council should complete its work on developing a plan which delivers a financially sustainable leisure service | This will be a consequence of the action against R2, with Corporate Finance support. | April 2020 |
| What learning could be shared from the work in Leisure services across Conwy corporately | Best practice is identified through the Service Performance Review process and shared appropriately. Active and Creative Lifestyles report presented each year to Finance and Resources Overview and Scrutiny Committee. | Ongoing |

Appendix 1

Leisure Service Survey Results

Exhibit 3: survey results



93% of respondents had used the Council's leisure facilities in the last two years

The most popular reasons for choosing to use Conwy Council services are:



56%

convenient location



45%

no local alternatives



43%

reasonable costs

"Staff very good. Important service - I'm 90 and it keeps me going!"

"Lovely staff and nice welcoming atmosphere"

"They do a great job with the limited funds they have - investment is needed in lots of areas to maintain a good provision"

The leisure facilities most used by respondents are:



58%

Swimming pool



46%

Gym



42%

fitness classes

"Would be nice to have more creche facilities available so parents can do an exercise class"

"The services are a vital cost-effective option for people to stay active in the local area and need continued investment to ensure they remain open"

24% of respondents use the swimming lessons available at the Council's leisure facilities



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Appendix 2

Positive Indicators of the Five Ways of Working

Exhibit 4: Positive Indicators of the Five Ways of Working

The table below sets out 'positive indicators' for each of the five ways of working that we have identified. We have not used the indicators as a checklist. They should be viewed as indicators. They helped us to form conclusions about the extent to which a body is acting in accordance with the sustainable development principle in taking steps to meet its wellbeing objectives.

| What would show a body is fully applying the long-term way of working? |
|---|
| <ul style="list-style-type: none">• There is a clear understanding of what 'long term' means in the context of the Act.• They have designed the step to deliver the wellbeing objective/s and contribute to their long-term vision.• They have designed the step to deliver short or medium-term benefits, which are balanced with the impact over the long term (within the project context).• They have designed the step based on a sophisticated understanding of current and future need and pressures, including analysis of future trends.• Consequently, there is a comprehensive understanding of current and future risks and opportunities.• Resources have been allocated to ensure long-term as well as short-term benefits are delivered.• There is a focus on delivering outcomes, with milestones/progression steps identified where outcomes will be delivered over the long term.• They are open to new ways of doing things which could help deliver benefits over the longer term.• They value intelligence and pursue evidence-based approaches. |
| What would show a body is fully applying the preventative way of working? |
| <ul style="list-style-type: none">• The body seeks to understand the root causes of problems so that negative cycles and intergenerational challenges can be tackled.• The body sees challenges from a system-wide perspective, recognising and valuing the long-term benefits that they can deliver for people and places.• The body allocates resources to preventative action that is likely to contribute to better outcomes and use of resources over the longer term, even where this may limit the ability to meet some short-term needs.• There are decision-making and accountability arrangements that recognise the value of preventative action and accept short-term reductions in performance and resources in the pursuit of anticipated improvements in outcomes and use of resources. |

What would show a body is taking an 'integrated' approach?

- Individuals at all levels understand their contribution to the delivery of the vision and wellbeing objectives.
- Individuals at all levels understand what different parts of the organisation do and proactively seek opportunities to work across organisational boundaries. This is replicated in their work with other public bodies.
- Individuals at all levels recognise the cross-organisation dependencies of achieving the ambition and objectives.
- There is an open culture where information is shared.
- There is a well-developed understanding of how the wellbeing objectives and steps to meet them impact on other public sector bodies.
- Individuals proactively work across organisational boundaries to maximise their contribution across the wellbeing goals and minimise negative impacts.
- Governance, structures and processes support this, as do behaviours.

What would show a body is collaborating effectively?

- The body is focused on place, community and outcomes rather than organisational boundaries.
- The body has a good understanding of partners' objectives and their responsibilities, which helps to drive collaborative activity.
- The body has positive and mature relationships with stakeholders, where information is shared in an open and transparent way.
- The body recognises and values the contributions that all partners can make.
- The body seeks to establish shared processes and ways of working, where appropriate.

What would show a body is involving people effectively?

- Having an understanding of who needs to be involved and why.
- Reflecting on how well the needs and challenges facing those people are currently understood.
- Working co-productively, working with stakeholders to design and deliver.
- Seeing the views of stakeholders as vital sources of information that will help deliver better outcomes.
- Ensuring that the full diversity of stakeholders is represented and they are able to take part.
- Having mature and trusting relationships with its stakeholders where there is ongoing dialogue and information is shared in an open and transparent way.
- Ensure stakeholders understand the impact of their contribution.
- Seek feedback from key stakeholders which is used to help learn and improve.

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