

**DYDD MAWRTH, 14 CHWEFROR 2023**

**AT: HOLL AELODAU'R CABINET**

**YR WYF DRWY HYN YN EICH GALW I FYNYCHU CYFARFOD AML-LEOLIAD O'R CABINET A GYNHELIR YN Y SIAMBR - NEUADD Y SIR, CAERFYRDDIN. SA31 1JP AC O BELL AM 10.00 YB, DYDD LLUN, 20FED CHWEFROR, 2023 ER MWYN CYFLAWNI'R MATERION A AMLINELLIR AR YR AGENDA SYDD YNGHLWM**

*Wendy Walters*

**PRIF WEITHREDWR**

Swyddog Democrataidd:	Martin S. Davies
Ffôn (Ilinell uniongyrchol):	01267 224059
E-bost:	MSDavies@sirgar.gov.uk

**Cyfarfod aml-leoliad yw hwn. Gall aelodau'r pwyllgor fynychu'n bersonol yn y lleoliad a nodir uchod neu o bell drwy'r ddolen Zoom a ddarperir ar wahân.**

**Gellir gwylio'r cyfarfod ar wefan y cyngor drwy'r ddolen canlynol:-  
<https://carmarthenshire.public-i.tv/core/portal/home>**

Wendy Walters Prif Weithredwr, *Chief Executive*,  
Neuadd y Sir, Caerfyrddin. SA31 1JP  
County Hall, Carmarthen. SA31 1JP

# Y CABINET

## AELODAETH – 10 AELOD

<b>CYNGHORYDD</b>	<b>PORTFFOLIO</b>
<b>Cynghorydd Darren Price</b>	<b>Arweinydd</b>
<b>Cynghorydd Linda Evans</b>	<b>Dirprwy Arweinydd ac Aelod Cabinet dros Gartrefi</b>
<b>Cynghorydd Glynog Davie</b>	<b>Addysg a'r Gymraeg</b>
<b>Cynghorydd Ann Davies</b>	<b>Materion Gwledig a Pholisi Cynllunio</b>
<b>Cynghorydd Philip Hughes</b>	<b>Trefniadaeth a'r Gweithlu</b>
<b>Cynghorydd Gareth John</b>	<b>Adfywio, Hamdden, Diwylliant a Thwristiaeth</b>
<b>Cynghorydd Alun Lenny</b>	<b>Adnoddau</b>
<b>Cynghorydd Edward Thomas</b>	<b>Gasanaethau Trafnidiaeth, Gwastraff a Seilwaith</b>
<b>Cynghorydd Jane Tremlett</b>	<b>Iechyd a Gwasanaethau Cymdeithasol</b>
<b>Cynghorydd Aled Vaughan Owen</b>	<b>Newid Hinsawdd, Datgarboneiddio a Chynaliadwyedd</b>

# AGENDA

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2. DATGANIADAU O FUDDIANNAU PERSONOL
3. CWESTIYNAU Â RHYBUDD GAN YR AELODAU
4. CWESTIYNAU A RHYBYDD GAN Y CYHOEDD
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13. GORCHYMYN I'R CYHOEDD ADAEL Y CYFARFOD.  
NI DDYLID CYHOEDDI'R ADRODDIAD SY'N YMWNEUD Â'R MATER CANLYNOL GAN EI FOD YN CYNWYS GWYBODAETH EITHRIEDIG FEL Y'I DIFFINIWYD YM MHARAGRAFF 14 O RAN 4 O ATODLEN 12A I DDEDDF LLYWODRAETH LEOL 1972 FEL Y'I DIWYGIWYD GAN ORCHYMYN LLYWODRAETH LEOL (MYNEDIAD AT WYBODAETH) (AMRYWIO) (CYMRU) 2007. OS BYDD Y BWRDD, AR ÔL CYNNAL PRAWF LLES Y CYHOEDD YN PENDERFYNU YN UNOL Â'R DDEDDF, I YSTYRIED Y MATER HYN YN BREIFAT, GORCHMYNNIR I'R CYHOEDD ADAEL Y CYFARFOD YN YSTOD TRAFODAETH O'R FATH.
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**Y CABINET**  
**20<sup>fed</sup> CHWEFROR 2023**

**STRATEGAETH CYLLIDEB REFENIW 2023/24 i 2025/26**

**Yr Argymhellion / Penderfyniadau Allweddol Sydd Eu Hangen:**

1. Bod y Cabinet yn ystyried y canlynol ac yn argymhell i'r Cyngor Sir:
  - a) Strategaeth y Gyllideb am 2023/24, sy'n cynnwys y diwygiadau ym mharagraff 4.1.4;
  - b) Y Dreth Gyngor am 2023/24 (Band D) o £1,490.97 (cynnydd o 6.8%);
  - c) Dileu cynigion arbedion penodol fel y nodir ym mharagraff 3.2.5;
  - d) Cyfyngu ar godiadau incwm i brydau ysgol a meysydd parcio fel y nodir ym mharagraff 3.2.5;
  - e) Dyraniad dewisol cyllid pwysau i briffyrdd a chanol trefi fel y nodir ym mharagraff 3.2.5; ac
  - f) Y cynllun ariannol tymor canolig a fydd yn sail ar gyfer cynllunio yn y dyfodol.
2. Bod y Cabinet/Cyngor Sir yn dirprwyo i Gyfarwyddwr y Gwasanaethau Corfforaethol, mewn ymgynghoriad â'r Prif Weithredwr, yr Arweinydd a'r Aelod Cabinet dros Adnoddau i wneud unrhyw newidiadau sy'n angenrheidiol o ganlyniad i setliad terfynol Llywodraeth Cymru ar 1<sup>af</sup> Mawrth 2023.

**Y Rhesymau:**

Galluogi'r Awdurdod i bennu ei Gyllideb Refeniw ar gyfer Cronfa'r Cyngor ac, yn sgil hynny, Treth y Cyngor am 2023/24.

Angen i'r Cabinet wneud penderfyniad OES

Angen i'r Cyngor wneud penderfyniad OES

**YR AELOD O'R CABINET SY'N GYFRIFOL AM Y PORTFFOLIO:**

Cyng. Alun Lenny – yr Aelod Cabinet dros Adnoddau

Cyfarwyddiaeth:  
Gwasanaethau Corfforaethol

Enw Pennaeth Gwasanaeth:  
Randal Hemingway

Awdur yr adroddiad:  
Randal Hemingway

Swydd:

Pennaeth Gwasanaeth  
Ariannol

Rhif Ffôn. (01267) 224120

Cyfeiriad e-bost:

Rhemingway@sirgar.gov.uk

**EXECUTIVE SUMMARY  
CABINET  
20<sup>th</sup> FEBRUARY 2023**

**REVENUE BUDGET STRATEGY 2023/24 TO 2025/26**

This report brings together the latest proposals for the Revenue Budget 2023/24 with indicative figures for the 2024/25 and 2025/26 financial years.

It summarises the latest Budgetary position giving an update on the budget validation, spending pressures, the Welsh Government final settlement and the responses from the budget consultation.

Members are required to consider the proposals within this report and make recommendations on the budget to County Council, in accordance with Council Policy.

Documents Attached:

- Report of the Director of Corporate Services
- Table 1 – Council Fund Summary
- Appendix A – Consultation Report
- Appendix B – Budget reduction proposals
- Appendix C – Budget pressures

**DETAILED REPORT ATTACHED?**

**YES**

**IMPLICATIONS**

**I confirm that other than those implications which have been agreed with the appropriate Directors / Heads of Service and are referred to in detail below, there are no other implications associated with this report:**

**Signed: Randal Hemingway**

**Head of Financial Services**

Policy, Crime & Disorder and Equalities	Legal	Finance	ICT	Risk Management Issues	Staffing Implications	Physical Assets
<b>YES</b>	<b>NONE</b>	<b>YES</b>	<b>NONE</b>	<b>NONE</b>	<b>NONE</b>	<b>NONE</b>

**1. Policy, Crime & Disorder and Equalities**

The budget has been prepared having regard for the Council’s Corporate Strategy, and the Well-being of Future Generations (Wales) Act 2015. Equalities Impact Assessments have been undertaken on the budget proposals in order to consider and assess the potential impact with respect to protected characteristic groups. The Equalities Impact Assessments will be further developed following consideration of possible mitigation measures.

### 3. Finance

The implications on the latest proposals as set out in the report are as follows:

- Proposed Net County Council Budget of £450.333m
- Proposed Council Tax increase of 6.80% for 2023/24 – Band D of £1,490.97

## CONSULTATIONS

I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below

Signed: **C. Moore** Director of Corporate Services

<b>1. Scrutiny Committee request for pre-determination</b>	YES/NO/N/A – Delete as appropriate
<b>If yes include the following information: -</b>	
<b>Scrutiny Committee</b>	
<b>Date the report was considered:</b>	
<b>Scrutiny Committee Outcome/Recommendations:</b> Consultation with all Scrutiny committees undertaken.	
<b>2. Local Member(s)</b> Not Applicable	
<b>3. Community / Town Council</b> Consultation with the Town & Community Council Forum undertaken	
<b>4. Relevant Partners</b> Consultation with relevant partners will be undertaken	
<b>5. Staff Side Representatives and other Organisations</b> Consultation with Representatives undertaken.	
<b>CABINET MEMBER PORTFOLIO HOLDER(S) AWARE/CONSULTED</b> YES	<b>Include any observations here</b>

### Section 100D Local Government Act, 1972 – Access to Information List of Background Papers used in the preparation of this report:

Title of Document	File Ref No.	Locations that the papers are available for public inspection
2022/23 3 year Revenue Budget		Corporate Services Department, County Hall, Carmarthen
2021/22 3 year Revenue Budget		Corporate Services Department, County Hall, Carmarthen
WG Provisional Settlement		Corporate Services Department, County Hall, Carmarthen

Mae'r dudalen hon yn wag yn fwriadol

**REPORT OF DIRECTOR OF CORPORATE SERVICES**

**Cabinet**

**20<sup>th</sup> February 2023**

**REVENUE BUDGET STRATEGY 2023/24 to 2025/26**

<b>DESIGNATION:</b>	<b>DIRECTORATE</b>	<b>TELEPHONE NO.</b>
<b>C Moore, Director of Corporate Services</b>	<b>Resources</b>	<b>01267 224120</b>
<b>AUTHOR &amp; DESIGNATION</b>	<b>DIRECTORATE</b>	<b>TELEPHONE NO</b>
<b>R Hemingway, Head of Financial Services</b>	<b>Resources</b>	<b>01267 224886</b>

**1. INTRODUCTION**

1.1. The Cabinet in January 2023 considered and endorsed the Revenue Budget Strategy 2023/24 to 2025/26 for consultation. The report indicated, after taking account of the provisional settlement, a Council tax increase of 7.00%. The Cabinet, in endorsing the report for consultation, specifically sought comments from consultees on the detailed efficiency proposals appended to the report.

1.2. This report updates members on the latest position for the Revenue Budget including:

- Budget Consultation Results
- The Medium Term Spending Plans
- Implication and proposal on the Council Tax for 2023/2024.

The final proposals have endeavoured to meet the aspirations of the Authority, whilst recognising the extraordinary inflationary environment prevailing at this time. They address specific demands in certain service areas whilst seeking to balance the impact on service delivery and local taxpayers.

1.3. There are inherent risks attached to this Budget Strategy and they are detailed within the body of this report, however the Director of Corporate Services confirms that the proposed Budget has been prepared in a robust manner.

1.4. The Cabinet needs to consider these detailed proposals and make recommendations to County Council in accordance with Council policy.

- 1.5. The provisional settlement was more favourable than expected, however there remains considerable uncertainty facing local authority finances, as outlined in this report. Local Government financing remains on a precarious footing and is likely to remain so for a number of years. Yet again, decisions have had to be made in respect of prioritisation of services and the inclusion of further budget reductions in order to achieve what hopefully is an acceptable Council Tax increase.

## **2. CONSULTATION**

- 2.1. The original proposals have been subjected to a wide ranging consultation exercise since the Budget Strategy. In order to seek the widest possible response, the public consultation was launched on 21<sup>st</sup> December 2022, ahead of the budget reports presented to the Cabinet on the 9<sup>th</sup> January 2023. with the groups and committees being invited to comment:-

- Public Consultation
- Town and Community Councils
- School Budget Forum
- Member Seminars
- Scrutiny Committees
- Trade Union meetings
- Secondary Schools Insight Day

A detailed report on the consultation results for each of the above is attached at **Appendix A**.

## **3. BUDGET REQUIREMENT 2023/24**

### **3.1. Current Year Performance (2022/23) and Pay award Impact**

- 3.1.1. As the Authority's core spending requirements remains constant year on year, a review of current year's performance is important in identifying whether there are any underlying problems within the base budget.
- 3.1.2. The current projection for the Revenue Outturn for 2022/23 (based on the October 2022 monitoring) is as follows:

<b>Service</b>	<b>Approved Budget £'000</b>	<b>Total Expenditure Forecast £'000</b>	<b>Variance Forecast For Year £'000</b>
Chief Executive	17,218	16,687	-531
Communities	119,589	122,223	2,634
Corporate Services	29,116	28,235	-881
Education and Children's Services	187,394	191,091	3,697
Environment	65,784	65,709	-75
<b>Departmental Expenditure</b>	<b>419,101</b>	<b>423,945</b>	<b>4,844</b>
Unfunded Pay offers		6,300	6,300
Corporate contingency	3,000	200	-2,800
Capital Charges	-17,694	-20,194	-2,500
Levies and Contributions	11,479	11,477	-2
Transfer to/ from Reserves	0	-2,370	-2,370
<b>Net Expenditure</b>	<b>415,885</b>	<b>419,358</b>	<b>3,473</b>

The main reasons for the departmental variances are as follows:

- Chief Executive’s Department: underspends on member pay and travelling, registrars and vacant posts across the department, offset by People Management overspends
- Education and Children’s Services: Significant overspends in Children’s services due to increased demand and agency costs, overspends in ALN budgets and School Meals Service, offset by additional grants in Early Years non-maintained provision.
- Communities Department: underspends in Older Peoples and Physical Disabilities budgets are offset by overspends in Learning Disabilities and Mental Health divisions. Additionally, Leisure income levels have been gradually returning to pre-pandemic levels, however this creates an in-year overspend. It should also be noted that without the sectoral staffing shortages in social care, the overspend could be significantly higher.
- Corporate Services: there are underspends on pre-Local Government Reorganisation pension costs, and Council Tax Reduction, partially offset by an overspend in Rent Allowances.
- Environment Department: Overspends in waste services, school transport and reduced car park usage post-pandemic,

offset by vacant posts and reduced property maintenance activity due to contractor capacity.

The teachers enhanced pay offer made by Welsh Government is not included in the above figures however it is assumed that in respect of 2022/23 it will be funded.

3.1.3. In planning for next year’s budget and the medium term, the single largest financial risk is the level of inflation, including how it affects the level of nationally agreed pay awards and the cost of purchasing 3rd party goods and services, in particular commissioned care.

### Validation

3.1.4. Validation reflects the changes in expenditure requirements to deliver the **current level** of services in future years. Primarily this is inflation, but also includes some service specific changes.

3.1.5. At the time of last year’s report, CPI inflation was at 5.4% and was forecast by the Bank of England to peak at over 7% and then reduce. Against this, CPI reached 11.1% in October 2022 and has remained above 9% since last April. In line with its overarching mandate to target a 2% level, the Bank of England has responded with multiple interest rate rises, most recently to 4%. Given the current uncertainty, our budget strategy is to set inflationary assumptions for next year at 5% generally, with specifically higher allowances for energy, transport fuel and food purchases. Further ahead, we have assumed a gradual easing over years 2 and 3 of the Medium Term Financial Plan (MTFP). This provides departments with an element of protection against price movements, however this is recognised as a key risk. The proposed validation factors are detailed below:

	<u>2023/24</u> <u>Original</u>	<b>2023/24</b> <b>Proposed</b>	<b>2024/25</b>	<b>2025/26</b>
General inflation - Expenditure	3.0%	5.0%	3.0%	2.0%
General inflation - Fees & Charges	2.5%	10.0%	3.0%	2.0%
Electricity & Gas	5.0%	£8.4m	-10.0%	0.0%
Fuel	5.0%	50.0%	3.0%	5.0%
Pay Inflation - non teaching	2.5%	5.0%	3.0%	2.5%
Pay Inflation - Teaching	2.5%	5.0%	3.0%	2.5%
NI increase	nil	-1.25%	nil	nil
Levies (see para 3.2.9)	2.5%	16.5%	3.0%	2.0%
Pension Contributions	nil	-1.8%	nil	nil
Capital Charges	£500k	nil	£500k	£500k

When considering changes to the final budget, members should note that the whilst the 10% income validation was set as a



corporate approach where possible, individual service changes are expected to follow the detail charging digests provided to scrutiny committees as part of the consultation process. Many of our charges are not able to be varied from nationally set levels or caps. On this basis, income was estimated on a conservative basis in the draft budget, and following more detailed calculations, can now be uplifted by £850k.

3.1.6. It is proposed that for 2023/24, the requirement to increase capital charges can be removed. Challenging contractor capacity constraints have caused delays to existing capital schemes, which has lessened our need to borrow, and there is currently an increased offset from the increased investment income generated from positive cash balances. This is however expected to be only temporary, as interest rates are expected to reduce again over the medium term, and industry capacity issues ease, leading to greater delivery, not least of which is our investment in the coming years as part of the Swansea Bay City Region.

3.1.7. The Swansea Bay City Region is responsible for 9 projects and is reliant upon £241m of UK and Welsh Government Funding. During 2018/19 a joint agreement was approved by all four Local Authorities and a Joint Committee was created. The principle behind the funding structure of the City Deal is that each Local Authority will be required to borrow the value of the funding allocated to their project and the UK and Welsh Government will repay this debt over a period of up to 15 years. The County Council is the Accountable Body for the whole City Deal and also has ownership of four projects: Yr Egin; Pentre Awel (Wellness & Life Science Village); Skills and Talent programme; and Digital Infrastructure – the last two being regional projects.

Phase 1 of Y Egin project is complete and ideas for Phase 2 are being developed. The Pentre Awel project, which is the County Council's main strategic project is at an exciting position, where enabling works has commenced and the main contractor for the Zone 1 contract is imminently due to be signed for the delivery of the core elements of the project including the Leisure, Health and Academic elements of the build. This key development is due to be completed and occupied in Autumn 2024.

The value of the Pentre Awel project (Zone 1) and the funding has been included within the Capital Programme, as the County Council will be required to borrow against this scheme.

3.1.8. In large part driven by inflationary forces, there is significant uncertainty in the budget which relates to pay costs for all staff.

This final budget maintains the budget strategy assumption of a 5% award for our NJC staff in April 2023.

For staff on NJC terms and conditions, the nationally set April 2022 award of a fixed cash sum of £1,925 was predicated on the need to deliver against a substantial increase in the National Living Wage. In order to maintain pay differentials between spinal pay points, the fixed sum was for employers the most affordable way to achieve this, and delivered an increase of more than 10% at the lowest point, with the percentage reducing gradually, the higher the grade.

It is possible that a similar approach may again be applied next year – should this be the case, our 5% assumption would allow for an increase of around £1,400 - £1,500 – anything above this would represent an unfunded budget pressure.

Calculations on our pay budgets this year have been particularly detailed – in addition to the normal uplifts, the following amendments have been incorporated:

- The required budgetary “catchup” for the April 2022 award, previously estimated at an additional 3.1%
- Application of reductions from top of scale budgeting to exact pay points, including incremental drift for around 1,500 staff, and adjustments for income generating services, Housing Revenue Account funded roles and capitalised salaries
- Applying the reversal of the health and social care levy of 1.25% National Insurance
- A reduction of 1.8% to Employer pension contributions

3.1.9. For teachers pay, the picture is likewise complicated:

- There is a similar need to build in “budgetary catchup” for the full year effect of the September 2022 pay award. The previous offer was 5% versus a 4% assumption – i.e. a 1% catchup.
- However, less than a fortnight ago, an improved offer of 6.5% was made by Welsh Government plus a one-off sum of 1.5% extra. Our budget assumption is that additional funding will be forthcoming from Welsh

Government to meet this additional cost, either through specific grants or increased Aggregate External Finance.

- Looking ahead to the September 2023 award, the recommendation of the Independent Welsh Pay Review Body was an increase of 3.5%, which would raise teachers starting salaries to above £30,000. However, media outlets are now reporting that Ministers have agreed to relook at this as part of current pay negotiations with Unions. Given this, it is questionable how deliverable the 3.5% now is. As such it seems prudent to maintain our 5% assumption.

3.1.10. The budget strategy provided for an increase in the Fire Levy of 13%, as well as an explicit pressure in respect of Welsh Government withdrawal of grants. The Fire Authority has now agreed its final budget, including the reserve funding to meet additional costs arising from the cessation of the Emergency Services Network grant, but have increased the Levy to cover the the redesignation of a pensions grant by Welsh Government – we are informed that this will be added into the final Local Authority settlement. Pending formal confirmation of figures, our assumption is that the original £150k pressure allowed for will be sufficient to meet any shortfall, but this will not be clear until the final settlement is received on 1 March.

There are minor changes to the Levies of the Brecon Beacons National Park Levy and South West Wales Corporate Joint Committee

3.1.11. There is a clear risk to the Budget Strategy as departments may find it difficult to manage their expenditure within these parameters, especially where service specific inflationary increases may differ to the global validation rates. Following the removal of £1.5m from the corporate contingency as proposed in the budget strategy report, this budget currently stands at £1.3m pending any future allocations. This risk is something that will require close monitoring during the year.

3.1.12. In total validation adds £30.3m onto the current year's budget.

## 3.2. Cost Reduction Programme

3.2.1. As detailed in the report to Cabinet on 9<sup>th</sup> January 2023, in anticipation of the settlement not being sufficient to cover demand pressures and inflationary factors, significant work in identifying further service efficiencies/ rationalisation proposals

had been undertaken and more than 100 individual savings proposals were included for consideration.

3.2.2. The current proposals are attached in **Appendix B** and are categorised as follows:

Managerial – cost reductions that result in no perceivable change to the overall level of service delivery or Council policy

Policy – Efficiency or service rationalisation proposals that will directly affect service delivery (generally frontline).

3.2.3. Equality Impact Assessments have been conducted on new policy proposals. These are intended to identify whether these savings could have a disproportionate impact on one or more groups. Where this is the case appropriate consultation with representatives of such groups will be conducted and measures to mitigate the impact will be considered where possible.

3.2.4. All ‘existing policy’ proposals have undergone public consultation and Equality Impact Assessments have been prepared in previous years, and updated where necessary.

3.2.5. The cost reductions included in the draft budget strategy were as follows:

	2023/24 £m	2024/25 £m	2025/26 £m
Managerial	6.136	3.641	2.755
Existing Policy	Nil	0.200	0.952
New Policy	3.241	0.543	0.289
<b>Total</b>	<b>9.377</b>	<b>4.384</b>	<b>3.996</b>
Shortfall	Nil	2.064	0.535

Following feedback from the budget consultation activities undertaken, it is recommended that the following amendments are made to the budget:

Proposal	2023-24 Value (£000)	Recommendation
Rising 4s Policy	Nil	Recognising concerns from both Public and Members, defer proposed implementation from September 2024 to September

		2025, allowing for wider consultation and full evaluation of different operating models
Youth Support Services	100	Withdraw saving proposal following concerns raised by councillors and public
School Music Service	35	Recognising member seminar comments, split saving over two years (defer £35k to Y2) to allow impact to be monitored/mitigated where possible
Children & Communities Grant	150	Withdraw saving proposal, recognising member comments regarding the importance of early intervention & prevention
St Clears Leisure Centre	35	Defer proposal by a year to give time for local community/ sports clubs to increase usage/ improve financial viability of the centre
Civic vehicles	19	Remove saving pending a report on a wider review of civic vehicles and better use of pool cars
Citizens Advice Bureau	10	Withdraw saving given increased demand for the service at the current time
Supported Living	250	Reduce saving target on the basis of current deliverability delays, as the service has not yet caught up following successive lockdowns impact assessments and construction capacity issues (these have delayed the planned reduction of residential care placements)
Delegated schools budgets	700	Lower proposed reduction from £2.7m to £2.0m, recognising this was the most negative response arising from the public consultation

	<b>1,299</b>	<b>TOTAL SAVINGS ADJUSTMENTS</b>
<b>OTHER CHANGES IN RESPONSE TO THE CONSULTATION</b>		
Car park charges	135	Restrict the parking charges increase to 5%
School Meals prices	250	Restrict the School Meals price increase to 5%
	<b>385</b>	<b>TOTAL CHARGES ADJUSTMENTS</b>
Highways & Town Centres	294	Recognise concerns raised by Members regarding the year on year reductions which have been borne by this service since the start of austerity
	<b>294</b>	<b>TOTAL PRESSURES ADJUSTMENTS</b>

Adjustments to savings proposals have been reflected in the detailed list provided in **Appendix B**, giving a revised total for 2023/24 of £8.078m.

### 3.3. New Expenditure Pressures

- 3.3.1. New expenditure pressures are the combination of additional cost to meet existing service needs e.g. increased client base/greater service take up and the costs of meeting change in service provision e.g. policy changes.
- 3.3.2. The draft budget provided £12.150m of funding towards known and unavoidable service pressures. This included a sum of £250k unallocated, to provide for any new risks that were identified. As this has not been the case, this sum can now be released.

A full list of core funded pressures is provided at **Appendix C**.

- 3.3.3. After pay awards, the single largest budget increase for the authority next year is the uplift in energy costs. At the time of

draft budget preparation, around two thirds of energy volumes had been secured by Crown Commercial Services, with a forecast increase of £9.5m required. Now that almost all purchases have been completed for next year, a reduction in wholesale market prices over recent months has reduced this sum to £8.4m, reducing the budget requirement by £1.1m.

In addition, members should note that there were increases to specific grant funding allocations made by Welsh Government alongside the provisional settlement in respect of Additional Learning Needs, Pupil Development Grant, and Recruit Recover Raise Standards funding.

### **3.4. Schools Delegated Budgets**

3.4.1. The draft budget was constructed on the basis of full funding to schools for known and unavoidable pay, pensions and inflationary increases. Against this, an explicit reduction of £2.7m (2.1%) was proposed, which recognised the scale of overall budget shortfall and the need for all areas of Council services to find efficiencies. As referenced in the table at paragraph 3.2.5 above and in appendix C, this sum has been reduced by £700k to £2.0m in recognition of the public consultation responses.

3.4.2. With teachers pay representing the largest line item in school budgets, there remains continued financial risk over pay rises, and the funding required by schools to meet them. As identified in paragraph 3.1.3 above, there is this year a double risk with not only uncertainty about the September 2023 award, but the current negotiations regarding the September 2022 award. This remains a considerable risk to school finances. Should any further increase agreed by Welsh Government not be accompanied by additional funding, this would fall upon Council/school budgets.

## **4. FUNDING**

### **4.1. Revenue Settlement 2023/24**

4.1.1. WG are not due to publish the final local government settlement for 2023/24 until 1<sup>st</sup> March 2023.

4.1.2. Consequently, this paper is based on information already released in relating to specific funding elements as well as officers' assumptions where appropriate. Our working assumption is that the only change WG will make to the headline level of funding is the transfer in of the firefighters pension funding as explained in paragraph 3.1.4 above. This

sum, calculated at £383k, has been added to our provisional settlement for final budget calculations.

- 4.1.3. Our draft budget was based on the actual increase of 0.50% to the tax base in 2023/24, increasing budgeted Council Tax receipts by around £0.5m when compared to the current year.
- 4.1.4. When added to the contingency sum in the draft budget, the items highlighted in the report create total budget headroom of £1.790m as set out below:

Paragraph		£000s
	Draft budget – unallocated sum	716
3.1.6	Capital Charges	500
3.1.8 & 3.1.9	Pay calculations	(1,257)
3.1.5	Income calculations	850
3.3.2	Pressures contingency removal	250
3.3.3	Energy calculations	1,100
3.1.10	Changes to Levies (MAWWFRS, BBNPA, SWWCJC)	(369)
	<b>Total</b>	<b>1,790</b>

Bringing together all the proposals contained in the paper, the final budget amendments are summarised below:

	£000s
<b>Total Budget Headroom</b>	<b>1,790</b>
Assumed increase in WG funding for Firefighter Pensions	383
Savings proposals removed from 2023/24	(1,299)
Charges capped at 5%	(385)
Discretionary pressures funded (highways &	(294)



town centres)	
<b>Budget headroom remaining</b>	<b>195</b>

Taking account of the budget amendments outlined above responding to individual pressure points and consultation feedback, it is recommended that the remaining sum be applied to Council Tax. The outcome would allow members to reduce the planned increase slightly to 6.8% in response to the clear consultation feedback from the public. Whilst this is higher than desirable, this is nevertheless considerably lower than the prevailing level of inflation at this time, and represents a reasonable balance between Council Tax and the need to protect essential daily services.

Taking account of any recommendations made by Cabinet to County Council, the Director of Corporate Services will need to make any future changes necessary in consultation with the Chief Executive, the Leader and the Cabinet Member for Resources, following receipt of the Final Settlement information from WG on 1<sup>st</sup> March.

- 4.1.5. Based on the provisional information, the salient points of next year's settlement are noted below:
- 4.1.6. The draft settlement for 2023/24 gave an increase in Standard Spending Assessment (SSA) for Carmarthenshire of £28.0m (6.6%) with a similar increase on an all Wales basis reflecting the significant pressures the sector is facing.
- 4.1.7. There remains considerable uncertainty in future years. Whilst Welsh Government did announce an uplift from 2.4% to 3.0% for 2024/25, this change is dwarfed by other figures such as pay awards, inflation, and even the variation between individual local authorities. As we do not know what these assumptions are, it is hard to assess how generous the uplift is.
- 4.1.8. Welsh Government confirmed in its draft budget on 20<sup>th</sup> December that Business Rate Poundage is to be frozen at the current rate of 53.5p, providing at least some budgetary relief, the Authority's own business rates bill is c. £6m, with the lion's share of costs borne by schools, car parks and leisure centres.

4.1.9. The table below provides a summary of the overall position for this authority after the final settlement:

	2022/23 Settlement £m	2023/24 Original Notification £m	2023/24 Final Settlement £m
Standard Spending Assessment	422.884	450.911	Available 1 <sup>st</sup> March
Aggregate External Finance	311.603	338.017	Available 1 <sup>st</sup> March
Difference	111.281	112.893	

The difference represents the sum which WG estimates Local Authorities will need to raise through taxation or charging. The SSA update this year has incorporated some unusual changes, including a 7% reduction in the assumed cost of debt financing (vs rising interest rates) and a fire levy uplift assumption of 3%, versus 16.5% notified.

### Internal Funding

4.1.10. Generally speaking, whilst the use of reserves to support annual budgets should not be summarily discounted, it must be treated with caution. Funding on-going expenditure from such funds merely defers and compounds difficult financial problems to the following year. One-off items of expenditure within any budget proposal lend themselves better for such funding support.

4.1.11. In deliberating this point however, members must bear in mind any **inherent risks** that may be built into the budget strategy. These include:

- Sustained high level of inflation, which may take longer to come down than current Bank of England forecasts
- Significant uncertainty over the level of future pay awards (linked to inflation)
- Welsh Government may not be able to fully fund revised Teachers pay offer
- Schools' ability to deliver efficiency savings
- Continued challenges recruiting staff due to a challenging labour market. In particular this may continue to negatively affect social care delivery
- The need to deliver challenging efficiency targets
- Additional pressure on demand lead services, particularly Childrens services and Education
- Schools' ability to deliver efficiency savings

- Confirmation of final WG settlement

Sensitivity impact analysis:

<b>Budget element</b>	<b>Movement</b>	<b>Annual Impact £m</b>
Pay inflation	1%	2.6
General inflation	1% (expenditure only)	2.4
General inflation	1% (income only)	-1.5
WG Settlement	1%	3.4
Specific Grants	1%	1.0
Council Tax	1%	0.97

4.1.12. The following table summarises the main categories of reserves held by the Authority.

	1st Apr 2022 £'000	31st Mch 2023 £'000	31st Mch 2024 £'000	31st Mch 2025 £'000
Schools Reserves	15,205	7,815	7,815	7,815
General Reserves	13,468	9,995	9,995	9,995
Earmarked Reserves	139,328	112,131	77,955	61,744

## 4.2. School Reserves

4.2.1. Schools have delegated responsibility for the management of their own finances. The level of reserves held by an individual school at any point in time will depend on a number of factors including the level of contingency fund that the school governing body considers appropriate and the particular plans each school has for expenditure. The forward forecast is based on the current year budget monitoring and an expectation of multi-year deficit recovery plans to be finalised.

4.2.2. Legislation allows schools to carry forward reserves from one financial period to another. Current guidance requires schools to limit their carry forward to £50,000 for Primary Schools and £100,000 for Secondary Schools or 5% of their budget dependent on what is greater. School Improvement officers continually work with schools to ensure they comply with the

guidance. As at 31<sup>st</sup> March 2022, 17 primary, 2 secondary and one special school were in deficit.

## 5. GENERAL RESERVES

- 5.1.1. In the changeable and challenging environment currently facing Local Government the Authority is committed to maintaining a reasonable level of General Reserves or Balances. Whilst there is no prescribed minimum level for Balances, the Authority has previously deemed 3% of net expenditure as being a prudent level, which has been accepted by our Auditors as being reasonable. As at 31<sup>st</sup> March 2022, General Reserves stood at £13.468m, or 3.2% of the 2022/23 net revenue budget.
- 5.1.2. The overall level of Balances is taken into consideration each year when the annual budget is set and has on occasions been utilised to augment expenditure/reduce Council Tax. The 2022/23 budget was set on the basis of a nil transfer from General Reserves.
- 5.1.3. As outlined in paragraph 3.1.2, the current year forecast is indicating an overspend position of £3.5m. This prudently assumed an in-year overspend on grant funded posts which would need to be met from core budgets – as such the overspend is expected to reduce somewhat, though it is likely an overspend position will remain. On this basis it is deemed imprudent at this stage to assume any further support for future years budgets from the current General Reserves.

### 5.2. Earmarked Reserves

- 5.2.1. The Authority holds earmarked reserves which have been set up to finance the delivery of specific projects, or in protecting the authority against future liabilities or issues. The reserves can be summarised as follows:

<b>Reserve</b>	<b>March 2022 £'000</b>	<b>March 2023 £'000</b>	<b>March 2024 £'000</b>	<b>March 2025 £'000</b>	<b>March 2026 £'000</b>
Insurance	13,536	14,286	15,536	15,536	15,536
Capital Funds	47,557	38,896	19,681	15,202	9,702
Development Fund (inc Schools Dev Fund)	1,033	1,131	2,185	2,191	2,191
Corporate Retirement Fund	6,171	6,493	6,108	5,747	5,403
Joint Ventures	1,538	1,504	1,455	1,406	1,387
Other	69,492	49,819	32,989	21,661	15,694
<b>TOTAL</b>	<b>139,328</b>	<b>112,131</b>	<b>77,955</b>	<b>61,744</b>	<b>49,915</b>

5.2.2. As can be seen from the table above the level of earmarked reserves fluctuates greatly year on year, and whilst the level in each fund is not an exact science it is based on an informed estimate and past experience of the likely call on the authority in future years in line with the intended purpose of each reserve. Great care must therefore be taken when considering utilising such funds for purposes other than those which they were created as this could lead to the authority being faced with substantial unfunded liabilities in the future.

5.2.3. Taking account of the proposals within this report, including the use of reserves, the Director of Corporate Services confirms that overall the estimated level of financial reserves (as indicated above) is adequate for the financial year 2023/24, with the General Reserves as set out in paragraph 5.1.1 being at the minimum that could be supported.

## 6. WELLBEING OF FUTURE GENERATIONS (WALES) ACT 2015

6.1. In considering the budget proposals, members need to take into consideration the requirements of the Wellbeing of Future Generations (Wales) Act 2015. The Act requires that we must carry out sustainable development, improving the economic, social environmental and cultural well-being of Wales.

‘... the public body must act 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’

6.2. In doing so, we must demonstrate the following 5 ways of working:

- Looking at the long-term so that we do not compromise the ability of future generations to meet their own needs
- Understanding the root causes of the issues to prevent them recurring
- Taking an integrated approach so that we look at all well-being goals and objectives of other services and partners
- Collaboration – Working with others in a collaborative way to find shared sustainable solutions
- Involving a diversity of population in decisions that affect them

6.3. Carmarthenshire's Well Being objectives were updated in April 2021:

**Start Well**

1. Help to give every child the best start in life and improve their early life experiences
2. Help children live healthy lifestyles

**Live Well**

3. Support and improve progress, achievement, and outcomes for all learners
4. Tackle poverty by doing all we can to prevent it, help people into work and improve the lives of those living in poverty
5. Create more jobs and growth throughout the county
6. Increase the availability of rented and affordable homes
7. Help people live healthy lives (tackling risky behaviour and obesity)
8. Support community cohesion, resilience and safety

**Age Well**

9. Support older people to age well and maintain dignity and independence in their later years

**In a Healthy and Safe Environment**

10. Look after the environment now and for the future
11. Improve the highway and transport infrastructure and connectivity
12. Promote Welsh Language and Culture

**Corporate governance**

13. Better Governance and use of Resources

## 7. MEDIUM TERM FINANCIAL PLAN AND COUNCIL TAX PROPOSAL 2023/24

7.1. The table below provides members with a summary of the latest position which reflects the contents of this report.

Assuming that the Council Tax increase is set to 6.8%, this will give an estimated income from Council Tax of £111.930m which when added to the Welsh Government settlement will provide a net available expenditure budget for the Authority of £450.330m.

	2023 - 2024 £'000	2024 - 2025 £'000	2025 - 2026 £'000
<b>Previous Years Budget</b>	<b>415,885</b>	<b>450,330</b>	<b>463,357</b>
Validations/Adjustments	42,523	19,475	17,049
<b>Validated Budget</b>	<b>458,408</b>	<b>469,805</b>	<b>480,406</b>
less			
Efficiency/Service Rationalisation	-8,078	-6,448	-4,445
<b>Projected Budget</b>	<b>450,330</b>	<b>463,357</b>	<b>475,961</b>
Potential sum available			
	<b>450,330</b>	<b>463,357</b>	<b>475,961</b>
WG Settlement			
RSG & NNDR	-338,400	-346,522	-355,179
Earmarked reserve funded expenditure			
<b>Call on Council Tax</b>	<b>111,930</b>	<b>116,835</b>	<b>120,783</b>
Tax Base	75,072	75,348	75,624
<b>Council Tax Rate (Band D)</b>	<b>£ 1,490.97</b>	<b>£ 1,550.62</b>	<b>£ 1,597.14</b>
Council Tax Increase	6.80%	4.00%	3.00%

A full summary of the Budget Build up can be seen in **Table 1**.

7.1.1. Years 2 and 3 of the Medium Term Financial Plan assume the identification of a further £2.329m and £0.314m savings proposals in 2024/25 and 2025/26 respectively, and delivery of all proposals in full in order to achieve a balanced budget. These will be re-visited when we are preparing the following years draft budget strategy

7.1.2. It must be emphasised that the figures for the outer two years of the plan are indicative only and must therefore be treated with caution as the settlement figures, growth pressures and the inflation assumptions contained therein will all be subject to revision as the year progresses and firmer data becomes available.

## Recommendations

- 7.2. That Cabinet consider and recommend to County Council:
  - 7.2.1. The Budget Strategy for 2023/24, which includes the amendments at paragraph 4.1.4;
  - 7.2.2. The Band D Council Tax for 2023/24 of £1,490.97 (an increase of 6.80%);
  - 7.2.3. The removal of specific savings proposals as identified in paragraph 3.2.5
  - 7.2.4. The restriction of income uplifts to school meals and car parks as identified in paragraph 3.2.5
  - 7.2.5. The discretionary allocation of pressures funding to highways and town centres as identified in paragraph 3.2.5
  - 7.2.6. The Medium Term Financial Plan which will form the basis for future years financial planning;
- 7.3. That Cabinet/County Council delegates to the Director of Corporate Services, in consultation with the Chief Executive, Leader and Cabinet Member for Resources, to make any amendments necessary as a consequence of the WG final settlement due on 1<sup>st</sup> March 2023.



## COUNCIL FUND REVENUE ACCOUNT

**TABLE 1**

### SUMMARY STATEMENT

2022/23 Approved Budget £	2022/23 Provisional Outturn £		2023/24 Proposed Budget £	2024/25 Indicative Budget £	2025/26 Indicative Budget £
17,217,622	16,687,000	Chief Executive	18,688,014	18,684,700	19,095,252
187,394,396	191,091,000	Education & Childrens Services	200,709,959	204,950,077	207,142,299
29,315,883	28,235,000	Corporate Services	33,331,623	43,110,987	50,532,264
119,588,785	122,223,000	Communities	131,651,173	131,948,354	131,918,319
65,783,812	65,709,000	Environment Services	70,309,814	71,452,083	72,272,976
		Savings to be identified	0	-2,329,000	-314,000
<b>419,300,498</b>	<b>423,945,000</b>	<b>Departmental Expenditure</b>	<b>454,690,584</b>	<b>467,817,200</b>	<b>480,647,110</b>
	6,300,000	<b>Unfunded pay offers</b>			
3,000,000	200,000	<b>Corporate Contingency</b>			
(17,694,060)	(20,194,060)	Capital Charges/Asset Management Acc	(17,694,060)	(18,194,060)	(18,694,060)
		<u>Levies and Contributions</u>			
11,170,197	11,170,197	Mid & West Wales Fire Authority	13,013,807	13,404,221	13,672,306
155,000	155,000	Corporate Joint Committee	168,091	173,134	176,596
153,850	152,360	Brecon Beacons National Park	152,360	156,931	160,069
<b>416,085,485</b>	<b>421,728,497</b>	<b>Net Expenditure</b>	<b>450,330,782</b>	<b>463,357,426</b>	<b>475,962,022</b>
0	(3,473,012)	Contribution to/from general balances	0	0	0
0	(2,170,000)	Transfer to/from Departmental Balances	0	0	0
(200,000)	(200,000)	Transfer to/from Earmarked Reserves	0	0	0
<b>415,885,485</b>	<b>415,885,485</b>	<b>NET BUDGET</b>	<b>450,330,782</b>	<b>463,357,426</b>	<b>475,962,022</b>
		<b>TO BE FINANCED FROM:</b>			
(311,602,859)	(311,602,859)	Aggregate External Finance	(338,400,387)	(346,521,855)	(355,178,848)
<b>104,282,626</b>	<b>104,282,626</b>	<b>CALL ON TAXPAYERS</b>	<b>111,930,395</b>	<b>116,835,571</b>	<b>120,783,173</b>
1,396.04		<b>Band D Tax</b>	1,490.97	1,550.62	1,597.14
2.50%		<b>Council Tax Increase</b>	6.80%	4.00%	3.00%

Mae'r dudalen hon yn wag yn fwriadol

# REVENUE BUDGET 2023 - 2026

## CONSULTATION REPORT

FEBRUARY 2023

[carmarthenshire.gov.uk](http://carmarthenshire.gov.uk)

Cyngor **Sir Gâr**  
**Carmarthenshire**  
County Council



Tudalen 31

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## INTRODUCTION

A mixed-methods approach to ascertaining views on the 2023-26 budget took place during the period from 21 December 2022 to 29 January 2023.

In making savings, the Council is concerned to minimise the impact upon service delivery. In meeting the challenge of bridging the budget shortfall of over £20 million, many savings are being made through internal service changes. It is however recognised that some savings proposals will potentially have an impact on service delivery. These are known as 'policy' proposals and 17 proposals (with a total value of £4.8 million) are being considered by the Council in balancing its budget for 2023-26.

There are a variety of legal and policy reasons why the Council must undertake full and meaningful consultation, where service changes are under consideration.<sup>1</sup> Ultimately, a flawed approach can be a means whereby decisions can be challenged through the courts, through a process of Judicial Review. A decision against the Council would prevent the saving being delivered, as well as damage the reputation of Council, at a time when it needs to focus on responding to its challenging financial position.

This report:

1. Outlines the **consultation approach** and the different consultation methods deployed;
2. Describes the **demographic characteristics** of those who took part
3. Summarises the **key findings**;
4. Details the **specific consultation findings** in relation to each of the 14 proposals; and
5. Collates **minutes of meeting** in which the budget was discussed

## 1) OUTLINE OF APPROACH AND CONSULTATION METHODS

Whilst the settlement provided by Welsh Government was much more favourable than expected, inflation, rising costs, demographic pressures and increased statutory obligations have required the Council to make significant cost reductions, which remains challenging following the Covid-19 pandemic. In response, Council departments identified proposals for making savings and a consultation exercise was undertaken to elicit views on levels of agreement, possible impacts and ways the impacts could be minimised (mitigation).

### Councillor involvement

A series of departmental seminars for all county councillors took place over a five-day period: 16<sup>th</sup> January 2023 and 20<sup>th</sup> January 2023.<sup>2</sup> Efficiencies across departments were considered in detail and feedback sought. Bullet points below provide an outlook

<sup>1</sup> The 2010 Equality Act and the Council's Strategic Equality Plan require that 'due regard' be given to the views of designated groups in making decisions. In terms of consultation, a body of case law points to the need for public authorities to properly gather and consider the views of the public in reaching decisions.

<sup>2</sup> As democratically elected representatives, councillor views are of central importance. This is of course in addition to their decision making role, as Council, in deciding the budget.

of their views and further suggestions on efficiencies. Councillor feedback regarding the public consultation can be found against the relevant proposals.

Alongside councillor engagement, public consultation took place in the following ways:

### **Survey**

The survey provided financial and service information on each of the 17 policy proposals and asked respondents to express a view on the degree to which they supported the proposal.<sup>3</sup> Views were also sought regarding the potential impact of implementing the proposal on people and communities.<sup>4</sup>

The survey was administered in two principal ways:

- 1) Electronically via the Council's online consultation page on the website
- 2) Hard copies were available on request in order to maximise the response rate.

A total of **2161 responses** were received from various sections of the community, including individuals, businesses, town and community councils and groups and organisations. A demographic breakdown is provided in section 2.

### **Insight**

Teams from 10 secondary schools across Carmarthenshire have given their views on proposals in the Council's budget as part of an event designed to engage with young people. The Council's annual Insight event is open to all secondary schools in the county and gives pupils the chance to put themselves in the roles of the Council's Cabinet and discuss their opinions on the proposed budget. The aim of the event is to introduce young people to local government and give them an insight into the challenges on a day-to-day basis. It is also an opportunity for Cabinet Members to hear pupils' views and discuss with them directly about issues that matter to them.

This year, pupils from years 10-13 from Ysgol y Strade, Ysgol Gyfun Emlyn, QE High, Dyffryn Taf, Ysgol Gyfun Bro Myrddin, Coedcae, Bryngwyn, Glan-y-Mor, Dyffryn Aman, Ysgol Bro Dinefwr took part in the event on Thursday January 26 at County Hall in Carmarthen.

The results are outlined in Chapter 5.

### **Other [Email responses received]**

5 emails and letters were submitted to the Council during the budget consultation period. These emails have been included in the overall analysis of the budget consultation.

### **Publicity**

Local and regional press and local radio advertisements were used to inform the public how to become involved and obtain further information on the budget consultation. Carmarthenshire County council staff were also encouraged to take part in the Budget consultation via internal newsletter. Information was also highlighted on the council, and on the newsroom throughout the consultation period and generated 2250 views

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<sup>3</sup> The format of the survey was identical to the previous budget survey, to ensure comparability of results for all 17 proposals.

<sup>4</sup> The responses are important in establishing the impact of Council proposals on people – a key consideration in undertaking good decision making based on evidence, and a requirement of the 2010 Equality Act.

on the budget consultation page. Relevant information was posted on social media (Twitter and Facebook) which reached 46,116 pages.

In addition, the consultation was publicised through relevant equality groups, including Equality Carmarthenshire, Ageing Well Carmarthenshire and the Carmarthenshire Disability Coalition for Action. In addition, All Town and Community Councils were asked to take part using the online consultation.

The public consultation phase ran from 21 December 2022 to 29 January 2023. In total, 2161 responses were received, only 1 were paper based.

**About Average Index Score (AIS).** Sometimes known as a 'weighted average', the AIS is a way of distilling the 'balance and strength of opinion' down into one number. Useful for questions with options to 'strongly agree', 'disagree', etc., the technique is used throughout the report. Values range from 2 (*everyone* strongly agrees) to minus 2 (*everyone* strongly disagrees).

**Example**

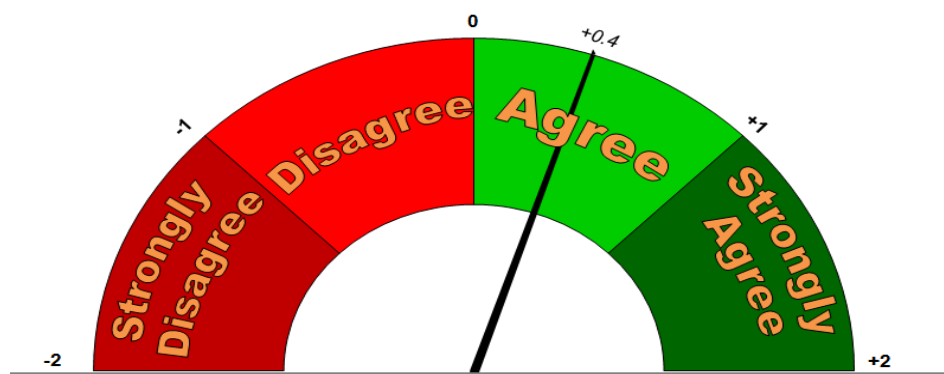
10 people are asked whether they 'strongly agree', 'agree', 'have no opinion', 'disagree' or 'strongly disagree' that Wales will win the six nations.

Results...

- 3 strongly agree (each response worth 2, so=**6**)
- 3 agree (each response worth 1, so=**3**)
- 1 no opinion (each response worth 0, so=**0**)
- 1 disagree (each response worth -1, so= **-1**)
- 2 strongly disagree (each response worth -2, so=**-4**)

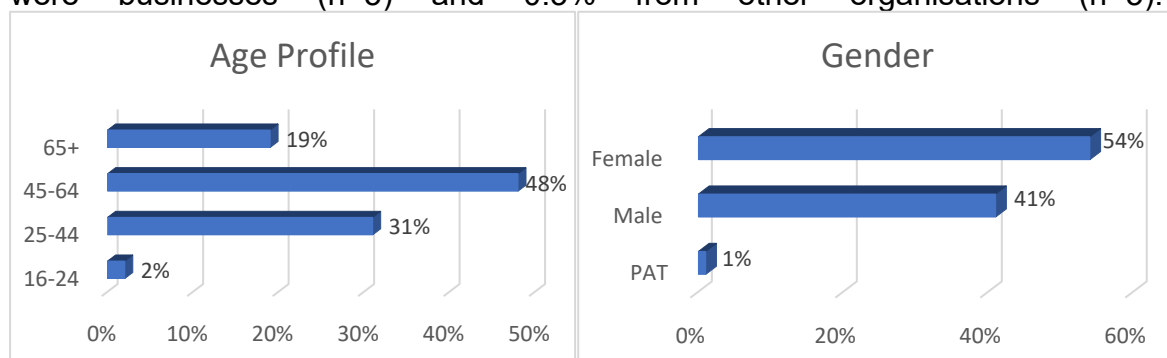
The AIS is calculated by adding all the numbers in bold: so,  $6+3+0-1-4=4$ ;

Then dividing by the number of responses (10 in this case). The average index score is:  $4\div 10=$ **0.4** (shown graphically below)



## 2) RESPONDENT PROFILE

Of the 1949 respondents who gave completed answers to demographic questions: 99% were from individuals, 0.4% from Town and Community Councils (n=7), 0.3% were businesses (n=5) and 0.3% from other organisations (n=5).<sup>5</sup>



Demographic Characteristic	Overall %
Transgender	9%
PNTS	6%
<b>Relationship status</b>	
Single	16%
Married	63%
Separated/Divorced	6%
Widowed	3%
Civil partnership	3%
PNTS	9%
<b>Sexual orientation</b>	
Straight	86%
LGB	3%
PNTS	11%
<b>Religion</b>	
Yes	52%
PNTS	8%
<b>Caring responsibilities</b>	
Yes	21%
PNTS	5%

Demographic Characteristic	Overall %
<b>Ethnicity</b>	
White	92%
BME	2%
Other	<1%
PNTS	6%
<b>Disability</b>	
Yes	13%
No	81%
PNTS	6%
<b>Preferred language</b>	
Welsh	21%
English	82%
Other	1%
<b>Income</b>	
<£15,000	8%
£15,000 – £29,999	22%
£30,000 – £44,999	21%
Over £45000	30%
PNTS	19%

A total of 1,911 respondents included their post codes. These have been grouped into six community areas for analytical purposes. Appendix 1 maps out the community area boundaries and their constituent postcodes.

	Community Area 1	Community Area 2	Community Area 3	Community Area 4	Community Area 5	Community Area 6
<b>% Responses</b>	31%	11%	25%	12%	11%	11%
<b>Number of Responses</b>	592	201	479	229	208	202

<sup>5</sup> Unnamed Secondary School, Kidwelly Market, BLUE MARBLE REFILL, Corvus inn, St Ishmael Community Council, St Clears Council, Daniel Elias, Ysgol Dyffryn Taf School Council, Llandeilo Town Council, Quicksilver jewellery



### 3) SUMMARY OF KEY FINDINGS

#### Headline results – all 17 proposals

The table below shows the results from the budget consultation survey. It shows details of the proposal, then gives results for the question: 'how strongly do you agree, or disagree, with this proposal'.<sup>6</sup> The table is ranked in order by AIS score. Those proposals with higher levels of support, reflected in higher AIS scores, appear first.<sup>7</sup>

Rank	Ranking	3 Year Saving	Strongly Agree (%)	Agree (%)	Neither (%)	Disagree (%)	Strongly Disagree (%)	Average Index Score
1	Commercial charge of Car park use	£10000	50%	35%	6%	4%	5%	1.2
2	Parking permits	£25000	49%	34%	7%	4%	5%	1.17
3	Publications of planning applications	£20000	50%	33%	8%	4%	6%	1.15
4	HWRC	£63000	40%	43%	7%	5%	7%	1.04
5	Music Service	£75000	22%	28%	16%	17%	16%	0.99
6	Nant-y-ci Park and Ride	£40000	34%	32%	16%	10%	8%	0.73
7	School rationalisation	£750000	28%	37%	14%	9%	12%	0.61
8	Charging at 9 car parks	£90000	32%	33%	7%	10%	18%	0.5
9	School crossing patrol	£16000	27%	32%	12%	15%	13%	0.45
10	Countryside access	£15000	30%	28%	12%	16%	14%	0.44
11	Pendine	£180000	28%	29%	15%	15%	13%	0.43
12	St Clears Asset transfer	£75000	21%	30%	22%	10%	16%	0.31
13	Litter bins	£100000	24%	30%	12%	17%	16%	0.29
14	Rising 4s policy	£500000	24%	29%	14%	12%	21%	0.22
15	Close St Clears Leisure centre	£75000	23%	25%	17%	14%	21%	0.19
16	Library services	£64000	22%	29%	12%	17%	20%	0.16
17	Youth club support withdrawal	£16000	15%	20%	16%	27%	22%	-0.2
18	Reduction of Youth workers 0.8FTE	£84000	13%	21%	20%	24%	22%	-0.2
19	Delegated school budget	£2.7mil	17%	22%	10%	18%	32%	-0.25

<sup>6</sup> The survey itself gave summary information about each proposal to inform the decisions of respondents.

<sup>7</sup> Values near to zero may indicate no clear consensus or may reflect apathy in relation to the proposal.

#### 4) CONSULTATION FINDINGS – ALL PROPOSALS

Below, all 17 proposals are considered individually, in turn, in order to lay out a *comprehensive summary* of relevant consultation information.

Each summary begins by detailing relevant facts and figures, including the value of the proposal, its average index score (AIS), and its AIS rank against other proposals. It also gives an AIS for selected categories of respondent, for comparative purposes, and also to help meet our Equality Duty of demonstrating ‘due regard’ to equality. It is important to recognise that some proposals will be of specific relevance to people in certain categories. This must be taken in account in reaching decisions.

Views expressed through the public consultation have been considered together and themes identified.

The ‘other relevant information’ section includes information from *specific* sources, such as representations and organisational responses.

The views of councillors, (as expressed through budget seminars or scrutiny committees) are included under the ‘councillor engagement’ heading.

In the AIS charts that follow for each proposal, negative values are highlighted to show where results are, on balance, in opposition.

In order to strengthen the decision-making process, where a proposal has formed part of a previous budget consultation, these results are also included, for comparative purposes.

Information on all Equality impact assessments for each of the 17 proposals are available on request.

## 1. St Clears Leisure Centre

**3 Year Savings:** £75,000

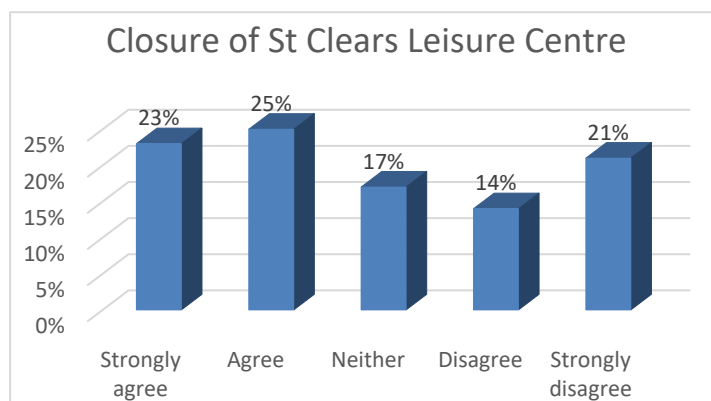
### Information on savings proposal:

Based on usage (income/running costs) and its location we are looking to close the St Clears Leisure centre or asset transfer. To mitigate against this efficiency, we will continue to provide a full service at Carmarthen Leisure Centre which is approximately 10 miles away. In addition, there are several private leisure facilities in places such as Whitland, Llangynin and Carmarthen.

**Increase in Council Tax if not adopted:** 0.07%

### Closure of St Clears Leisure Centre

**Average Index Score:** 0.19  
**Overall Rank (of 19):** 15  
**Sample Size:** 1807



### Closure of St Clears Leisure Centre

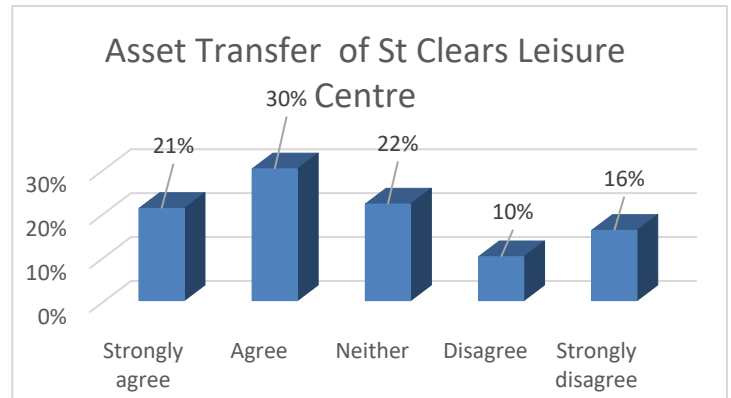
	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	0.49	0.14	0.25	0.08	0.3	0.08	0.14	0.24	0.24	0.16
Sample	39	565	868	335	23	13	1001	753	234	165

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	0.19	0.34	0.76	0.14	0.16	0.12	0.33	-0.01	0.2	0.42
Sample	381	59	25	611	902	543	915	344	375	141

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	-0.4	0.54	0.4	0.47	0.67	0.68
Sample	584	196	464	214	201	202

### St Clears Leisure Centre Asset Transfer

**Average Index Score:** 0.31  
**Overall Rank (of 19):** 12  
**Sample Size:** 1807



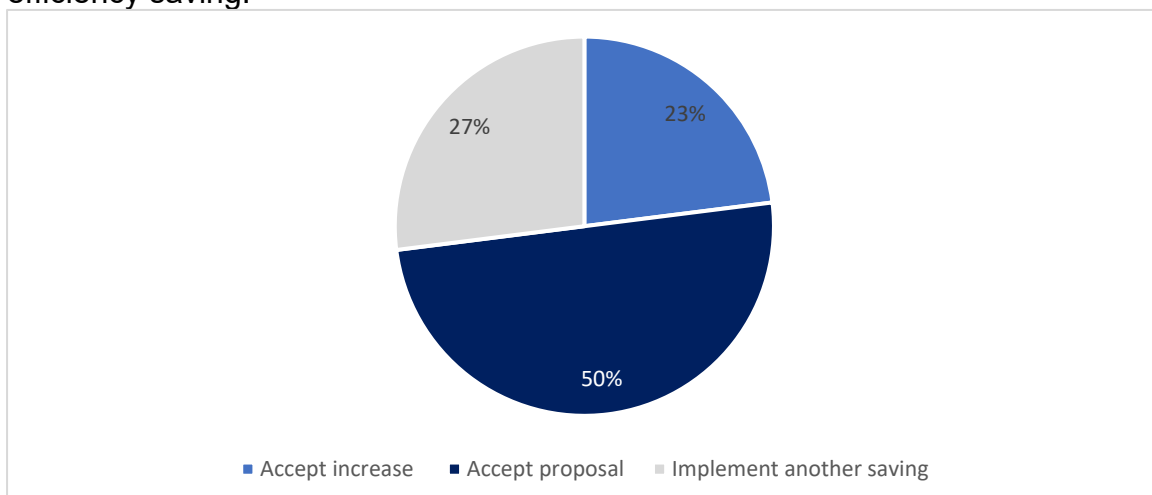
### St Clears Leisure Centre Asset Transfer

	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	0.54	0.32	0.39	0.3	0.83	-0.15	0.29	0.45	0.27	0.39
Sample	37	558	857	330	23	13	987	742	228	164

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	0.33	0.56	0.44	0.34	0.37	0.3	0.47	0.2	0.42	0.4
Sample	374	57	25	605	893	535	902	340	369	136

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	-0.1	0.61	0.56	0.58	0.77	0.68
Sample	574	192	463	212	204	198

Response to accepting a 0.07% increase in the Council Tax in order to avoid efficiency saving.



90 comments were received on the proposal.

## Impact

- Many expressed their disagreement with the proposal to close or asset transfer St Clears Leisure Centre, citing it would have detrimental impact on local users and the local community at large
- Related comments highlighted that the leisure centre accommodates a number of active clubs (e.g. badminton, rugby and football) who would be displaced by the closure, with many unable to travel to alternative facilities
- It was noted that alternative provision through private facilities was not comparable and, often, more expensive
- Some respondents pointed to the correlation between leisure and health noting that a reduction in leisure services could undermine the wellbeing of the local population. Concern that rising obesity rates will increase cost and service pressures on the NHS, with the resultant cost outweighing any savings yielded by the proposal
- Some observed that St Clears has a growing population with potential for increased future demand for leisure services owing to current and pipeline infrastructure projects, including housing developments and a new hospital
- Proposal will increase travelling costs and discourage some users from keeping healthy and active. Environmental impacts were also noted
- Recognition that difficult decisions must be made in the current economic climate. Proposal merits consideration if it is not economically viable to maintain the current facilities and there is alternative provision within a reasonable travelling distance
- Reference was made to leisure centres being a non-statutory service

## Mitigation

- Co-use of facilities - bringing St Clears library service into the leisure centre could increase footfall and generate efficiency savings whilst maintaining a similar level of service provision
- Some highlighted success stories of community-run leisure facilities
- Others put forward a view that private sector operators are more efficient
- Extend the 'warm places' scheme to the leisure centre
- Deprioritise the Carmarthen Hwb scheme
- Several respondents did not wish to provide comment as they were not users of the leisure centre and instead encouraged further consultation with facility users.

## 2. Pendine Outdoor Education Centre

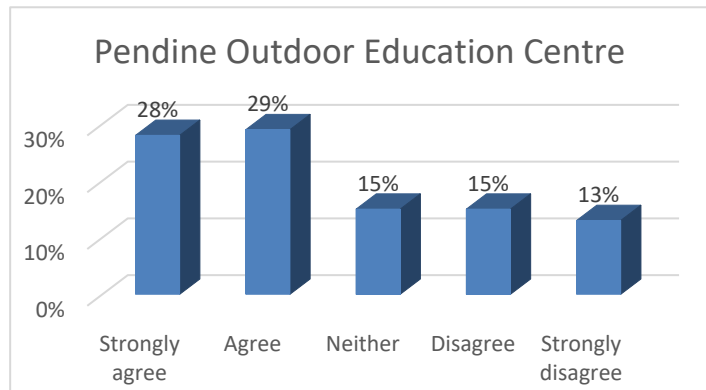
**3 Year Savings: £180,000**

### Description:

The age of the infrastructure on site is of concern for the future and requires continued maintenance which is no longer viable. The proposal is to close Pendine education centre and look at providing an alternative facility within the county.

**Increase in Council Tax if not adopted: 0.17%**

**Average Index Score:** 0.49  
**Overall Rank (of 19):** 11  
**Sample Size:** 2029

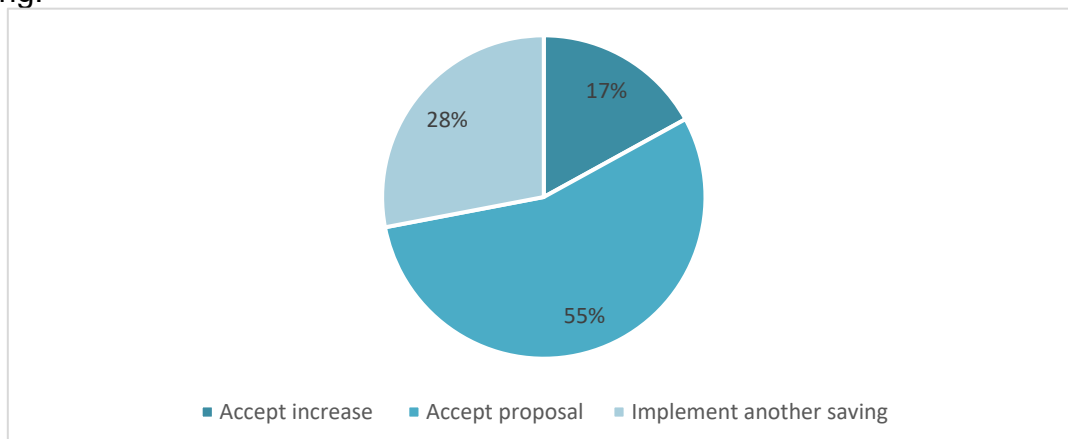


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	0.54	0.32	0.39	0.3	0.83	-0.15	0.29	0.45	0.27	0.39
Sample	37	558	857	330	23	13	987	742	228	164

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	0.33	0.56	0.44	0.34	0.37	0.3	0.47	0.2	0.42	0.4
Sample	374	57	25	605	893	535	902	340	369	136

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	-0.1	0.61	0.56	0.58	0.77	0.68
Sample	574	192	463	212	204	198

Response to accepting a 0.17% increase in the Council Tax in order to avoid efficiency saving.



## 49 comments related to the POEC proposal

### Impact

- A widely held view that outdoor pursuits / residential experiences are crucial to younger people's learning and developmental journey, acquiring important skills and nurturing interests outside of the traditional school environment
- Concern on the impact of the proposal on the health and wellbeing of school pupils
- Economic impact emphasised – loss of jobs and increased spend in other counties (e.g. Llangrannog in Ceredigion)
- Some support for the proposal on the grounds that the Centre is not on par with other outdoor facilities, does not warrant continued maintenance and a replacement facility would improve on the current offering

### Mitigation

- Ensure replacement facility is in operation before closing the Centre
- Private ownership or asset transfer

### 3. Library Service

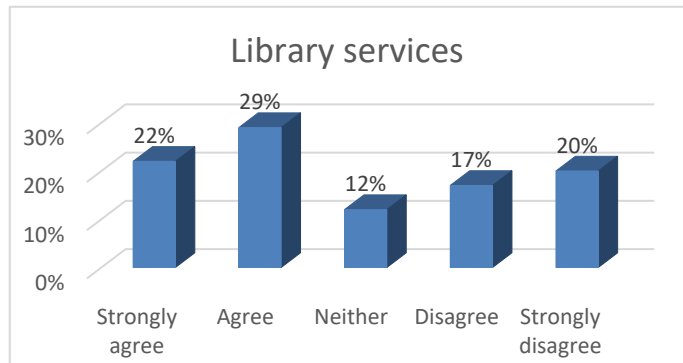
**3 Year Savings:** £64,000

**Description:**

Look for opportunities to asset transfer our smaller, least utilised branch libraries. If an asset transfer cannot be found, these branch libraries will be closed but alternative outreach provision will be considered.

**Increase in Council Tax if not adopted:** 0.06%

**Average Index Score:** 0.16  
**Overall Rank (of 19):** 16  
**Sample Size:** 2027

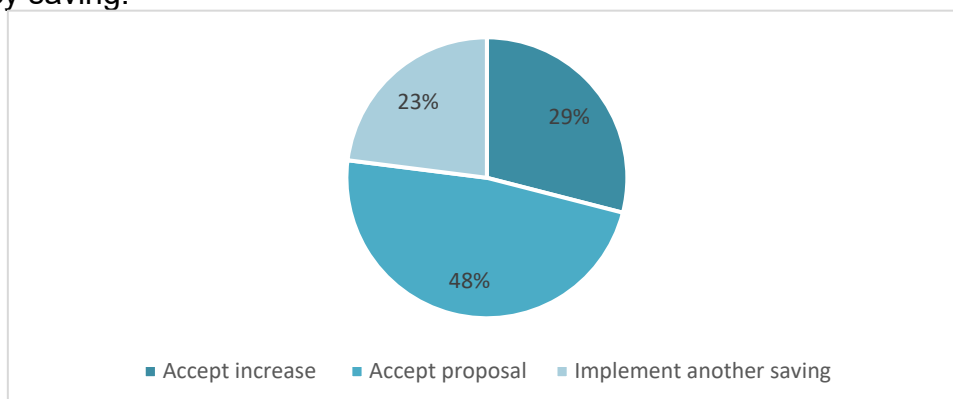


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	0.79	0.28	0.21	-0.09	0.39	0	0.07	0.35	0.17	0.38
Sample	39	558	862	334	23	13	995	749	228	164

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	0.06	-0.05	0.19	0.11	0.22	0.1	0.31	0.01	0.3	0.21
Sample	377	59	26	605	897	540	915	337	370	141

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	-0.02	0.46	0.22	0.21	0.51	0.26
Sample	582	196	462	215	198	201

Response to accepting a 0.06% increase in the Council Tax in order to avoid efficiency saving.





The libraries proposal generated **300** comments

### Impact

- A wide-ranging view that the proposal is proportionate given the costs of running and maintaining an underutilised facility during a period of exceptional budgetary pressures. In addition, many were amenable to the proposal if it helped safeguard library services in core (main) facilities
- Proposal is reasonable given the increasing shift to digital media and change in consumption habits
- Some commended the Borrow Box & PORI apps as a means to access library services online
- Proposal will have a disproportionate negative impact on Carmarthenshire's older demographic, rural residents and those who are transport poor
- Libraries are a critical resource, providing access to recreational, informational and educational/developmental resources that play an important role in people's wellbeing
- The 'social' function of libraries was emphasised, providing a designated warm space for users to engage with other people. Also promotes good mental wellbeing and combats loneliness and isolation
- Poor broadband connectivity may discourage people from accessing e-books and media at home
- Many views that the 3-year saving does not warrant the negative impacts that could be brought to bear by implementing the proposal – potential negative impacts are not commensurate to the value of savings the proposal will yield
- Proposal runs counter to the Wellbeing of Future Generations Act
- A number of respondents requested further information on which branch libraries were at risk in order to make a fully informed comment

### Mitigation

- Preserve full service offering at core libraries supplemented by an extensive mobile service
- Mobile service will help mitigate the effects for older adults and disabled users
- Maintain less utilised facilities through volunteering and self-service
- Diversification – look at accommodating café/catering facilities
- Pooling of resources to create one multi-purpose community facility with access to key services
- Income generation by offering space/room to community groups
- Consider an annual membership charge for a greater selection of e-books, audiobooks and films
- Rural broadband initiatives to improve connectivity

## Other comments relating to Communities Department

Particular concern was expressed in relation to the geographical impact of the proposals with many suggesting that the effects of the budgetary savings will be more pronounced in smaller, rural towns such as St Clears.

Other comments covered:

- the Council's staffing and wage structure
- repurposing of lesser used council buildings
- sale of Council assets to private developers
- need for a longer-term strategic vision for Carmarthenshire to implement more efficient and sustainable cost-saving measures
- a view that proposals are too narrow
- challenges of households meeting any service or council tax increases
- query on whether other council facilities provide value for money – reference made to Dylan Thomas' Boathouse and Y Gat

## Members engagement: Communities Department

- Suggest that there is positive engagement with St Clears community on the leisure centre – can it be taken over and/or proven increase in usage otherwise it will need to be closed
- Members felt that greater certainty was needed over the alternative offering for Pendine in order to support closure
- Difficult to decide on library closures without knowing specifically which ones
- Some Believed that Pembrey County Park should not be over commercialised
- Suggestion that season tickets could apply to multiple parks – e.g. PCP and LLO
- Support to introduce car park charges at leisure centres
- Support increased equipment use to reduce domiciliary care visits
- Reduce residential care through use of extra care
- Support for Cwm Aur proposal
- Suggest introducing support for families that are providing care at home to prolong this approach
- Support for supported living approach
- Concern over increased demand for mental health services post COVID
- Belief that more adult services provision is needed in rural areas
- Suggestion that some council house stock could be converted into supported living
- Support for reducing B&Bs for temporary accommodation
- Suggestion that pest control could raise income for the council
- Support for raising Licencing charges
- Suggestion that school kitchens could provide catering for adult services
- Discussion over the viability of Llesiant Delta Wellbeing taking more calls – members reported concerns over existing capacity to respond to current service levels

#### 4. Parking Services - Introduce charging at 9 car parks

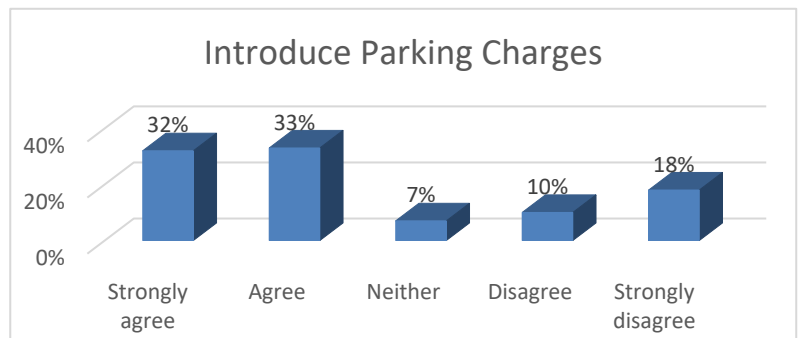
**3 Year Savings: £90,000**

**Description:** We are proposing to introduce a charge at 9 car parks which are currently free:

- Pottery Street, Llanelli
- Waunllanyrafon, Llanelli
- Eva Terrace, Ferryside
- Llanybydder
- Station Car park, Burry Port
- Seaview Terrace, Burry Port
- Glanyrafon, Kidwelly
- Station Road, Kidwelly
- Llansteffan.

**Increase in Council Tax if not adopted: 0.09%**

**Average Index Score:** 0.50  
**Overall Rank (of 19):** 8  
**Sample Size:** 2062

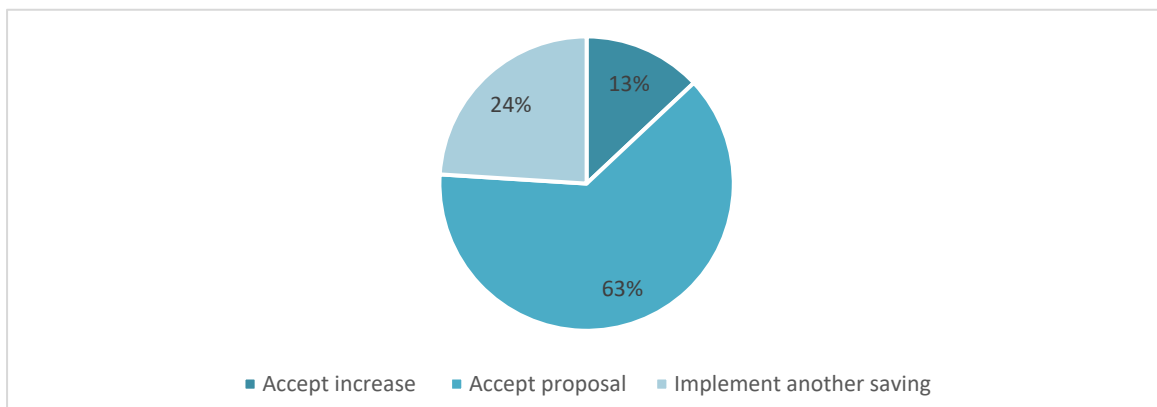


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	1.21	0.61	0.51	0.39	0.74	1.33	0.49	0.61	0.38	0.78
Sample	38	560	875	344	23	12	1006	758	235	166

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	0.41	0.55	0.65	0.58	0.53	0.43	0.69	0.39	0.79	0.32
Sample	387	60	26	616	918	549	924	343	378	143

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	0.85	0.83	0.86	-0.87	0.79	0.54
Sample	579	198	470	228	204	198

Response to accepting a 0.09% increase in the Council Tax in order to avoid



efficiency saving.

**37** comments received:

### Impact

- Widespread concern that the proposal will impact the health of town centres and independent shops on the High Street at a time when consumer footfall and spend is low
- Proposal will further encourage use of out-of-town shopping centres
- Some highlighted the risk of increased off-road / illegal car parking as a means to avoid paying a parking charge
- Many related the impacts to specific areas such as Kidwelly, Ferryside, Llansteffan and Llanybydder
- Some opposed the blanket approach, upholding that each car park has a different context / use profile (e.g. retail, tourism) and should be assessed individually
- Infrastructure, maintenance and enforcement costs will offset any savings yielded from the proposal
- Comments in favour of the proposal referred to Council's charging policy at other sites across the country, suggesting it would promote a consistent and equitable approach

### Mitigation

- Ensure provision of 'all day' car parking (as opposed to a maximum length of stay) and a tapered charge that is reasonable at the lower end. Furthermore, offer more 'shorter stay' options (e.g. 30mins)
- Query on whether there is a role for private / commercial operators
- It was suggested that there should be further consultation on each car park location
- Additional areas were put forward for consideration, including Abergwili.

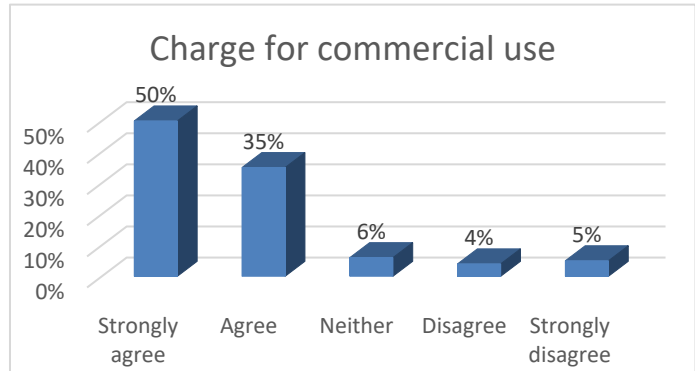
## 5. Parking Services - Charge for commercial use

**3 Year Savings:** £10,000

**Description:** We are proposing a charge for the commercial use of these car parks.

**Increase in Council Tax if not adopted:** 0.01%

**Average Index Score:** 1.20  
**Overall Rank (of 19):** 1  
**Sample Size:** 2044

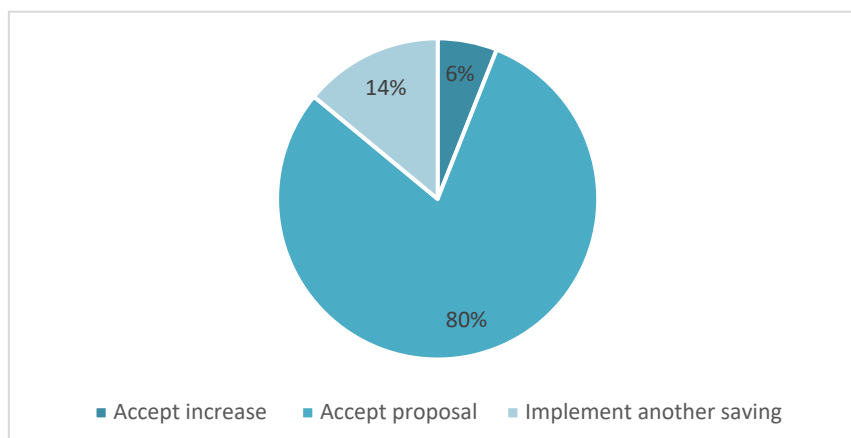


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	1.63	1.22	1.26	1.14	1.61	1.5	1.2	1.31	1.16	1.2
Sample	38	560	872	336	23	12	995	760	233	163

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	1.21	1.34	1.15	1.23	1.23	1.19	1.33	1.14	1.27	1.2
Sample	380	59	26	612	912	547	918	342	378	140

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	1.32	1.1	1.25	1.1	1.4	1.33
Sample	579	197	467	224	201	197

Response to accepting a 0.01% increase in the Council Tax in order to avoid efficiency saving.



7 comments received:

- Broad support expressed through comments
- Proposal will instil a level of equity/fairness between general (car) and commercial users
- Some surprise that the Council doesn't currently charge for commercial use – a 'missed opportunity' to generate income from mobile banks and fairs
- Views on the need for flexibility as to how the charge is applied to ensure that organisations that provide an important community / health service (e.g. screening, mobile banks) are not unduly charged

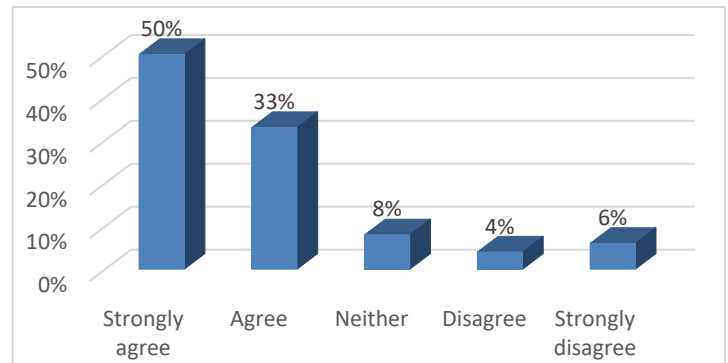
## 6. Publication of Planning Applications

**3 Year Savings: £20,000**

**Description:** It is proposed to stop advertising in the local newspapers and publicise through other methods that are currently undertaken. This can include direct consultations with statutory bodies that include Local Members and Town & Community Council, site notices, and neighbour notifications. A list of registered and determined applications are also published weekly on the Council's website, as well as being available to view in real-time.

**Increase in Council Tax if not adopted: 0.02%**

**Average Index Score: 1.15**  
**Rank (of 19): 3**  
**Sample Size: 2040**

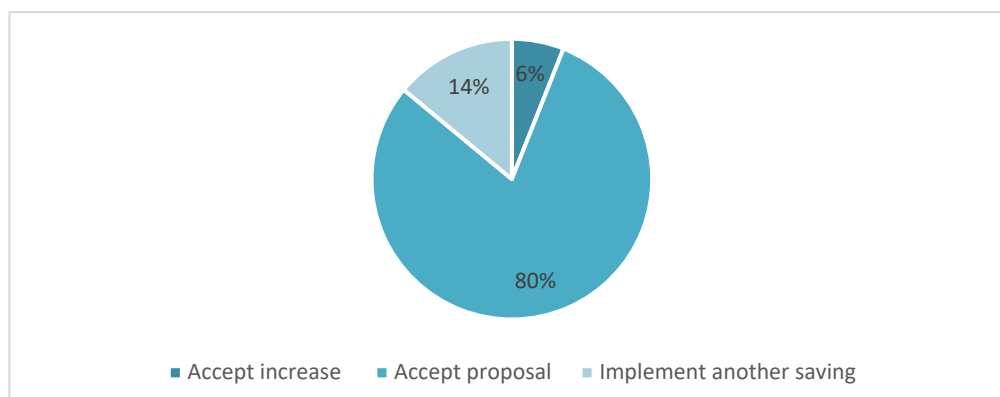


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	1.37	1.3	1.2	0.98	1.48	1.67	1.18	1.23	1.03	1.23
Sample	38	553	868	347	23	12	996	760	235	164

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	1.11	1.03	1.42	1.07	1.17	1.06	1.36	1.05	1.21	1
Sample	381	59	26	615	905	551	914	342	374	140

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	1.13	1.3	1.28	1.08	1.35	1.25
Sample	578	200	468	220	203	200

Response to accepting a 0.02% increase in the Council Tax in order to avoid efficiency saving.



## 12 comments related to the publication of planning applications

### Impact

- Proposal is in keeping with the growing trend to access information electronically
- Newspaper readership / circulation is limited and therefore the cost of advertising no longer provides value for money
- A view that there are inefficiencies within the current planning system resulting in longer applications and poor use of council resources

### Mitigation

- Use of social media
- Increase planning application fees to cover promotional costs
- Importance of maintaining site notices highlighted
- A supporting comment that Town and Rural Councils should bear a greater responsibility for publishing and discussing planning applications



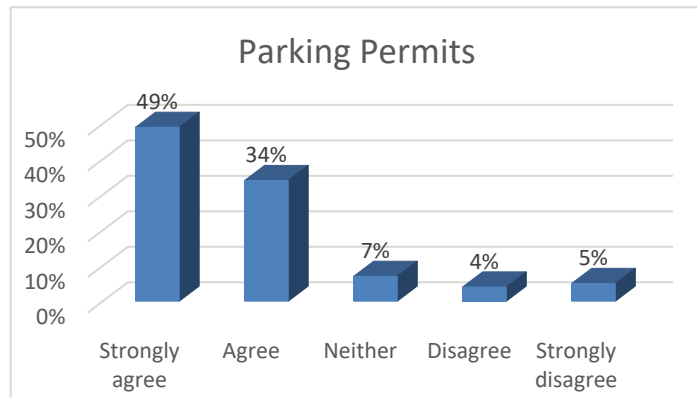
## 7. Parking Services - Parking permits

**3 Year Savings:** £25,000

**Description:** There is an administrative cost in receiving applications for on-street parking permits, checking eligibility and vehicle details, processing applications and issuing permits. There is also a cost to patrolling and enforcing the permit parking areas and maintaining road markings. Residents permits have cost £30 since 2009 and the proposal is to increase on-street permit charge to £40 per year to cover costs.

**Increase in Council Tax if not adopted:** 0.02%

**Average Index Score:** 1.17  
**Overall Rank (of 19):** 2  
**Sample Size:** 2031

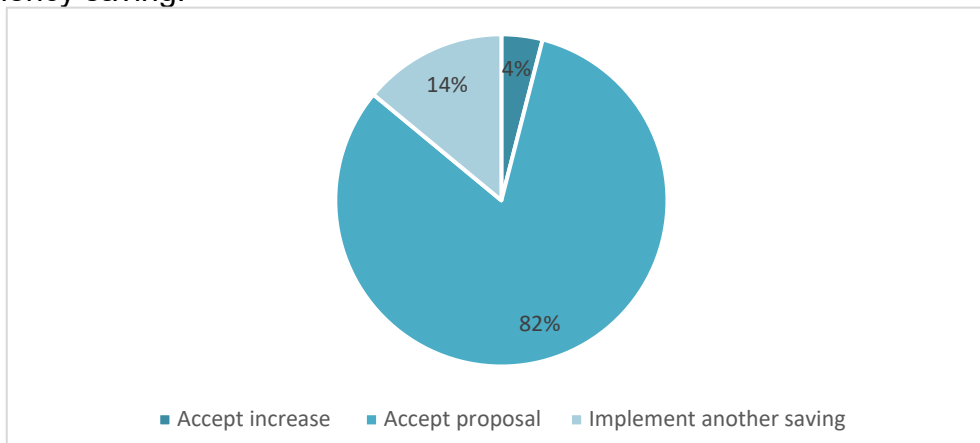


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	1.29	1.14	1.26	1.15	1.22	1.55	1.14	1.28	1.21	1.24
Sample	38	553	867	341	23	11	991	760	227	164

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	1.18	1.32	1.15	1.13	1.22	1.03	1.35	1.14	1.23	1.17
Sample	378	59	26	612	904	545	920	338	375	140

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	1.27	1.29	1.27	1.14	1.29	1.1
Sample	580	197	467	218	203	201

Response to accepting a 0.02% increase in the Council Tax in order to avoid efficiency saving.



**4** comments received:

- Limited number of comments
- Proposal is fair as permit costs have been maintained at their current level since 2009
- Brings the service in line with inflationary increases
- A view that the current permit allowance per household does not reflect the variability of parking provision in some areas. Where spaces are limited, this results in residents not being able to park near their property as some households have multiple vehicle permits registered at their address.

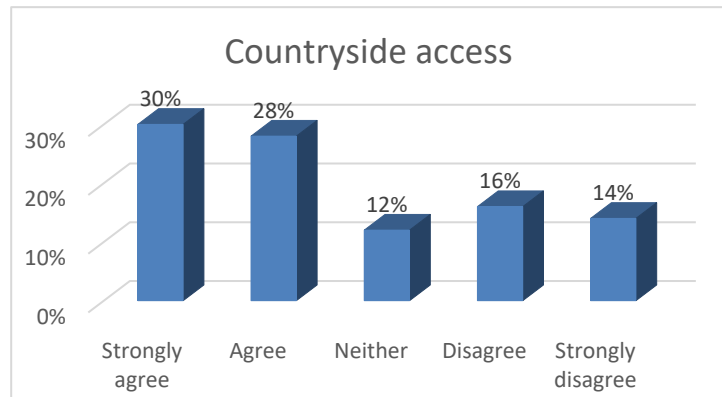
## 8. Countryside access

**3-Year Saving:** £15,000

**Description:** Cease discretionary clearance by Contractors (3 cuts per year) of overhanging and encroaching vegetation on 70% of the promoted PROW network (132km) and engage with landowners to ensure they take responsibility for their encroaching vegetation.

**Increase in Council Tax if not adopted:** 0.01%

**Average Index Score:** 0.44  
**Overall Rank (of 19):** 10  
**Sample Size:** 2024

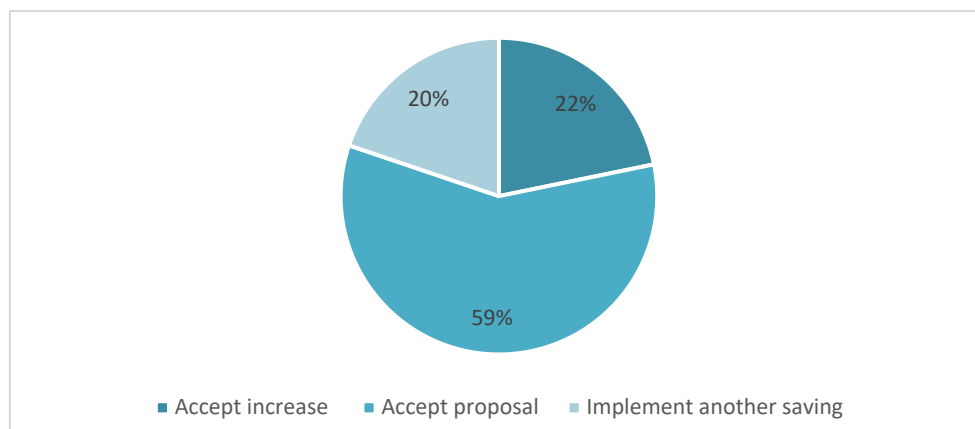


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	1.03	0.42	0.45	0.44	0.3	0	0.43	0.5	0.47	0.39
Sample	38	548	867	340	23	11	987	755	231	162

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	0.37	0.54	0.48	0.46	0.48	0.43	0.51	0.37	0.46	0.42
Sample	380	59	25	608	902	543	912	343	373	142

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	0.34	0.51	0.44	0.27	0.55	0.59
Sample	579	194	463	221	201	200

Response to accepting a 0.01% increase in the Council Tax in order to avoid efficiency saving.



### 13 comments related to the countryside access proposal

#### Impact

- The importance of maintaining Public Rights of Way was recognised
- Respondents underscored the social and health benefits of walking/rambling
- Significant concern that countryside footpaths could become inaccessible
- Possible impacts on tourism were emphasised if footpaths cannot be freely and safely navigated. Could give rise to negative perceptions of the county's amenities
- Risk of injury
- Broad agreement as landowners should be responsible for their own maintenance

#### Mitigation

- Suggestion that landowners should be invoiced for work if they fall foul of their maintenance responsibilities
- Consider alternative schemes such as building raised beds for wildflowers
- Work with community groups to develop a volunteering scheme for maintenance work whilst contributing to the costs of equipment/tools

## 9. Nant-y-Ci Park and Ride

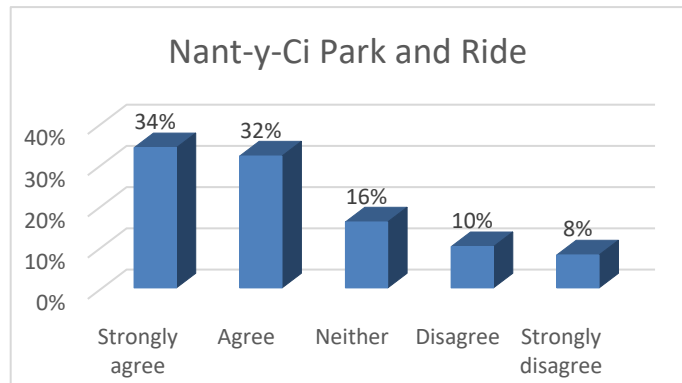
**3-Year Saving: £40,000**

**Description:**

Withdrawal of service between Nant-y-Ci, Town Centre and Glangwili Hospital. The service is part funded by Hywel Dda health board and discussions will take place before any service change.

**Increase in Council Tax if not adopted: 0.04%**

**Average Index Score: 0.73**  
**Overall Rank (of 19): 6**  
**Sample Size: 2019**

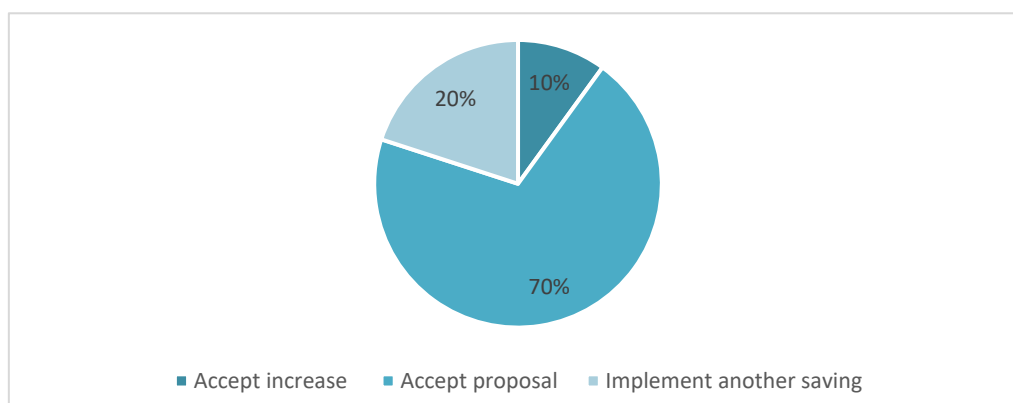


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	0.81	0.81	0.83	0.45	1.22	1.54	0.68	0.86	0.51	1.02
Sample	38	548	867	340	23	13	987	750	232	162

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	0.81	0.84	1	0.69	0.75	0.6	0.92	0.63	0.79	0.69
Sample	378	58	25	608	902	546	910	340	375	140

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	0.61	0.96	0.77	0.85	0.9	0.84
Sample	574	192	471	220	205	200

Response to accepting a 0.04% increase in the Council Tax in order to avoid efficiency saving.



## 11 comments received

### Impact

- Limited number of comments
- Concern about the impact on staff and visitor parking at Glangwili Hospital
- Concern that this would have a disproportionate impact on disabled users
- Some were unaware of the service and felt it required better promotion / advertisement

### Mitigation

- Consideration should be given to other pick-up points to improve the viability of the service
- Use of County Cars scheme for hospital appointments
- Re-investment of funds to improve car parking at Glangwili

## 10. Household Waste Recycling Centres (HWRC)

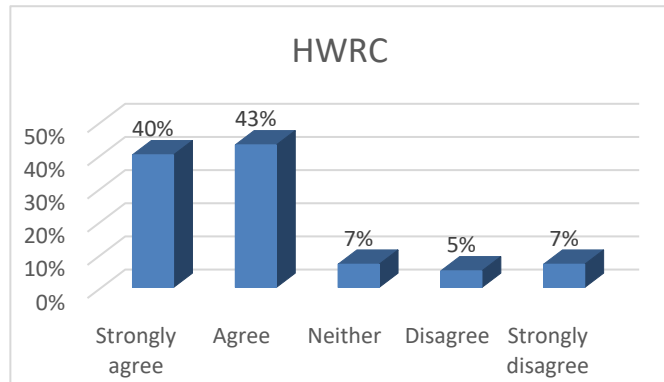
**3-Year Saving: £63000**

**Description:** This proposal focuses on the rationalisation of the days and times that the sites are open based upon usage.

1. Change of Whitland opening hours - 10am -4pm all year - £7,500
2. Change Nantycaws and Wernddu to close on one week day based on site usage - £55,500

**Increase in Council Tax if not adopted: 0.06%**

**Average Index Score:** 1.04  
**Overall Rank (of 19):** 4  
**Sample Size:** 2030

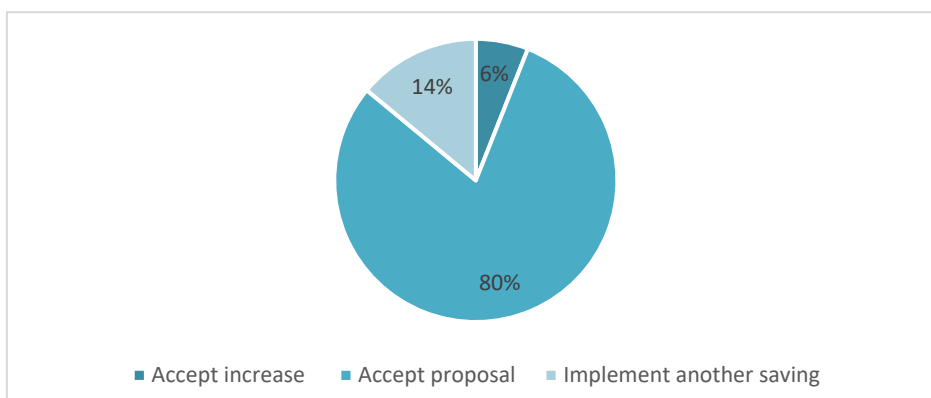


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	1.24	1.11	1.08	0.95	1.35	1.64	1.08	1.07	1.03	1.26
Sample	37	552	870	339	23	10	991	756	233	164

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	1.07	1.12	1.32	0.95	1.06	1.04	1.16	0.86	1.09	1.07
Sample	378	58	25	610	905	544	916	342	378	138

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	0.93	1.11	1.11	1.14	1.25	1.19
Sample	574	197	469	222	204	200

Response to accepting a 0.06% increase in the Council Tax in order to avoid efficiency saving.



**11** comments received:

### Impact

- A majority view that reduced operating hours would bring to bear adverse environmental (e.g. increase in fly tipping) and economic (e.g. loss of employment / reduced hours) impacts
- A number held the view that reduced operating hours would be unjust on those in employment (i.e. working '9 to 5' roles)
- An alternative view that the proposal would have a minimal impact

### Mitigation

- It was suggested that a Sunday closure could realise greater savings
- Extend opening hours during summer and spring seasons



## 11. Litter Bins

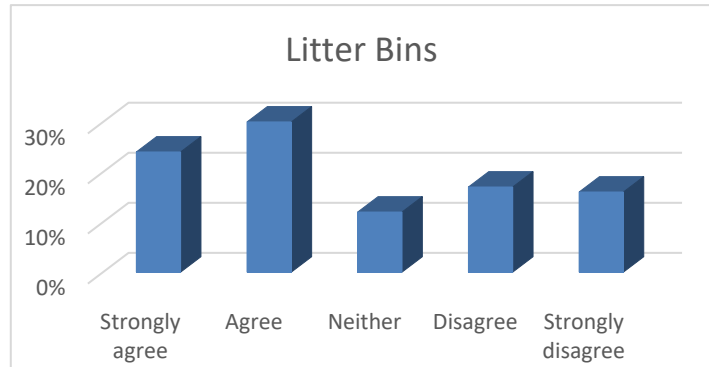
**3-Year Saving: £100,000**

### Description:

We are looking to rationalise up to 20% of litter bins for the County. Following a review, we have seen that bins in laybys are often filled with household waste which is in contradiction to the initial purpose of these bins (i.e., fast food packaging). This rationalisation will deliver savings on Waste disposal charges, operative time and plant costs.

**Increase in Council Tax if not adopted: 0.10%**

**Average Index Score:** 0.29  
**Overall Rank (of 19):** 13  
**Sample Size:** 2006

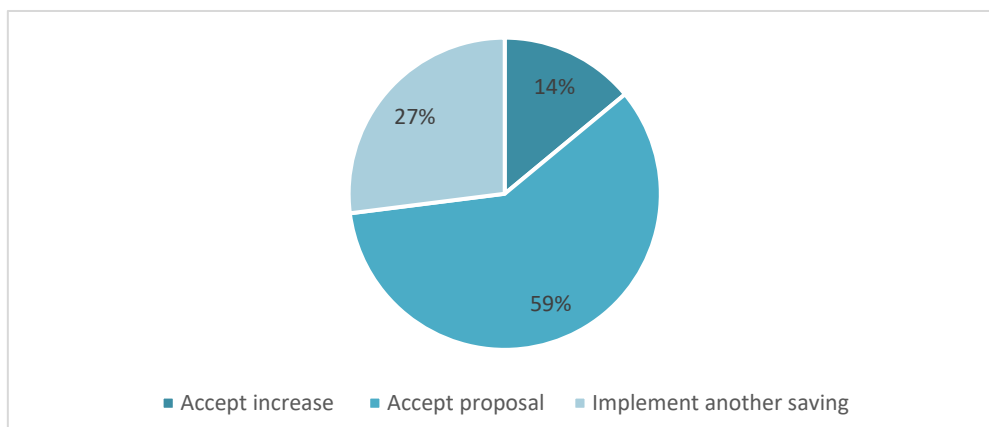


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	0.7	0.3	0.37	0.3	0.7	0.91	0.29	0.42	0.27	0.29
Sample	37	549	860	335	23	11	984	747	231	164

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	0.33	0.37	0.72	0.32	0.36	0.3	0.43	0.2	0.41	0.29
Sample	380	57	25	601	904	538	908	339	374	140

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	0.24	0.36	0.38	0.33	0.37	0.27
Sample	571	194	466	222	202	197

Response to accepting a 0.10% increase in the Council Tax in order to avoid efficiency saving.



This proposal received **44** comments:

### Impact

- Concern that the proposal could lead to an increase in fly tipping
- Reference was made to the increased risk of dog fouling
- Some against proposal as it will harm the appeal of the county and therefore its potential for tourism
- Support on the basis that commercial operators (i.e. fast food chains) should contribute to the costs of the cleansing service and it is unfair on tax payers
- Incorrect use of litter bins is better than the alternative of fly tipping / littering
- A view that the proposal is ambiguous

### Mitigation

- Bins located within or adjacent to town centres should be prioritised
- Improved enforcement through patrols and CCTV monitoring would lessen misuse of litter bins and reduce incidences of fly tipping
- Consider the design of bins to facilitate the correct disposal of waste
- Apply a 'litter levy' on commercial operators
- Print vehicle registration details on fast food packaging to combat littering
- Public information campaigns to raise awareness of the correct methods to dispose of household waste

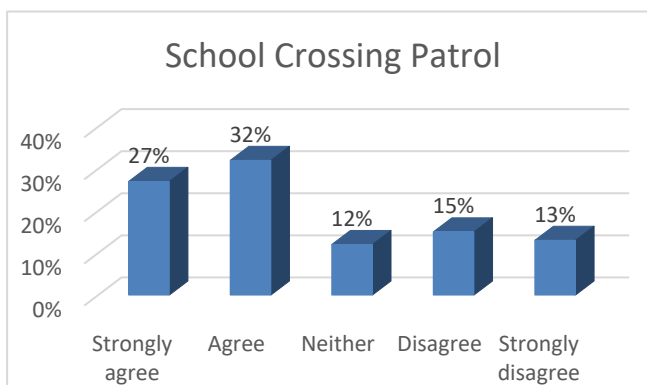
## 12. School Crossing Patrols

**3 Year Savings: £16,000**

**Description:** It is proposed that sites will no longer require a school crossing patrol if they do not meet the national criteria. Notwithstanding this, the home to school journey remains a parental responsibility unless home to school transport is provided by the authority.

**Increase in Council Tax if not adopted: 0.02%**

**Average index score:** 0.45  
**Overall Rank (of 19):** 9  
**Sample Size:** 2009

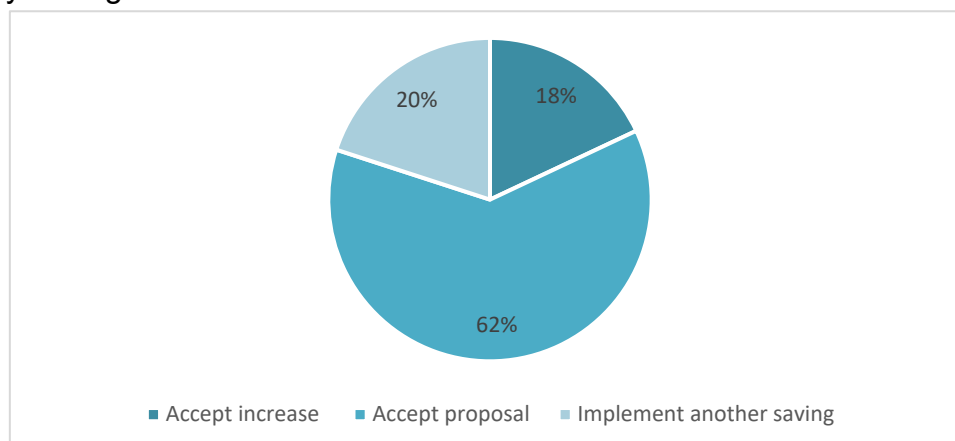


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	0.76	0.33	0.49	0.55	0.36	0.83	0.38	0.56	0.43	0.54
Sample	37	546	862	344	22	12	987	753	234	162

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	0.49	0.57	0.62	0.53	0.48	0.51	0.47	0.47	0.56	0.42
Sample	375	58	26	602	906	544	911	337	371	142

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	0.42	0.63	0.43	0.41	0.52	0.57
Sample	572	197	467	218	201	200

Response to accepting a 0.02% increase in the Council Tax in order to avoid efficiency saving.



The school crossing patrol proposal generated **178** comments

### Impact

- Comments suggesting the service should be maintained formed the biggest response category
- A prevailing view that school crossing patrols are critical to ensuring pupil safety
- The risk of a traffic accident, and subsequent impact, outweighs the savings to be realised by implementing the proposal
- A safe environment will encourage children to walk to school – improving health and physical activity
- Proposal may increase vehicular usage around schools if more parents drive their children to school, bringing about environmental health impacts
- Concern that some drivers do not adhere to lower speed limits in school / built-up areas
- Concern that school staff may be required to maintain the service if withdrawn by the Council, placing additional pressures on schools
- Some agreement subject to an individual impact assessment for each affected school site prior to withdrawal of the service
- Reference was made to some schools having both a school crossing patrol and pedestrian crossings (e.g. Pelican crossing)

### Mitigation

- Comments suggesting that the responsibility should lie with parents/carers. Similarly, whether the service could be run by parents in a volunteering capacity
- Use of Pelican or Puffin crossings to allow pupils to traverse the road safely
- Enforcement of 20mph speed limits will create a safer environment

## Other comments relating to Place and Infrastructure Department

### **32** 'other' comments were received

- Further comments on the imbalance of service provision in urban and rural areas, with rural residents seen to have poorer access to services
- Rationalisation of council buildings in light of agile working arrangements
- Views on the Council's spend on signage (Welcome to Carmarthen)
- Many of the proposals will generate a negligible saving, part of which will be expended when administering their implementation
- Council pay and management structure
- The survey does not set out the probable impacts of implementing the proposal
- Some comments on the structure of the survey

## Members engagement: Place and Infrastructure

- Members did not accept a 10% increase to car parking charges
- Wide ranging discussion on 9 new car parks charging – concern that this will impact local shops/businesses – broad consensus that this was not supported, but if it proceeded, it was important that each locality needed to be looked at on its own merits
- Support for NantyCi parking proposal but recognised that NHS agreement was important
- Agreement to raise Residents parking charges, with suggestion that a higher increase to £50 could be considered
- Support to increase charges for commercial car park usage, especially example of banks, but recognise the need for discretion – should not be applied to e.g. blood bank.
- Mixed support for reduction in School Crossing Patrols
- Majority not supporting enforcing landowner responsibility for countryside access
- Strongly against cuts to highways general maintenance and supportive of raising council tax to fund
- Supportive of Camera car
- Strongly against Technical surveys proposal, and supportive of raising council tax to fund
- Broad support for all other highways proposals
- Broad support for all Place and Sustainability proposals
- General agreement for bins rationalisation but suggested local member involvement
- Broad agreement on HWRC opening days, but must be kept open at weekends
- Broad support for all other waste and environmental services proposals

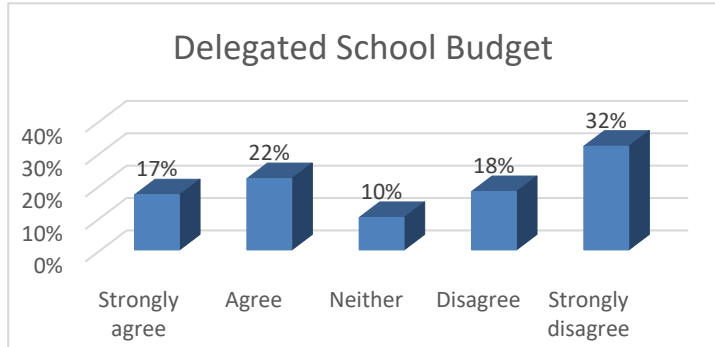
### 13. Delegated School's Budget

**3-Year Saving: £2.7m**

**Description:** While we will continue to provide full funding to meet the substantial increase in energy costs and teacher staff pay awards, we propose that the delegated budget to schools should be reduced by 2.1% in line with all other Council Departments. The management of the overall delegated school budget will be the responsibility of the school's governing body who will have to manage this reduction.

**Increase in Council Tax if not adopted: 2.50%**

**Average index score: -0.25**  
**Overall Rank (of 19): 19**  
**Sample Size: 2006**

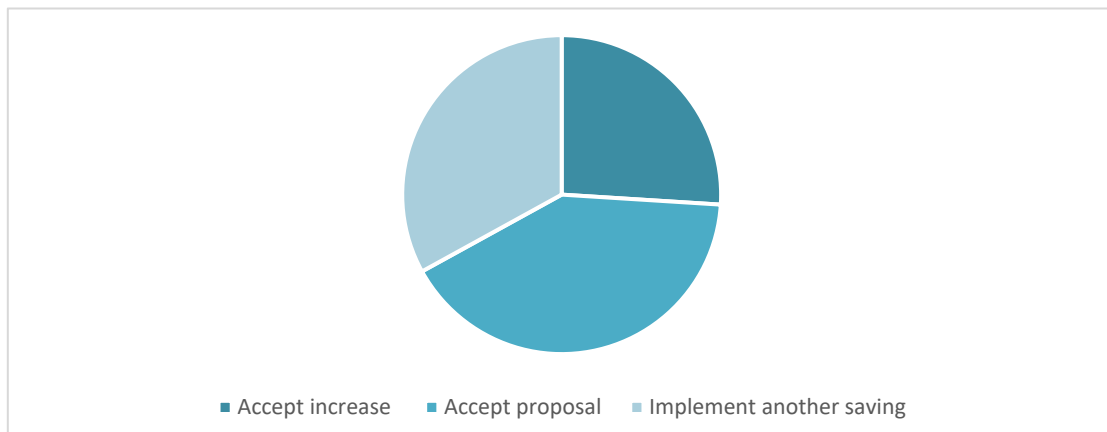


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	-0.97	-0.5	-0.11	0	-0.74	-0.67	-0.37	-0.04	-0.01	-0.14
Sample	38	548	861	339	23	12	988	749	229	161

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	-0.19	-0.1	-0.04	-0.13	-0.2	-0.09	-0.29	-0.24	-0.21	-0.09
Sample	380	58	26	601	905	541	914	338	376	139

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	-0.37	-0.03	-0.19	-0.22	-0.08	-0.15
Sample	569	200	467	217	202	200

Response to accepting a 2.5% increase in the Council Tax in order to avoid efficiency saving.



The Delegated Schools Budget proposal generated **75** comments

### Impact

- A majority view that education should be a 'protected service'
- Emphasis was given to the impact on pupils' social and mental wellbeing, educational attainment and longer-term career opportunities
- Widespread concern that the proposal will further compound the effects of Covid on pupils' learning and development, with reference made to challenges around social integration, speech and language and pupil behaviour
- Concern in relation to larger classroom sizes and fewer teachers / teaching assistants, placing additional pressures on schools
- Proposal will undermine the deliverability of the new Curriculum for Wales
- Fear that teachers may leave the profession
- Risk of schools being placed in Special Measures
- Disinvestment in education is penny wise and pound foolish, inhibiting long-term economic growth and prosperity
- Possible impacts on the use and development of the Welsh language were highlighted – implementation of Welsh in Education Strategic Plans (WESPs)
- Some agreement that the delegated schools budget should be reviewed but not to the detriment of smaller, local schools
- An alternative view that the delegated schools budget could be expended more efficiently
- Specific mention was made of Ysgol Heol Goffa and SEN provision

### Mitigation

- Review funding to support/ancillary functions such as Challenge Advisors
- Seek additional funding at a national level

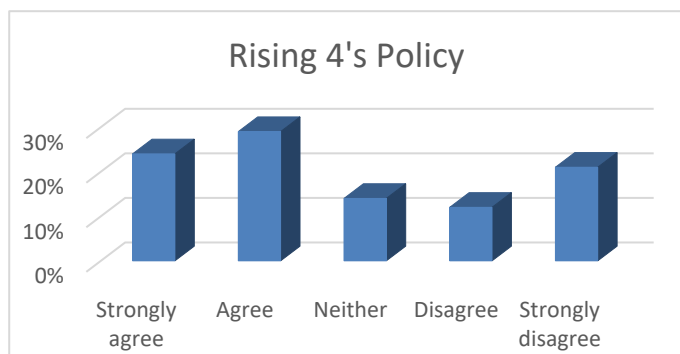
## 14. Rising 4's Policy

**3-Year Saving:** £500,000

**Description:** These non-statutory aged pupils receive a full-time education in a school when funding is available to provide this provision in alternative settings. The childcare funding for Wales provided by Welsh Government provides up to 30 hours free education and childcare for children aged between 3-4 for up to 48 weeks of the year. At a time when revenue expenditure is under extreme pressure, the funding of non-statutory full-time pupils at such an early age could be re-prioritised to fund other statutory functions from the schools delegated budget. Therefore, we are proposing to remove the rising 4's policy.

**Increase in Council Tax if not adopted:** 0.50%

**Average index score:** 0.22  
**Overall Rank (of 19):** 14  
**Sample Size:** 1997

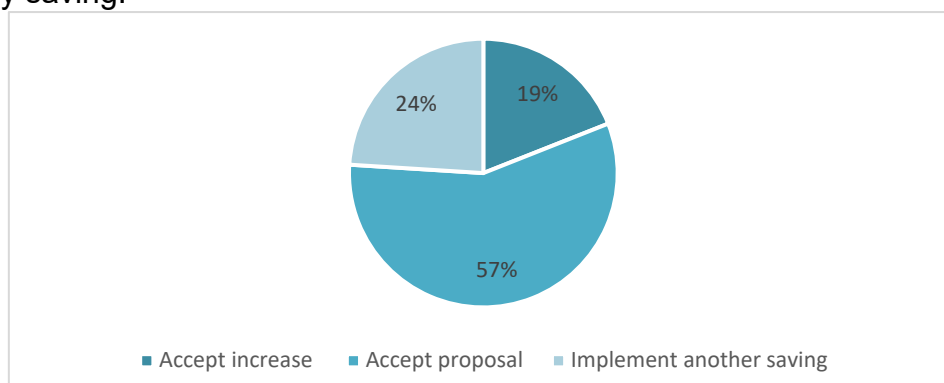


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	-0.88	-0.22	0.43	0.4	-1.04	-0.92	0.1	0.32	0.34	0.22
Sample	34	549	859	338	23	13	986	745	232	163

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	0.36	0.32	0.5	0.19	0.23	0.4	0.07	0.3	0.19	0.39
Sample	376	59	26	602	897	543	911	333	371	141

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	0.19	0.41	0.22	0.16	0.22	0.09
Sample	567	199	466	216	204	200

Response to accepting a 0.5% increase in the Council Tax in order to avoid efficiency saving.





This proposal received **31** comments:

### Impact

- A number were against the proposal, advocating that all children should be afforded the opportunity to begin school at 4 years
- Has an important role in preparing young children for education
- Many views that the policy facilitates parents' transition back into the workplace and its removal would place jobs at risk
- Costs of childcare are prohibitive
- Concern that there are insufficient nursery / childcare places to manage the impacts of the proposal
- A comment that the current policy is applied unequally across primary schools in Carmarthenshire and its removal would restore parity

### Mitigation

- Funding flexibility – it was suggested that childcare funding for Wales be used to cover the Rising 4's policy at parents' discretion

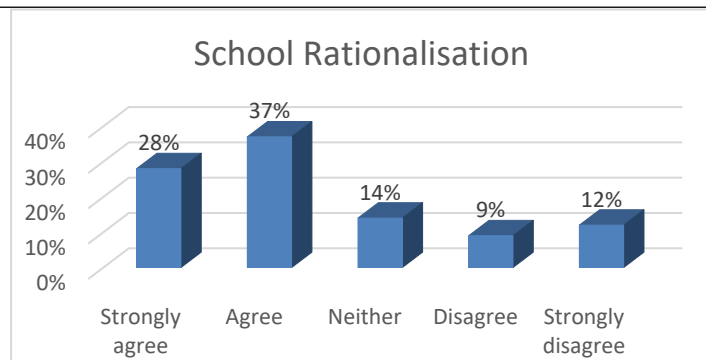
## 15. School Rationalisation

**3-Year Saving: £750,000**

**Description:** These non-statutory aged pupils receive a full-time education in a school when funding is available to provide this provision in alternative settings. The childcare funding for Wales provided by Welsh Government provides up to 30 hours free education and childcare for children aged between 3-4 for up to 48 weeks of the year. At a time when revenue expenditure is under extreme pressure, the funding of non-statutory full-time pupils at such an early age could be re-prioritised to fund other statutory functions from the schools delegated budget. Therefore, we are proposing to remove the rising 4's policy.

**Increase in Council Tax if not adopted: 0.72%**

**Average index score:** 0.61  
**Overall Rank (of 19):** 7  
**Sample Size:** 1991

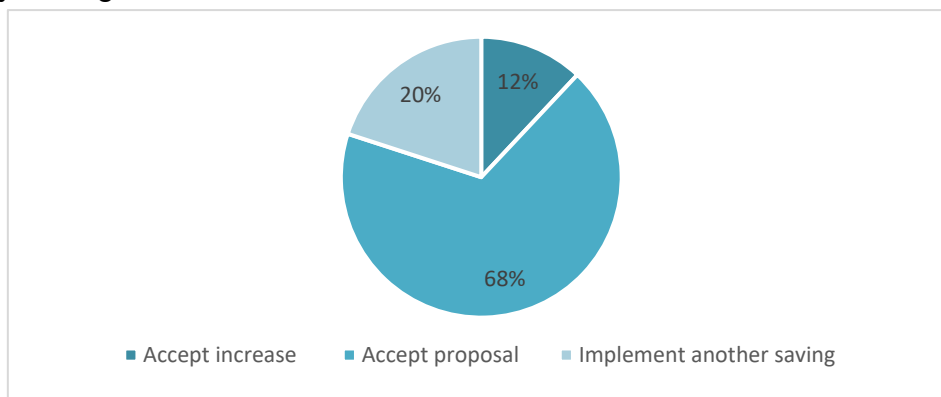


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	0.69	0.42	0.69	0.78	0	-0.55	0.51	0.77	0.61	0.7
Sample	36	540	858	340	23	11	975	753	230	162

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	0.66	0.71	0.84	0.57	0.65	0.61	0.67	0.57	0.65	0.68
Sample	376	58	25	598	897	541	906	335	372	139

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	0.52	0.58	0.78	0.43	0.98	0.52
Sample	565	196	462	218	201	565

Response to accepting a 0.5% increase in the Council Tax in order to avoid efficiency saving.



This proposal generated **53 comments**

### Impact

- Comments outlined the negative impacts on pupil wellbeing due to a change of routine, loss of social networks etc.
- Some respondents maintained this would have a disproportionate impact on rural schools
- A view that schools have an important 'community' / 'hub' role in smaller and/or remote areas
- Proposal may fuel urbanisation – pushing families away from rural areas to larger towns with a consequential impact on rural economies
- Some agreement that the consolidation / amalgamation of smaller schools is a necessary and fair measure to reducing operating costs
- Acknowledgment of the age and condition of some school buildings
- Merged schools could provide a better learning experience for pupils with improved access to resources and curriculum opportunities
- Concern that decommissioning schools will cause buildings to fall into a state of disrepair. Respondents requested consideration be given to a longer-term, cohesive strategy for repurposing and/or redeveloping empty buildings
- Proposal is generalised and requires further detail of the impact on specific schools / areas. Some requested the undertaking of an impact assessment for each school

### Mitigation

- Open up school buildings on evenings and weekends to generate income
- Give more prominence / weighting to school location and proximity when determining new planning applications
- Respondents cautioned against an over-reliance on school performance statistics as some factors (e.g. staff sickness) may reflect unfairly on individual schools. Consideration should be given to the wider social/community context

## 16. Youth Support Services

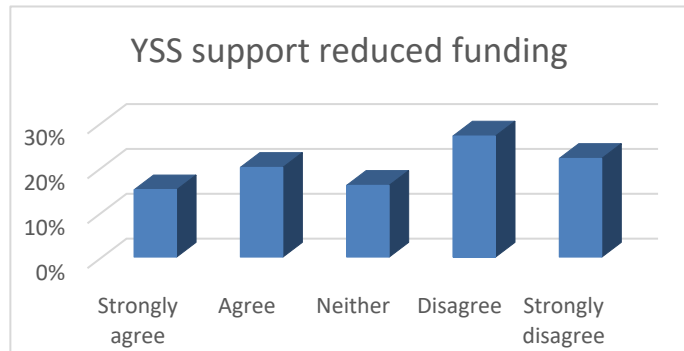
**3-Year Saving:** £100,000

**Description:** We are looking to reduce the financing of youth clubs by £16k and to seek alternative possible funding sources. Additionally, we are proposing that we reduce full-time school-based youth workers to 0.8FTE (Full-time equivalent). This can provide schools with the option to either fund the remaining 0.2FTE In addition, we will not be looking to fill vacant posts.

**Increase in Council Tax if not adopted:** 0.10%

### Youth support services reduced funding

**Average index score:** -0.20  
**Overall Rank (of 19):** 17  
**Sample Size:** 1954



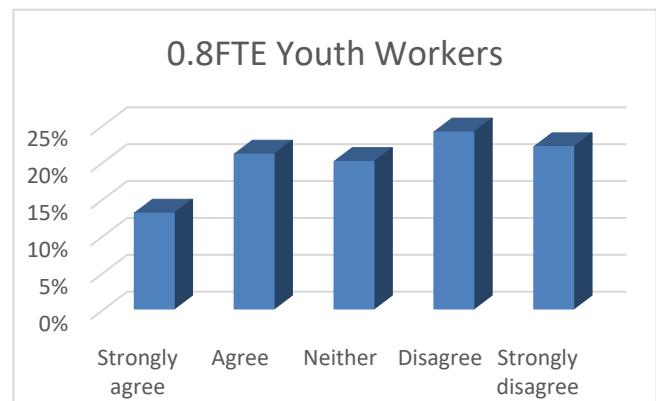
	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	0.43	-0.3	-0.12	-0.21	-0.05	-0.82	-0.32	0	-0.02	-0.09
Sample	37	532	842	332	20	11	960	733	230	161

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	-0.08	-0.21	-0.83	-0.12	-0.13	-0.17	-0.16	-0.19	-0.08	-0.26
Sample	371	57	24	600	880	531	888	332	365	138

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	-0.23	-0.08	-0.2	-0.16	-0.03	-0.19
Sample	566	191	461	207	199	197

### 0.8FTE Youth Workers

**Average index score:** -0.20  
**Overall Rank (of 19):** 18  
**Sample Size:** 1840

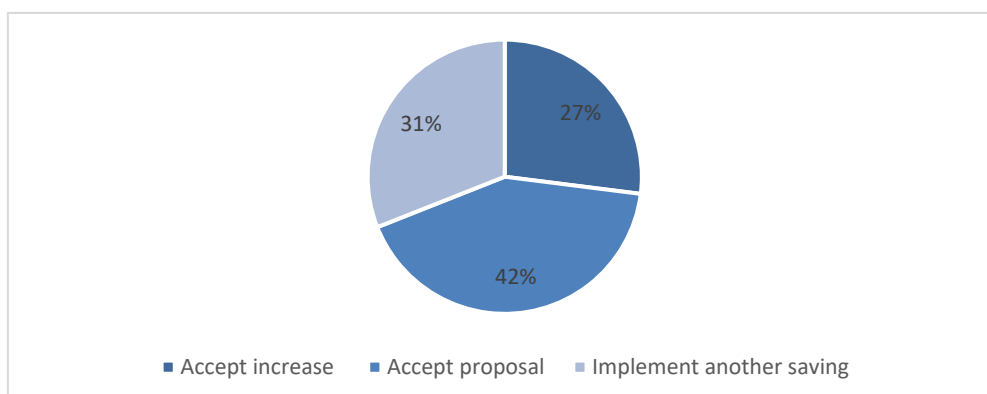


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	0.33	-0.3	-0.13	-0.13	0.16	-0.27	-0.3	0	-0.1	-0.1
Sample	36	522	786	298	19	11	915	681	215	158

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	-0.15	-0.2	-0.67	-0.1	-0.15	-0.19	-0.18	-0.09	-0.17	-0.23
Sample	346	55	24	563	826	496	844	305	338	130

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	-0.23	-0.12	-0.14	-0.1	-0.04	-0.2
Sample	531	181	426	195	182	194

Response to accepting a 0.10% increase in the Council Tax in order to avoid efficiency saving.



## 50 comments related to the Youth Support Services proposal

### Impact

- Youth services provide social, health and cultural benefits
- Widespread view that school youth workers are a valuable asset to children and young people
- Youth clubs have an important 'community' role and provide a creative outlet and safe/trusted space for young people
- Reference was made to the growing numbers of younger people with poor mental health/wellbeing
- Youth services should be preserved against a backdrop of child poverty and increasing socio-economic inequity
- Reduced provision will increase pressure and costs on other services including social care, safeguarding and policing
- A view that the loss of youth support services will be irreversible even if the economic position within the public sector improves

### Mitigation

- Explore opportunities for CCC Leisure to support youth services
- Use of volunteers to sustain the service

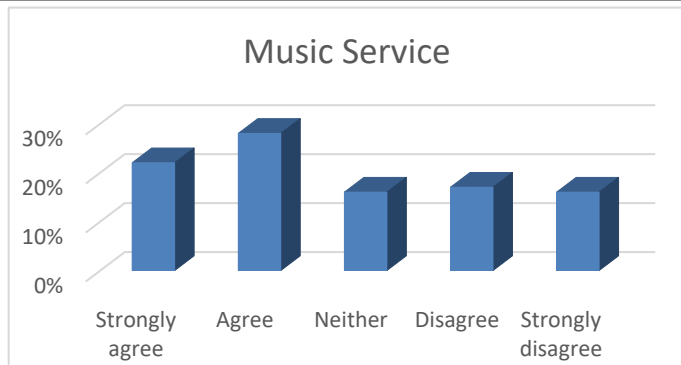
## 17. Music Service

**3-Year Saving:** £75,000

**Description:** We propose to look at all options to reduce costs including staffing and not appointing to vacant positions. We will review the skill set and balance required between staffing who hold qualified teacher status, paid on school teacher's pay and conditions, and those employed on a 'tutor' basis, aiming to meet the needs of schools efficiently.

**Increase in Council Tax if not adopted:** 0.07%

**Average index score:** 0.99  
**Overall Rank (of 19):** 5  
**Sample Size:** 1943

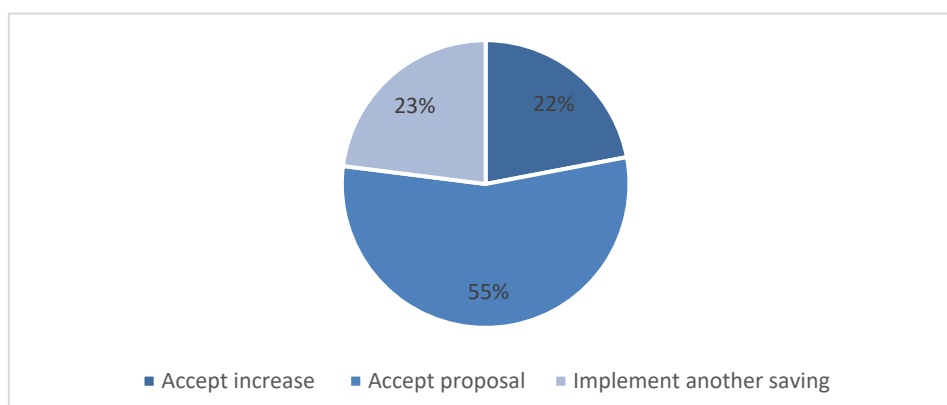


	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
AIS	1.03	0.91	1	1.13	1.29	1	0.96	1.03	0.96	0.9
Sample	39	524	839	331	21	11	952	733	223	159

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
AIS	0.92	1.03	1.13	0.96	1	0.97	1.03	0.91	0.94	0.94
Sample	365	59	24	591	874	529	887	324	365	131

	CA1	CA2	CA3	CA4	CA5	CA6
AIS	1.04	0.99	1.01	0.95	1.01	0.94
Sample	557	192	452	212	200	192

Response to accepting a 0.07% increase in the Council Tax in order to avoid efficiency saving.



### Impact

- A broad view that music fosters a more inclusive and diverse curriculum, broadening pupils' interests and transferrable skills outside of conventional academic subjects
- Support expressed for Carmarthenshire's Music Service with some respondents recalling how it has helped further their academic interests at further/high education level, launched careers in music and given rise to national performances (e.g. Eisteddfod)
- Several comments from young people against the proposal noting the confidence building, teamwork and escapism that the music service provides
- Concern that the proposal will limit the exposure of music education to young children
- Provides access to activities and experiences that many children cannot obtain at home
- Further efficiencies will jeopardise the viability and quality of the music service
- The proposal runs counter to the emphasis given to 'Expressive Arts' within the new Curriculum for Wales
- The need to support music because of its cultural significance to Wales was noted
- Concern that schools will be required to fund any deficit in provision
- Unfair on parents who already pay a contribution towards the music service
- Those in favour suggested music is not a core component of the curriculum and noted the wider savings required across education. Reasonable to ask parents to contribute to the cost of lessons
- A view that the remuneration of teachers should reflect the different roles and responsibilities of classroom and peripatetic music teachers/staff

### Mitigation

- Suggestions that parents should bear more of the cost as it is a 'desirable' service, with means-tested subsidies offered to those on low incomes to ensure the charge isn't prohibitive
- Offer music tuition in after school clubs
- Learning via YouTube, social media and private tutors

## Other comments relating to Education and Children's Services Department

**27** 'other' comments were submitted within the Education section and related to:

- Parity between Welsh and English medium education funding
- Review of Council staffing and pay structure
- Councillor remuneration
- Spending on infrastructure / capital projects
- Sale of Council buildings, facilitated by accommodating more staff at central locations
- Structure and format of survey

## Members engagement: Education and Children's Services

- Some members were not in favour of closing small schools, whilst others recognised the need to look at small school provision, given the scale of the budget challenges, and wider non-financial considerations such as difficulty recruiting staff, leadership issues and maintenance challenges. Recognition that admin etc required for a school was now so significant that for a small school this was too much and it was not fair on the pupils. Recognition that whilst federation could be considered in some areas, this would still mean two school buildings, so minimal savings. The process needs to be carefully managed and transparent, and each case needs to be considered on its merits, including the impact on school transport and safe routes to schools provision. Suggestion that consideration could be given to asset transfer to local or community groups as their could be unforeseen costs of unused assets. Comment made over the possible beneficial role of small schools for ALN
- The 2.1% reduction to delegated schools budget was seen as a necessary evil – “need to be realistic”, with members suggesting that governors may need training to manage budget reductions. There was concern over the negative impact on staff pressure, and that small schools in particular may have little or nothing to cut as the budget was so tight. There was positive recognition that the council was providing funding for energy costs and pay increases, taking some of the pressure off
- Members felt that the current youth club provision did not cover all areas of the county and may not be equitable. Suggestion that Town and Community councils should be more involved in local provision and could possibly access grants (suggestion of police funding). A possible link was made between a reduction in the youth provision and an increase in future offending rates and/or substance misuse, so may not be effective in the long run. Consideration to be given to phasing the savings over 2 years possibly
- Members felt that that any change to the rising 4s policy needed to be equitable, with possibly all children starting in the September term. There was recognition that any change would a difficult impact on schools, particularly small schools. Also this could create some difficulties for working parents, though it was recognised alternative provision would be available. Suggestion that a change of approach could create a safeguarding issue for vulnerable families
- Some Members were not in favour of using more grant funding towards children's services – as a statutory service they felt it should be core funded, whilst others welcomed maximisation of grants available to the service. There was concern that it may not be realistic to cut the budget, as this could result in a risk to statutory duties

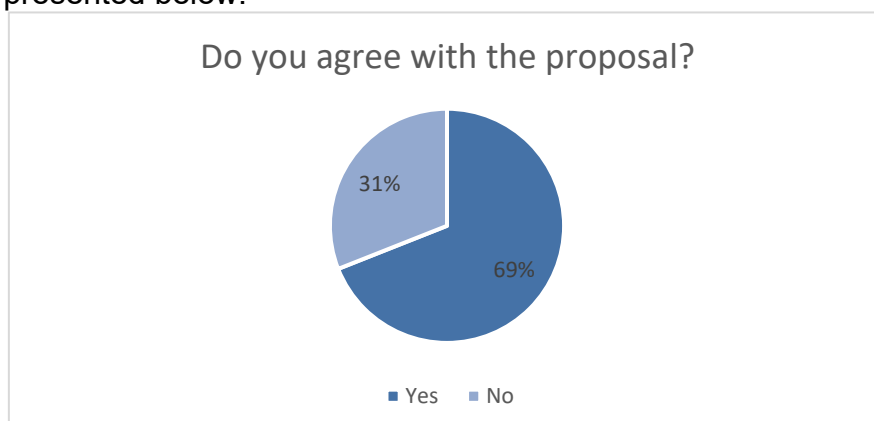


which could cost more. Early intervention is both better and cheaper than dealing with potentially more devastating outcomes

- When considering the School Music Service, members questioned whether the new curriculum meant that this should be core funded by Welsh Government. It was felt that it was a service which needs to be provided, it linked to a growing creative industry and was of benefit to pupil wellbeing during the pandemic. Also seen as not the right time given the Urdd Eisteddfod coming to Llandovery this year.
- Members agreed with the proposal to reduce early years non maintained support
- Members were concerned with the practicalities of sharing redundancy costs with schools and how achievable this was, especially if the school was already in deficit. They were however supportive of improved efforts to redeploy staff and avoid redundancies.
- Some members were happy with departmental administrative efficiencies, whilst others were concerned this could have a negative effect on the service received by schools, with existing concerns already over the time taken to provide some information.

### Increase in chargeable services

Participants were asked to give their opinion on whether chargeable services such as; green waste collection, leisure services, school meals, car parking, adult social care, and public protection etc. should increase in line with 10% inflation. The results are presented below.



	16-24	25-44	45-64	65+	Pregnant	Mat/Pat	Female	Male	Disabled	Gender Reas.
Yes	68%	71%	71%	67%	70%	67%	71%	70%	0%	61%
No	32%	29%	29%	33%	30%	33%	29%	30	100%	39%

	Carers	LGBTQ+	BME	Single	Religion	less £20k	£20-39k	£40k+	Welsh Language	Armed forces
Yes	69%	70%	77%	67%	70%	65%	75%	64%	71%	71%
No	31%	30%	23%	33%	30%	35%	25%	36%	29%	29%

	CA1	CA2	CA3	CA4	CA5	CA6
Yes	73%	77%	72%	63%	70%	70%
No	27%	23%	28%	37%	30%	30%

A wide range of viewpoints were expressed. Whilst there was broad understanding of the budgetary challenges faced by the Council, a high number of comments received suggested that a **blanket 10% inflationary increase** in chargeable fees across all service areas would not be reasonable. A 'one size fits all' approach would, in the views of many respondents, have a disproportionate impact on certain demographic cohorts who rely most upon these services.

In particular, concern was expressed at the current **cost of school meals** against the backdrop of the cost-of-living crisis and the additional pressure that would be placed on families should the costs of this service increase. Furthermore, it was felt that **increases to leisure centre fees** would be counterproductive in light of the upward trend in obesity and physical inactivity, with the subsequent risk of exacerbating demand on the NHS. Respondents emphasised the importance of leisure centres to promoting good physical and mental wellbeing.

A similar sentiment was conveyed in relation to **car parking charges** with numerous respondents stating that increased fees would deter residents and visitors from shopping at town centres to the economic detriment of local businesses. In response, some participants advocated for free car parking to increase town centre footfall.

Many respondents agreed with the principle of the proposal but queried the **affordability** of a universal 10% increase at a time when wages/income/pensions have not kept track with inflation.

In contrast to a blanket methodology, respondents recommended the council adopt a more **flexible approach** whereby the quantum of any increases are tailored to individual service areas based on an assessment of need/impact. Accordingly, this would enable some chargeable services to be increased by a reduced amount (i.e. below inflation) or maintained at current pricing levels.

There was also broad recognition of the need to consider a raise in incoming generating fees to **mitigate against any further increases in council tax** and if all other options for reducing council services have been exhausted. Many respondents indicated that they would be against a rise in council tax and/or would favour an increase in charges over a **reduction in the scope or quality of council services**.

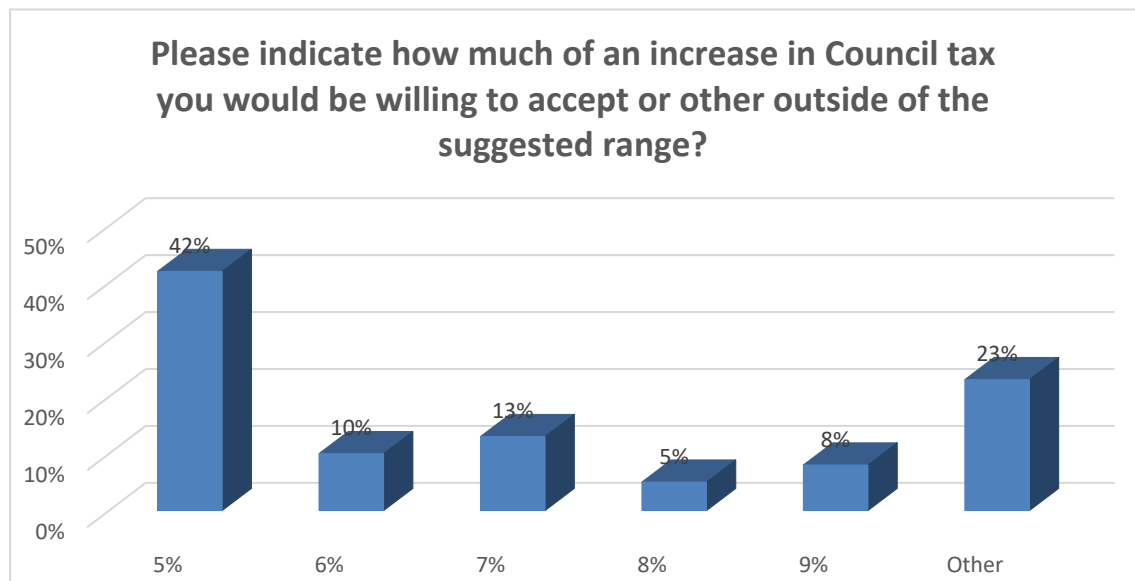
A number of other views were put forward for the Council's consideration:

- Increased fees will bring to bear negative **social, economic and environmental impacts**
- Increases to **adult social care** fees may make the service inaccessible and unaffordable for those in greatest need. Consequent risk of increasing the pressure on unpaid carers
- '**Snowball / domino effect**' – increased fees could lower the take up of services, reducing their overall viability and quality and placing jobs at risk as long-term demand is reduced
- Ensure appropriate **procurement processes** are in place in relation to school meals to facilitate value for money and local sourcing of foods
- Implement voluntary charging for **breakfast clubs**

- **Variable pricing for leisure services** based on demand / time of day (i.e. charge less during 'off peak' times)
- Council's **staffing and pay structure** should be reviewed
- Comments on **councillor remuneration**
- Use of **council reserves** to minimise cost increases
- Observations that **council protocols** in relation to signage, Welsh language, equalities and planning offer opportunities for efficiency savings
- A review of **current infrastructure projects** was suggested
- A view that residents face a 'double charge' to maintain the status quo - a raise in income generating fees together with a concurrent increase in council tax
- Agreement with the proposal on the proviso that the council undertakes a **regular review of the inflation rate** and is **responsive to any fluctuations**, passing on any reduction to service users without delay
- Views against the **closure of St Clears Leisure Centre** – these are considered on page 12.

## Council Tax

Respondents were asked to indicate how much of an increase in Council Tax they would be willing to accept. Results are presented in the bar graph below.



Sample: 1929

Teams from 10 secondary schools across Carmarthenshire have given their views on proposals in the Council's budget as part of an event designed to engage with young people. The Council's annual Insight event is open to all secondary schools in the county and gives pupils the chance to put themselves in the roles of the Council's Cabinet and discuss their opinions on the proposed budget. This year, pupils from years 10-13 from Ysgol y Strade, Ysgol Gyfun Emlyn, QE High, Dyffryn Taf, Ysgol Gyfun Bro Myrddin, Coedcae, Bryngwyn, Glan-y-Mor, Dyffryn Aman, Ysgol Bro Dinefwr took part in the event on Thursday January 26 at County Hall in Carmarthen.

The aim of the event is to introduce young people to local government and give them an insight into the challenges on a day-to-day basis. It is also an opportunity for Cabinet Members to hear pupils' views and discuss with them directly about issues that matter to them. The task involved discussing and determining which efficiencies pupils would like to keep and which to remove, taking into account how it would be managed, its impact and how it would be communicated. As Cabinet Members they were required to compromise and negotiate to ensure that the Council had the right strategy which best suits the residents of Carmarthenshire. Each school group selected a Leader and Deputy Leader which presented the teams recommendations to Cabinet members and senior staff. A summary of the key points raised are presented below.

### 1) St Clears Leisure Centre

- Majority of school groups felt that this efficiency should be made as there are a number of local alternatives available. Pupils made specific reference to Carmarthen Leisure centre which has better facilities and is in close proximity.
- Some groups noted that the St Clears Leisure Centre building is in poor condition and that the upkeep of the building is becoming unsustainable.
- Dyffryn Aman and QE High noted that St Clears leisure centre could be sold to private leisure facilities to continue to offer leisure facilities in the area
- Ysgol y Strade suggested that an asset transfer could be done with the Town and Community Council using an alternative model. They proposed that no funding should be given in the first year to allow time for the Town and Community Council to demonstrate that it is a viable business. Following this period, funding would be issued in year 2 and reduced year on year.

### 2) Pendine Outdoor Education Centre

- Most of the schools agreed that Pendine Outdoor Education Centre should remain as an efficiency as the building and facilities are in a bad state of repair and is becoming unsustainable.
- Many schools including Bro Dinefwr, Glan-y-Môr, and QE High noted that alternative provision should be set up elsewhere within the County to accommodate the closure.
- Bro Dinefwr noted that there are other centres within and outside of the County which have better facilities which are better used.
- Many groups including Ysgol Gyfun Emlyn, Coedcae, Bryngwyn noted that the facility is dated and does not generate enough income.

### **3) Library Services**

- There were mixed feelings regarding the Library services proposal. For example Dyffryn Taf, Coedcae and Glan-Y-Môr groups felt that it is a vital asset for smaller, rural communities and is vital to maintain community spirit.
- Dyffryn Taf and Coedcae also noted that libraries are vital for young people and the older generation and more should be done to increase footfall for all ages.
- Dyffryn Taf and Glan-y-Môr also noted that libraries should be changed to provide working spaces and not just have 'books'.
- Alternatively, other groups noted that whilst smaller branch libraries will be a loss, alternative provision is provided through online services with some suggesting that schools could host the libraries in smaller rural areas.

### **4) Introduce charging at 9 car parks**

- The majority of groups agreed with this proposal however some alternative suggestions were made. Specifically, Strade noted that there should be a reward scheme for people parking at the car parks if they are shopping locally whereby, they would have a reduced rate if they have purchased anything in the town/village (e.g., similar to ASDA, Llanelli car park).
- Glan-y-Môr noted that there should be a free time period as customers may use the carpark for very minimal time to 'pop in' to the local shops. Having a charge may drive away customers to areas (such as Retail parks) instead of buying in their local town/village.
- Bro Myrddin noted that areas which are for vocational or leisure use should be charged however areas where the parking is needed for shopping (e.g., Burry Port and Kidwelly) should remain free as there are no alternatives.

### **5) Charge for commercial use**

- Majority of groups agreed with this efficiency. Groups such as Dyffryn Amman noted that Health services (e.g., Blood banks, food banks) should not receive a charge.
- All groups agreed that most commercial companies should be charged for the use of car parks.

### **6) Publication of Planning Applications**

- All groups agreed to keep this efficiency in the budget. Some noted that Social media and digital means should be explored.

### **7) Parking permits**

- All groups agreed to keep this proposal as an efficiency within the budget with some suggesting that the charge should increase if residents have multiple vehicles.

### **8) Countryside Access**

- Majority of groups agreed to retain this proposal in the budget. Some schools such as Bro Dinefwr disagreed and noted that the cutting of vegetation should be done by professionals to ensure that it is maintained properly and there is consistency.

### **9) NantyCi Park & Ride**

- Most school groups agreed to retain this efficiency proposal. Pupils noted that the service is insufficiently used and if HDdHB want to continue to keep the service then they would have to continue funding it.

### **10) Household waste recycling centres (HWRCs)**

- The majority of groups supported this proposal. Closure times should be evidenced based and opening times should also be based on footfall.
- Schools such as Dyffryn Taf and QE High noted that educational campaigns should be held in schools to promote recycling in schools.

### **11) Litter Bins**

- Majority of schools agreed with this proposal on the basis that the bins removed are from laybys and not in areas where they are needed. Many expressed that layby bins should be removed as they are being misused.

### **12) School crossing patrol**

- There were mixed feelings regarding the school crossing patrol proposal. Some schools thought that the efficiency is reasonable and only the 30 areas should be patrolled. Additionally, pupils believed that it is the responsibility of the parent and guardian to ensure that their child arrives to school safely.
- Some noted that removing school crossing patrols could be dangerous and each area should be assessed by the Council.

### **13) Delegated Schools Budget**

- Most school groups disagreed with this efficiency proposal noting that schools are currently under significant pressures. However, a number of schools suggested that the amount deduced from school budgets should be reduced (e.g., Ysgol Emlyn 1%, Dyffryn Amman 1.2%).
- QE High suggested that schools should look to generate income themselves to help the financial difficulties.
- Ysgol Emlyn also noted that during this financial crisis it is important that education continues to be supported as a 'more educated workforce means more people in work'. Further they also suggested combining proposals moving libraries into schools to generate income.

### **14) Primary Schools Rising 4's Policy**

- The majority of school groups agreed to retain this proposal. However, Coedcae noted that this may impact children's ability to socialise and be more comfortable with school earlier. This may have an impact on attendance in future years.
- Some noted that this may have an impact on Welsh language skills as young pupils are starting to learn the language in social environments later.

### **15) School Rationalisation**

- Whilst there were rigorous discussions held in the majority of groups, overall there was an acceptance of this proposal. Some noted that some areas will lose their community as there is no school in smaller towns/villages. However, Ysgol Emlyn noted that there will be a community as the majority of those pupils will attend the same school.

- Bro Dinefwr noted that the reduction of schools would cost less for the Council due to maintenance of older school buildings.
- QE High noted that bigger, newer schools can help educate young pupils and become 21<sup>st</sup> century schools.
- Bro Myrddin agreed with the proposal and noted that the merging of schools can help educate pupils better as they will be able to pool resources and expertise.

## **16) Youth Support Services**

- Most school groups disagreed with the Youth Support Services proposals. Ysgol Emlyn noted that Covid-19 has impacted young people massively and that support should be increased rather than reduced.
- Additionally, Coedcae noted that Youth Services support young peoples' mental health and gives them an opportunity to socialise and destress.
- Dyffryn Amman noted that rather than a blanket approach, each school should be assessed case-by-case to identify need.

## **17) Music Service**

- Most schools agreed that this proposal should be removed. Some schools such as Bringwyn indicated that the service should be enhanced rather than reduced.
- Dyffryn Taf noted that the Music Service and learning to play instruments should be encouraged as it builds character and improves learning. Additionally, they would also like to see more modern, rather than classical/traditional aspects being offered.
- Ysgol Emlyn also noted that learning music is beneficial for pupils wellbeing and many pupils will not have the opportunity to experience this outside of school. In addition, they raised the potential impact on charging low income families to use the Music service and highlighted that the service would not be accessible for all.



## 6) NOTES FROM BUDGET CONSULTATION MEETINGS

### Schools Strategy Budget Forum – 11<sup>th</sup> January 2023

Aneirin Thomas (AT) Head of Education & Inclusion services  
Randal Hemingway (RH) Head of Financial Services  
Susannah Nolan (SN), Group Accountant, Education & Children  
Gareth Morgans (GM) Director of Education & Children  
Peter Evans (PE) Headteacher Bro Banw  
Simon Davies (SD) Head of Access to Education  
John Jones, (JJ) Headteacher Glanymor  
Allan Carter (AT) Schools Transformation and Change Manager  
Paul Jones (PJ) Headteacher Bryngwyn

AT welcomed Randall Hemingway and Susannah Nolan to the forum and outlined that this year we will be facing a number of significant challenges.

The current shortfall for the Carmarthenshire County Council falls well below what we were expecting, however the current figure is still substantial. Proposals in terms of meeting the funding gap have already been identified. AT urged colleagues to undertake the consultation survey on the budget as feedback is vital from everybody concerned.

RH proceeded to take colleagues through the corporate picture and how schools fit within this, including the proposals for delegated schools' budget. RH provided an outlook for the year ahead and years two and three and detailed information in regard to pay and energy costs which of course affects all schools.

Welsh Government have taken on board the lobbying by authorities and the budgetary settlement is better. Welsh Government funding represents around three-quarters of the authority's yearly funding. This year, although the settlement is much better than expected, the inflationary increase is unprecedented.

RH proceeded to show colleagues a year-on-year chart of funding awards. All Wales average increase is 7.9%. Carmarthenshire County Council is overall 8.5% increase. Indicative figures are around 3.0% for Year 2. The final Welsh Government budget will be published on 7th March. The authority must set figures for Council Tax by the 10th of March.

In terms of pressure, we have allowed £12 million which will need to cover everything e.g., heating in care homes, school meals. In terms of pay, this is by far the largest budgetary item on every school budget.

The Teacher's Pay award is currently a risk for the LA. The increase of 5% was accepted by Welsh Government but as yet has not been accepted by unions. For next year, we have assumed 5%.

There are some positives e.g., pension fund is performing well and provides a one-off sum to help plug the budget gap. In addition, a move to actual 'Spinal points' for salaries will realise additional funding- this does not directly impact school budgets. Proposal to increase all fees at a rate of 10%.



Energy cost increases have been included and factored for next year.

On Education and Children funding, our approach for schools is a 2.1% reduction. However additional funding will be identified to meet pay, energy and inflation costs. Departmental forecasts for the next years were then divulged to colleagues.

£700,000 available to enable Cabinet to address budget consultation outcomes.

We welcome your views; survey is open until 29th January, and cabinet meetings will commence on the formal budget 13th February.

AT thanked RH for his comprehensive observations.

GM hoped that these details did not come as too much of a surprise. We are looking at offering up around £1.75 million of savings for the Education and Children Services.

We will be looking at making a 2.1% reduction in school budgets. We are concerned about the impact of the £2.7 million cut especially in our smaller schools.

Directors have been asked to identify pressures; our main concerns are allowances we pay our foster parents and managing to keep our learners in Carmarthenshire especially those who require special and additional measures. There is currently a huge ALN demand and our legal obligations in meeting needs. Another pressure is the school meals service and the cost of food.

These are policy proposals.

£2.7 million cut in school budgets, schools may wish to work out the impact that this cut will mean to their individual schools.

Policy proposal for year 2 and 3- a review of school footprint and school improvement requirements. The model of maintaining 112 schools is unsustainable.

Saving around £225,000 across the department in Better Ways of Working, with the reduction of travel time, working from home/hybrid models.

A new way we manage redundancies- there is a central budget for this which needs to be reviewed.

Support for Early Years and non-maintained sectors, looking at how we provide support to these settings efficiently and cost-effectively.

Partneriaeth is partly contributed to by us as an authority. We have negotiated with the Partneriaeth and this year there will be a reduction in our contribution.

Youth Services- in discussion on reducing general costs, travel, etc, and making better use of grant funding.

£250,000 saving against Children Services, Jan Coles is looking at how to make better use of the system we currently have.

These will be challenging and difficult to deliver and will impact indirectly on learners and schools. The Director mentioned that this is one of the most difficult budgets we have ever had to set. Next year, could be even more difficult. These issues will be with us for the foreseeable future. Some of our families are struggling and our schools need to be commended for assisting our schools.

The Director wanted to thank our primary schools in terms of the roll-out of free school meals and there has been a significant uptake of this offer and understands that the funding of this is putting extra pressure on school catering budgets.

The floor was then opened for any questions.

PE asked in terms of the footprint of schools what type of reduction are we looking at.

The Director mentioned a workshop with members in these terms, where we set the stall out around ALN, Leadership, condition of buildings etc. The ultimate decision will lie with the Cabinet in terms of how they wish to proceed. We will hopefully see a decision on this before the end of this academic year. SD mentioned that it all depends what fits for any particular area of schools and age ranges.

JJ asked whether these cuts would have an impact on capital projects as well. The Director mentioned that the capital agenda is a key component for Carmarthenshire County Council, the decision will probably be made to leave the capital monies currently but possibly have to dip into, in the future.

RH mentioned that the draft budget for capital monies is yet to be written up, there is not a huge amount of cash to use.

GJ mentioned that statutory and curricular requirements are obligations every school needs to meet, and some schools may have to set deficit budgets. The Director noted that there is a process of licencing a deficit budget and we collaborate with schools to resolve issues.

AT added that pupil numbers will impact funding and also grant funding, what is important is that we focus on what has worked well in the past in terms of planning ahead.

GJ asked as to when we could expect the figures to set budgets. The Director mentioned that the authority budget will discuss the budget on the 1st of March, SN and team will then get numbers out to schools. They will work on the forecasts, but SN kindly asked if colleagues could get their pupil numbers to the Data Team as soon as they can, this would help matters significantly.

AT, it was noted that SLA costs are yet to be deducted from school budgets. AC reassured colleagues in terms of SLA's that these issues are currently being addressed.

PE asked whether secondary schools still have budget re-runs? SN replied that they do and the reasons for that approach.

PJ suggested the sharing of good practice between primary/secondary and addressing overlap and streamlining services for children. AT agreed and this will be discussed at a future forum.

In conclusion AT wished to ask colleagues that this forum is looking for a new Chair.

Chris Moore (CM), Director of Corporate Services  
Randal Hemingway (RH) Head of Financial Services  
Rob Young (RY), Lead HR Business Partner  
Mark Evans (ME), Unison  
Jonathan James (JJ), GMB  
Brian Harries (BH), Unite

CM shared the Revenue Budget Strategy that was presented at Cabinet 9<sup>th</sup> January 2023. CM explained that we have been in austerity for over 10 years and the challenges keep on coming. Raising Council Tax is not an ideal option. Settlement was far better than expected, 8.5% for us where we were predicted 3.6%. Savings target for 23/24 - £9.4m, 24/25 - £6.4m and 25/26 - £4.5m. Final settlement will not come through until March.

The new waste strategy of 3 weekly collections is seen to the public as a cut however it is a push to increase recycling which will actually cost more.

Due to a consequence of inflation and pay awards, there was a £38m gap at the start of the year. Pay rise cost 7.1% - 3.1% extra than budgeted. 4% has been put aside for teachers with an extra 1%, still unsure of outcome, there is no extra money put aside for teachers, WG would have to ask UKG.

If we don't put Council Tax up there will have to be cuts elsewhere. Reiterated that the new Waste Strategy has been put in place to encourage the public to recycle more not a cut on a service.

Due to the performance of the Dyfed Pension Fund, we can reduce employer's contributions, which will offset some pressures by approximately £3m, this does not affect staff's pension.

We have made a saving of £2m on NI contributions.

We have also taken out the 'slack' on spinal point grades so that that budget cannot be used which is a saving.

CM touched very briefly on the fact that our electric and gas costs have increased three-fold.

Comments from Union members:

ME - 8.5% on inflation is still a cut, should not be called a no cuts budget. Unions object to the so-called survey. The proposal's effect people who are already struggling. School cuts directly affect children's education, closing leisure centres impacts on health and wellbeing. Unions have issues with the people making the decisions not the officers. Strongly worded motion does not cut it and using reserves to plug gaps will just make us worse off next year. Also suggested we set a no cuts budget which is not balanced and ask for more money from WG.

**CM – Explained that the Council was required by law to set a balanced budget and as Section 151 officer he was duty bound to advise members against setting an unlawful budget.**

JJ – questioned why we hadn't hit our waste target?

ME – staff have been led to believe that we have received a fine.

**CM / RH – query the fine with the Department, both are unaware of any fine, as we are being seen to work towards the goals set by WG, with regards to changing vehicles etc.**

JJ – asked whether we had paid towards the new electric vehicles? Electric vehicles do not work in rural communities, would have been better to spend the money elsewhere.

**RH – Confirmed we received grant funding.**

JJ – questioned should LA's be pushing back on agenda items such as the new Waste Strategy with WG and asking to use the money elsewhere.

**RH – explained that they have raised pushing back on some areas, such as the 20mph limit, no feedback has been received to date.**

**CM – CJC's pushed back on draft budget from £1.5m to £600k**

JJ – With the rise in Council Tax, staff's pay rise will have gone, and members of the public see the rise and service cuts such as waste collection. JJ also raised the validity of using Band D to investigate figures.

**RH – Confirmed that  $\frac{3}{4}$  of the properties in Carmarthenshire are Band A-D**

ME – believes there are inconsistencies regarding the 0% Carbon Footprint agenda, the issue is being transferred to staff working from home using their electric/gas.

JJ – queried whether agency staff had been costed into the budget.

**CM – Yes costs have been built into the budget.**

**RY – confirmed that spend for last year was £2.5m for corporate agency staff and £4.5m for schools.**

JJ – Concerns that agency staff are used on a more permanent basis.

**CM – During consultation process a Councillor has raised that we should be looking at a pool of teachers within the Authority, dialogue is required.**

JJ – Suggested that we should be providing the private sector our services to make income and we should be putting proposals to WG to change this Legislation. JJ

gave an example of ash die back issue, public are paying for private companies to cut them down rather than CCC, when they are already on site. The staff have never been asked their views on how they can make money.

**CM – There are certain Governance and Legislation in place that prevent this. CM will feedback the lack of communication to Ainsley Williams.**

JJ – Unions want to see the removal of spinal points to allow just 2 and was told there was money available if that's not the case there will be strike action.

**CM – the removal of spinal points was not included in the budget the report has not been finalised.**

**CM closed the meeting by re-iterating that balancing the books is challenging.**

JJ said that bringing back working groups to liaise with staff would be good.

**CM will take this back to WW.**

## 7) MINUTES OF SCRUTINY COMMITTEE MEETINGS

### CORPORATE PERFORMANCE & RESOURCES SCRUTINY COMMITTEE

**MONDAY, 30 JANUARY 2023**

The Cabinet Member for Resources presented the Revenue Budget Strategy 2023/24 to 2025/26 which had been endorsed by the Cabinet for consultation purposes at its meeting on 9<sup>th</sup> January 2023.

The report indicated that, after adjustments for Welsh Government identified transfers, the increase in the provisional settlement for Carmarthenshire was 8.5% (£26.432 million). The Aggregate External Finance (AEF) had therefore increased to £338.017 million in 2023/24. Whilst the settlement was significantly above the indicative figure of a 3.4% increase and provided £15.5m more than the original assumption, Welsh Government had recognised that the increased figure would not be enough to meet the inflationary pressures currently facing councils and that difficult decisions would therefore need to be made.

It was noted that whilst significant work had already been undertaken in preparing the budget, the report was only an initial position statement which would be updated over the coming months as the budget was further developed. However, it was reported that due to the delays in the provisional settlement, and the consequential impact on Welsh Government's budget finalisation, the publication of the final settlement would not be published until the 7<sup>th</sup> March 2023.

In recognising the critical importance of minimising the Council Tax increase for residents during the current cost of living crisis, it was considered necessary to respond to the current risks around this Budget Strategy and the ongoing inflationary backdrop. The Budget Strategy, in line with the Medium Term Financial Plan proposed that the Council Tax for 2023/24 be increased to 7%, which sought to mitigate reductions to critical services. The proposal would be considered as part of the budget finalisation process over the next month or so and when the Authority would receive

further clarification on cost and grant funding with a view to limiting the Council Tax increase as far as possible. Final budget proposals would then be presented to the Cabinet mid/late February, which would allow a balanced budget to be presented to County Council on the 1st March 2023.

Amongst the issues raised during consideration of the report were the following:

- The Director of Corporate Resources agreed to circulate a list of those schools which currently had a budget deficit;
- In response to a concern regarding the proposed 'Reduction in the Hardware Replacement Programme', including staff laptops etc., as a savings proposal the Head of ICT & Corporate Policy expressed confidence that the impact could be minimised;
- Concerns were expressed that the removal of the civic and cabinet vehicles was included as a savings proposal.

**RESOLVED to accept the report and endorse the Charging Digest subject to the Cabinet being requested to retain the civic and cabinet vehicles.**

## PLACE, SUSTAINABILITY & CLIMATE CHANGE SCRUTINY COMMITTEE

**23 JANUARY 2023**

[Note: Councillors A. Davies, D. Phillips and G. Thomas declared a personal interest in this item. They remained in the meeting, took part in the deliberations and voting thereof.]

The Committee considered a report on the Council's Revenue Budget Strategy 2023/24 to 2025/26, as endorsed by the Cabinet for consultation purposes at its meeting held on the 9<sup>th</sup> January 2023. The report provided Members with the current view of the Revenue Budget for 2023/2024 together with indicative figures for the 2024/2025 and 2025/2026 financial years based on officers' projections of spending requirements and took account of the provisional settlement issued by Welsh Government on the 14<sup>th</sup> December 2022.

The Committee was informed that the announced provisional settlement represented an average increase of 8.0% across Wales on the 2022/23 settlement, with Carmarthenshire's increase being 8.5% (£26.432mm) thereby taking the Aggregate External Finance to £338.017m for 2023/24. While the settlement was significantly above the initial indicative figure of a 3.4% increase and provided some £15.5m more than the Council's original assumption, the Welsh Government had recognised the increased figure would still not be sufficient to meet inflationary pressures facing councils, pay awards and fuel price increases and difficult decisions would need to be made.

Whilst the budget proposals assumed the full delivery of all savings proposals, it was noted further work would be required to develop the cost reductions for the 2024/25



and 2025/26 financial years to be able to maintain the current Budget Strategy and level of Council tax.

It was noted that given the current risks around the Budget Strategy and the ongoing inflationary backdrop, together with other budgetary pressures, the proposed Council Tax increase for 2023/24 had been set at 7% to mitigate reductions to critical services. In years 2 and 3, the financial picture remained uncertain and, as such, modelled indicative Council Tax rises of 4% and 3% had been made purely for planning purposes and sought to strike a balance with budget reductions. Those proposals would be considered by the Council in setting the Council Tax level for 2023/24 at its meeting on the 1<sup>st</sup> March 2023. Additionally, as the Welsh Government final settlement figure was not due to be announced until the 7<sup>th</sup> March, 2023 any amendments required to be considered to the budget strategy as a result of that announcement would need to be considered by Council.

The Committee thereupon considered the following detailed budget information appended to the Strategy relevant to its remit:

- **Appendix A(i)** – Efficiency summary for the Environment and Public Protection Services;
- **Appendix A(ii)** – Growth Pressures summary for the for the Environment Service;
- **Appendix B** – Budget monitoring report for the Environment and Public Protection Services;
- **Appendix C** – Charging Digest for the Environment and Public Protection Services.

The following questions/issues were raised on the report:-

Queries raised on the Appendix Ai (Savings Proposals):

- Reference was made to Traffic Management and the implementation of road safety/speed management schemes. In respect of the efficiency description 'Three-year moratorium on new speed limits not included within 20mph legislation unless overriding safety issue' it was commented that three years was a long time and it was asked if it could be dealt with in conjunction with the roll out of the new 20mph legislation? The Head of Highways and Transportation stated that the change to the default speed limit from 30mph to 20mph which affected all residential areas was a comprehensive piece of work involving a lot of resources. It was reported that the moratorium was realistic in terms of the extensive work required.
- In response to a query raised on the efficiency description - Road Safety Innovation within Traffic Management, the Head of Highways and Transportation explained that a report on Roundabout Sponsorship would be available shortly. The highways team had been working to find ways and approaches to increase revenue particularly following the pandemic and sponsorship was an approach that would provide much needed income.
- In reference to the School Transport and the efficiency description regarding Additional Needs Personal Travel Budgets, clarification was sought in respect of the payment process. The Head of Highways and Transportation explained

that currently pupils with additional learning needs were provided with an option of accessing specialist transportation. In cases where parents have specialist mobility vehicles, a personal travel budget was offered which would be subject to a claim being made by the parent.

In response to a further query, the Head of Highways and Transportation explained that a formal policy would include rigorous validation process ensuring that reimbursements were legitimate and made to the correct person.

- In reference to the Bring Sites, it was asked if there would be a future strategy and if the communities would still be able to use them. The Interim Head of Waste and Environmental Services explained that currently there were a number of bring sites offering glass, textiles and electric recycling which would be retained in the long term. However, the bring sites that offered just glass collections would be mapped against the current demand and the recently launched glass collection service. The results of the analysis would inform the rationalisation of the bring sites over the next 12 months with a view of up to 50% being removed by 2024.

In addition, the Cabinet Member for Resources emphasised to Members that in view of the fact that the Council was liable of a fine of £160k for every 1% below the Welsh Government statutory target that is not met, it was important the public be made aware of the importance of recycling from not only the benefits to the environment but from a financial perspective.

- Reference was made to Property Maintenance. In terms of the energy efficiency measures, it was raised that a neighbouring Authority were seeking to make a reduction in the temperature of offices to 19 degrees in order to save £26k. Considering this, it was asked if this Authority was looking at a similar efficiency? The Cabinet Member for Climate Change, Decarbonisation and Sustainability stated that Powys County Council similar to Carmarthenshire County Council were committed to reach Net Zero by 2030. Members were reminded that as stated in the Net Zero Plan, presented earlier this year, the Authority to date made a 34% carbon reduction, however on closer analysis it was apparent that the electricity had reduced by 21% and gas (heating) had only reduced by 11%. He added that whilst significant effort had taken place to reduce carbon, one of the challenges was that this Authority, like many Authorities had many old buildings which were difficult to zone. Data in terms of energy use would continue to be collected in order to inform where interventions would be needed.
- Reference was made to Household Waste Recycling Centres (HWRC). It was suggested that the Authority should be considering alternative options eg. cross border working or introducing a charge to utilise them. In addition, in commenting that the opening hours at HWRC's seemed to be too restrictive for the public who work 9-5 weekdays, it was suggested that the operational hours be re-considered at all the HWRC sites. It was further commented that currently agency staff were employed at the HWRC sites and that the use permanent staff could be more cost effective. The Interim Head of Waste and Environmental Services explained that currently HWRC's offer free services to householders and residents of Carmarthenshire and that previously charges for trade waste customers were in place which presented significant issues in



terms of queueing and creating undue delays for residents using the HWRC sites. In response, trade waste was diverted to the trade waste facility at Nantycaws, Carmarthen. It was highlighted, that a consultation was currently underway and that any suggestions and feedback relating to the operations and hours would be gratefully received through the consultation process. In terms of staffing implications, the Interim Head of Waste and Environmental Services stated that he would seek further clarification from Cwm Environmental Ltd.

- Reference was made to Parking Services. In respect of the efficiency description to introduce charging at 9 car parks, which currently were free to park, it was suggested that each car park should be looked at on a case-by-case basis. It was felt that by introducing a charge on the free car park would have a detrimental impact upon and undermine the viability of nearby businesses. In raising concern, it was asked if the income would be more than the cost of implementing a charge and if any research or survey's done to back up the proposal? The Head of Highways and Transportation explained that all car parks with exception of Llansteffan car park would be consistent with the rural towns which an income profile had been mapped. It was highlighted that whilst there would be a short-term capital investment to introduce the car parking changes there would be a long-term revenue gain.

It was formally proposed that in regard to the proposal for the introduction of parking charges at the 9 car parks, as stated in the report, be reviewed by the Cabinet Member on a case-by-case basis. This was duly seconded.

- In response to a concern raised regarding the proposal to rationalise up to 20% of litter bins, the Interim Head of Waste and Environmental Services stated that the rationalisation would be in the main include litter bins located on laybys along the trunk road network and non-amenity areas. Research suggested that where litter bins have been removed the litter in that area had improved. Bins in high footfall areas would remain in situ. The rationalisation would be a managed process.

It was asked, prior to the removal of a litter bin, if the appropriate ward members could be consulted upon? The Interim Head of Waste and Environmental Services stated that a list would be provided to ward members. Comments were made in agreement that bins often attract rubbish and acknowledged the need to rationalise and strategically place rubbish bins.

Queries raised on the Appendix C (Charging Digest):

- Reference was made to the proposal to increase in the Residents Parking Permit Admin Charge. It was observed that the proposal stated that it was being increased by 10% however, that proposed cost increase in the report was from £30 to £40 which was more than the 10%. It was suggested to increase the charge to £50, which would equate to less than £1 per week for residents. The Cabinet Member for Resources stated that the rationale behind the £10 increase was that an increase had not been made since 2009.
- Reference was made to the Fixed Penalty Notices (FPN). The Cabinet Member for Climate Change, Decarbonisation and Sustainability explained that the charges were outlined in Appendix C for Members however, offered the Scrutiny

Committee additional time should they wish for the Task and Finish Group undertaking the review on the management of flytipping in Carmarthenshire to consider the charge of the FPN prior to agreement. The Chair in thanking the Cabinet Member, stated that the Task and Finish Group would ensure that the charge in respect of the flytipping FPN would be considered as part of the review.

- In response to a query raised in regard to the Buy with Confidence Scheme, the Head of Homes and Safer Communities in offering to circulate the exact membership numbers to the scheme to Members following the meeting, confirmed that the scheme was being actively promoted.
- In response to a general query raised in regard to the budget impact and the Net Zero targets, the Cabinet Member for Climate Change, Decarbonisation and Sustainability stated that budget constraints would naturally challenge the ambition to reach Net Zero carbon by 2030, however a toolkit had been introduced which enabled different scenarios to be modelled informing the best approach in how to reach the target of being Net Zero by 2030 in the most effective and efficient way.

**RESOLVED that:-**

- 5.1 the 2023/24 to 2025/26 Revenue Budget Strategy be received;**
- 5.2 the proposals for delivery of efficiency savings as identified in Appendix A(i) be received;**
- 5.3 the Charging Digest for the Environment and Public Protection Services, as detailed in Appendix C to the report, be endorsed;**
- 5.4 the proposal for the introduction of parking charges at the 9 carparks as stated in the report be reviewed by the Cabinet Member on a case-by-case basis.**

**HEALTH & SOCIAL SERVICES SCRUTINY COMMITTEE**

**TUESDAY, 24 JANUARY 2023**

The Committee considered the Council's Revenue Budget Strategy 2023/24 to 2025/26 which provided a current view of the revenue budget for 2023/2024 together with indicative figures for the 2024/25 and 2025/26 financial years. The report was based on officers' projections of spending requirements and took account of the provisional settlement issued by Welsh Government (WG) on 14th December 2022.

It was emphasised that whilst significant work had already been undertaken in preparing the budget, the report represented an initial position statement which would be updated following the consultation process. Accordingly, Members were reminded that the report had been considered by the Cabinet at its meeting on 9th January 2023 and members of the Committee had attended recent consultation

events which had provided an opportunity to analyse and seek clarification on various aspects of the budget.

The Committee was advised that the final budget proposals would be presented to the Cabinet mid/late February, which would enable a balanced budget to be presented to County Council on the 1<sup>st</sup> March 2023. It was however noted that due to the delays in the provisional settlement, and the consequential impact on Welsh Government's budget finalisation, the publication of the final settlement would not be published until the 7<sup>th</sup> March 2023.

The report indicated that, after adjustments for WG, identified transfers, the increase in the provisional settlement for Carmarthenshire was 8.5% (£26.432 million). The Aggregate External Finance (AEF) had therefore increased to £338.017 million in 2023/24. Whilst the settlement represented a significant increase to the indicative figure of 3.4%, the financial model forecasted a requirement for £20m savings over the three-year Medium Term Financial Plan (MTFP) period.

It was highlighted that an additional £7.9m funding had been announced for Health, Social Services and Education and apportioned to Local Government resulting in an increase share of 8.5% for the Authority.

It was noted that inflationary pressures were heavier than they had been in decades and that the inevitable cost rises would result in budgetary reductions. WG also issued all Wales level specific grants alongside the provisional settlement. These were broadly similar in cash value to previous years. However, with the rise in inflation and the pay awards at the current level there were real term cuts.

The Ministers letter stated that funding had been provided to cover the living wage increase and that all funding had been allocated. The full cost of future pay awards would need to be accommodated locally. In constructing the budget this had been challenging as the adjusted pay and inflation assumptions to provide departments with funding wasn't sufficient.

Members were reminded that when the budget was previously set, the agreed pay increase was 4% which was prudent at the time. Pay increase for most staff was agreed at a flat rate of 2K (equating to an average of 7.1%) across the workforce. An additional 3.1% 'catchup' would need to be factored into next year's budget. Reference was made to the 5% increase for all Teachers which had been agreed by WG; however, it was acknowledged that the National Education Union (NEU) members had voted in favour of industrial action in a bid for a 12% pay uplift. Committee noted that the draft budget included the 1% 'catchup' to 5%, however any further increases would be unfunded and represent an additional financial pressure of approximately £1m for every 1% increase in pay. In total, the assumption on pay would add £19m to the Council's budget next year

It was noted that the strategy over the previous years had been to increase fees and charges in line with the prevailing rate of inflation and the draft budget proposed a 10% increase where possible. Residents had been invited to submit their views on this as part of the public consultation.

The Committee was advised that Appendix C showed a £12m toward the increase in departmental pressures identified by departments and were inescapable if the Authority was to continue to deliver services at the current level.

Appendix Aii showed substantial inflationary increase in the cost of provisioned care, demographic growth as well as increases in fostering allowances. It was noted that Adult Social Care had pressures which had already been constrained to what the Director considered to be operationally deliverable given the current workforce pressure experienced across the entire sector.

The Committee thereupon considered the following detailed budget information appended to the Strategy, relevant to its remit:-

- **Appendix A(i)** – Efficiency summary for Health and Social Services
- **Appendix A(ii)** – Efficiency Summary for Health and Social Services
- **Appendix B** – Budget monitoring report for Health and Social Services
- **Appendix C** – Charging Digest for Health and Social Services

On behalf of the Committee the Chair extended her appreciation for the work the team had undertaken in producing the draft budget and for hosting the recent Budget Seminar where the Committee had been afforded the opportunity of asking questions.

#### **UNANIMOUSLY RESOLVED that:**

- 6.1 The 2023/24 – 2025/26 Revenue Budget Strategy Consultation be received;**
- 6.2 The Charging Digest detailed in Appendix C to the report, be endorsed.**

## **COMMUNITIES, HOMES & REGENERATION SCRUTINY COMMITTEE**

**THURSDAY, 26 JANUARY 2023**

(NOTE: Councillors H. Shepardson and R. Sparks having previously declared an interest in this item redeclared that interest and remained in the meeting )

The Committee considered a report on the Council's Revenue Budget Strategy 2023/24 to 2025/26, as endorsed by the Executive Board for consultation purposes at its meeting held on the 9<sup>th</sup> January 2023. The report provided Members with the current view of the Revenue Budget for 2023/2024 together with indicative figures for the 2024/2025 and 2025/2026 financial years based on officers' projections of spending requirements and took account of the provisional settlement issued by Welsh Government on the 14<sup>th</sup> December 2022.

The Committee was informed that the announced provisional settlement represented an average increase of 8.0% across Wales on the 2022/23 settlement, with Carmarthenshire's increase being 8.5% (£26.432mm) thereby taking the Aggregate External Finance to £338.017m for 2023/24. While the settlement was significantly above the initial indicative figure of a 3.4% increase and provided some £15.5m more

than the Council's original assumption, the Welsh Government had recognised the increased figure would still not be sufficient to meet inflationary pressures facing councils, pay awards and fuel price increases and difficult decisions would need to be made.

Whilst the budget proposals assumed the full delivery of all savings proposals, it was noted further work would be required to develop the cost reductions for the 2024/25 and 2025/26 financial years to be able to maintain the current Budget Strategy and level of Council tax.

It was noted that given the current risks around the Budget Strategy and the ongoing inflationary backdrop, together with other budgetary pressures, the proposed Council Tax increase for 2023/24 had been set at 7% to mitigate reductions to critical services. In years 2 and 3, the financial picture remained uncertain and, as such, modelled indicative Council Tax rises of 4% and 3% had been made purely for planning purposes and sought to strike a balance with budget reductions. Those proposals would be considered by the Council in setting the Council Tax level for 2023/24 at its meeting on the 1<sup>st</sup> March 2023. Additionally, as the Welsh Government final settlement figure was not due to be announced until the 7<sup>th</sup> March, 2023 any amendments required to be considered to the budget strategy as a result of that announcement would need to be considered by Council.

The Committee thereupon considered the following detailed budget information appended to the Strategy relevant to its remit:

- **Appendix A(i)** – Efficiency summary for the Regeneration, Leisure, Place and Sustainability and Non HRA Housing Services;
- **Appendix A(ii)** – Growth Pressures summary for the for the Place and Sustainability Services, - none for the Regeneration, Leisure and Non HRA Services;
- **Appendix B** – Budget monitoring report for the Regeneration, Leisure, Place and Sustainability and Non HRA Housing Services;
- **Appendix C** – Charging Digest for the Regeneration, Leisure, Place and Sustainability and Non HRA Housing Services;

The following questions/issues were raised on the report:-

- With regard to the recent budget seminars held for county councillors, it was confirmed no changes had been made to the Strategy following the seminars. However, the outcome of the formal budget consultation exercise, that included the Council's Scrutiny Committees and the public, would be collated and incorporated within the budget consultation report to Cabinet and Council as part of their considerations on the Budget Strategy.

**RESOLVED THAT IT BE RECOMMENDED TO THE CABINET/COUNCIL THAT: -**

- 4.1 The 2023/24 – 2025/26 Revenue Budget Strategy Consultation be received.**
- 4.2 The Charging Digests for the Regeneration, Leisure, Place and Sustainability and Non HRA Services, as detailed in Appendix C to the report, be endorsed.**

## EDUCATION, YOUNG PEOPLE & THE WELSH LANGUAGE SCRUTINY COMMITTEE MONDAY

23 JANUARY 2023

[NOTE: Councillors L.M. Davies and A.C. Jones, having earlier declared an interest in this item remained in the meeting during its consideration. Furthermore, at this point, Councillor B.W Jones declared a personal interest on the basis that her son was employed as a Headteacher in a school within the County. Councillor B. Jones remained in the meeting during consideration of the item].

The Committee considered the Council's Revenue Budget Strategy 2023/24 to 2025/26 which provided a current view of the revenue budget for 2023/2024 together with indicative figures for the 2024/25 and 2025/26 financial years. The report was based on officers' projections of spending requirements and took account of the provisional settlement issued by Welsh Government (WG) on 14 December 2022.

It was emphasised that whilst significant work had already been undertaken in preparing the budget, the report represented an initial position statement which would be updated following the consultation process. Accordingly, Members were reminded that the report had been considered by the Cabinet at its meeting on 09 January 2023 and members of the Committee had attended recent consultation events which had provided an opportunity to analyse and seek clarification on various aspects of the budget.

The report indicated that, after adjustments for WG, identified transfers, the increase in the provisional settlement for Carmarthenshire was 8.5% (£26.432 million). The Aggregate External Finance (AEF) had therefore increased to £338.017 million in 2023/24. Whilst the settlement represented a significant increase to the indicative figure of 3.4%, the financial model forecasted a requirement for £20m savings over the three year Medium Term Financial Plan (MTFP) period.



Committee's attention was drawn to section 3.5 of the budget strategy whereby an overview of the schools' delegated budgets was provided to Members. It was noted that many service-specific grants would remain at a broadly similar level (cash value) to previous years which would, in reality reduce outputs given the impact of pay awards and general inflation. The Cabinet Member for Resources was however pleased to report that the Additional Learning Needs Transformation Grant and the Pupil Development Grant had been enhanced, and furthermore, WG funding had been provided to flatline the Recruit Recover Retain Standards (RRRS) grant, instead of the planned reduction, and this would enable schools to continue with their post-covid recovery activities.

Reference was made to the independent pay review body's recommendation of a 5% increase for all Teachers which had been accepted by WG; however, it was acknowledged that the National Education Union (NEU) members had voted in favour of industrial action in a bid for a 12% pay uplift. Committee noted that the draft budget included the 1% "catchup" to 5%, however any further increases would be unfunded and represent an additional financial pressure of approximately £1m for every 1% increase in pay.

The Committee thereupon considered the following detailed budget information appended to the Strategy, relevant to its remit:-

- Appendix A(i) – Efficiency summary for the Education & Children's Services Department.
- Appendix A(ii) – Growth Pressures summary for the Education & Children's Services Department.
- Appendix B – Budget monitoring report for the Education & Children's Services Department
- Appendix C – Charging Digest for the Education & Children's Services Department

The Committee was advised that the final budget proposals would be presented to the Cabinet mid/late February, which would enable a balanced budget to be presented to County Council on the 1st March 2023. It was however noted that due to the delays in the provisional settlement, and the consequential impact on Welsh Government's budget finalisation, the publication of the final settlement would not be published until the 7th March 2023.

The issues/observations raised by the Committee were addressed as follows:-

In response to a query regarding the utilisation of school reserves for 2022/23, the Director of Corporate Services confirmed that it was possible for the end of year position to be more favourable than forecasted, due to the timings of the grant funding being confirmed by Welsh Government. In this regard, it was clarified that any school-specific grant funding received would be accommodated into the school reserves, should the grant's terms and conditions allow.

Concerns were raised regarding the potential reprofiling of smaller schools whereby it was expressed that further information was required before efficiency savings could be supported in this regard. The Director of Education and Children's Services clarified that the review of the Carmarthenshire's Sustainable Communities for Learning Programme was underway and was expected to be concluded by the Summer 2023.

It was noted that the results of the review would be considered by the Cabinet in due course.

The Director of Corporate Services, in response to a query, confirmed that any Industrial Action undertaken by the NEU members would result in a direct budgetary saving for the Local Authority. Furthermore, it was clarified that no further budget provision would be made in respect of Teacher Pay Awards until the settlement had been finalised.

Following a request for further information regarding the schools which showed a deficit budgetary position as at March 2022, the Director of Education and Children's Services highlighted that myriad of reasons could contribute to a school being in a budget deficit, though the main expenditure for schools related to staffing costs. Furthermore, it was explained that smaller schools would not have much flexibility within their budgets to meet unexpected costs. An assurance was provided to Committee that regular communication and support was provided to schools in an endeavour to address budgetary challenges.

Concerns were expressed in respect of the impact of the proposed elevation in the cost of school meals set out in the Charging Digest, which could lead to a lower uptake in the purchasing of school meals and result in a further deficit to the budgetary position. It was confirmed that the concerns raised by Committee would be fed back to the Cabinet as part of the consultation process prior to the final budget being set by Council on 7th March 2023. The Director of Corporate Services clarified to the Committee that the Cabinet Member for Education and Welsh Language was responsible for reconciling the fees and charges for the Education and Children's Services division.

In response to a query, the Director of Education and Children's Services explained that an element of the Council's budget would be delegated to schools to manage redundancies and discussions were ongoing to enable schools to better understand the impact of redundancies and become more cost effective. In this regard, Members highlighted that the Governor Training programme would need to be updated to reflect the additional requirement.

A discussion ensued on the current process in place regarding school redundancies and it was reported to Committee that there was no information to indicate a change to Welsh legislation to follow the Scottish model whereby teachers were employed centrally to facilitate the effective management of the workforce in terms of staff movements to meet the needs of schools.

A concern was expressed in relation to the proposed budget reduction for youth support related services. The Head of Strategy and Learner Support confirmed that the Shared Prosperity Fund would provide some financial support for youth support services. The Council was also exploring different ways of providing youth support services in an endeavour to minimise the impact of budgetary reductions on frontline services.

Reference was made to the proposed review of primary schools' footprint to derive efficiency savings of £200k for 2024/25. A Member enquired as to the methodology for selecting schools for closures, together with the potential number of school closures that would be required to achieve the efficiency savings. The Director of



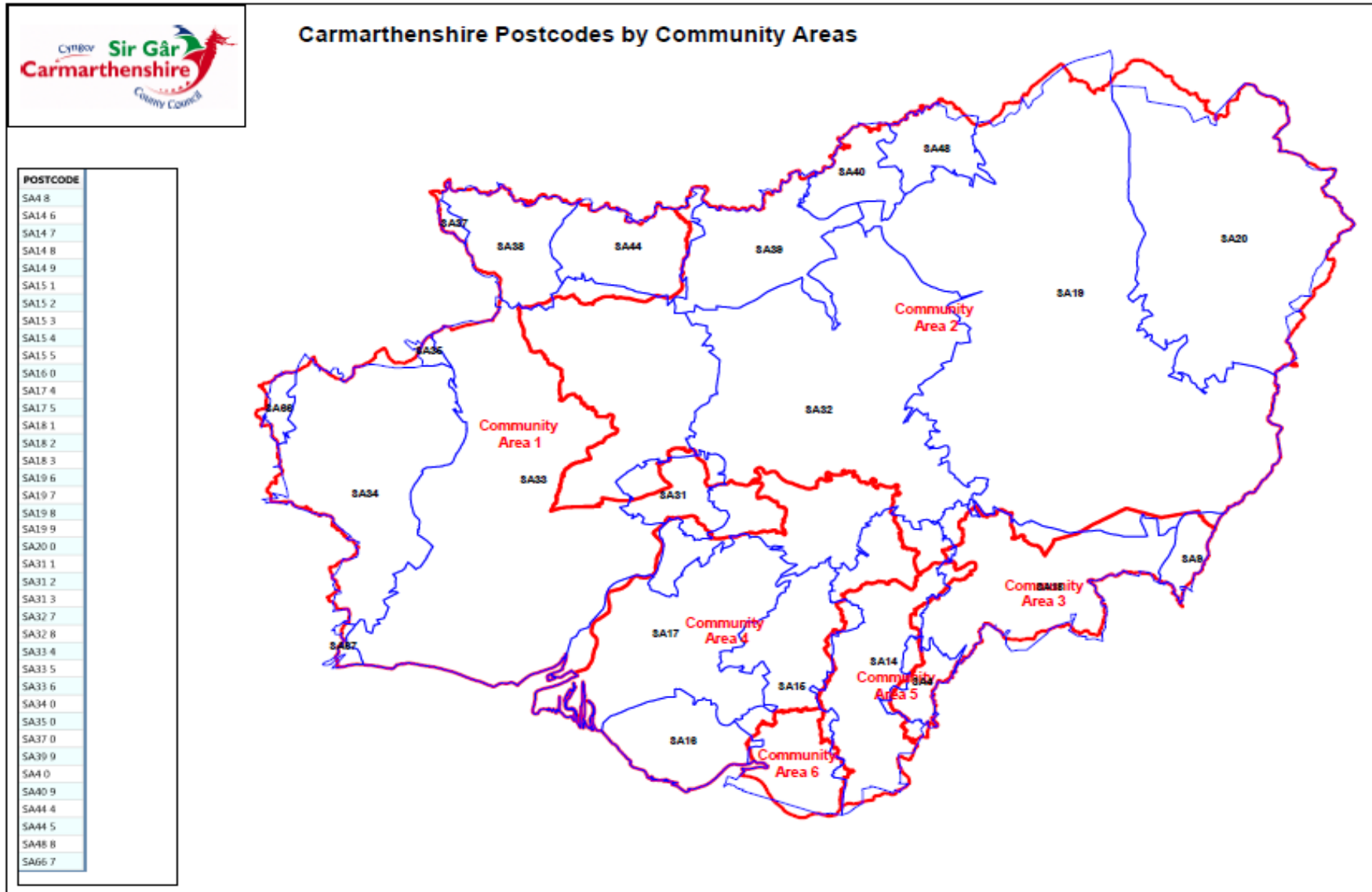
Education and Children's Services clarified that the figure noted was indicative at this stage, pending the outcome of the review; it was however confirmed that savings in the region of £75k - £80k could be generated from each school closure as a result of the premises and running costs.

**RESOLVED that:**

**5.1 The 2023/24 – 2025/26 Revenue Budget Strategy Consultation be received;**

**5.2 The Charging Digest detailed in Appendix**

## 8) APPENDIX 1 – MAP OF COMMUNITY AREAS



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APPENDIX B - SAVINGS PROPOSALS

<b>Proposals</b>																
	<b>MANAGERIAL</b>				<b>EXISTING POLICY PROPOSALS</b>				<b>NEW POLICY PROPOSALS</b>				<b>TOTAL PROPOSALS</b>			
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	
Chief Executive	689	344	10	1,043	0	0	0	0	0	0	0	0	689	344	10	1,043
Education	898	75	55	1,028	0	0	402	402	40	35	0	75	938	110	457	1,505
Schools Delegated	0	0	0	0	0	200	550	750	2,000	0	300	2,300	2,000	200	850	3,050
Corporate Services	325	125	0	450	0	0	0	0	0	0	0	0	325	125	0	450
Communities	2,387	2,650	2,246	7,283	0	0	0	0	40	155	124	319	2,427	2,805	2,370	7,602
Environment	1,408	447	444	2,299	0	0	0	0	291	88	0	379	1,699	535	444	2,678
	<b>5,707</b>	<b>3,641</b>	<b>2,755</b>	<b>12,103</b>	<b>0</b>	<b>200</b>	<b>952</b>	<b>1,152</b>	<b>2,371</b>	<b>278</b>	<b>424</b>	<b>3,073</b>	<b>8,078</b>	<b>4,119</b>	<b>4,131</b>	<b>16,328</b>

APPENDIX B - SAVINGS PROPOSALS

DEPARTMENT	2022/23 Budget	FACT FILE	2023/24 Proposed	2024/25 Proposed	2025/26 Proposed	Total	EFFICIENCY DESCRIPTION
	£'000		£'000	£'000	£'000	£'000	
<b>Chief Executive</b>							
Chief Executive, Business and Executive Support	618	Office of the Chief Executive, business and executive support	35	19	0	54	Reduction of staffing within Business Support Unit
Chief Executive, Business and Executive Support	618	Office of the Chief Executive, business and executive support	30	0	0	30	Further reduction in staffing within business support unit
People Management division	3,095	Includes Payroll, People Services, Organisational Development, Employee Wellbeing , HR Development Team, Business and Project Support	75	65	0	140	£20k L&D reallocation of the SCDWP grant ; £35k TIC additional income & £20k HR payroll - introduction of a new AVC wise scheme.
People Management Division	3,095	Includes Payroll, People Services, Organisational Development, Employee Wellbeing , HR Development Team, Business and Project Support	75	65	0	140	Realignment of Division
Information Technology	4,722	ICT Services underpins and contributes towards all that the Council delivers both internally as an organisation and externally to service users and communities, independently or in partnership. It is a vital function providing innovative opportunities for improving services and achieving our priorities in an efficient and effective way. IT Services is pivotal as an enabler of change and a vehicle for driving forward transformational improvement to all services. As we continually strive to deliver our solutions in an efficient manner and in line with our key Digital Strategies (Digital Transformation Strategy, Digital Technology Strategy, Digital Schools Strategy) our major savings in future years however will have to be found from our staffing budget. The work the service does significantly contribute to financial savings being delivered from revenue budgets held across the Authority by other service areas.	100	111	0	211	<b>Reduction in the Hardware Replacement Programme.</b> This will result in having to sweat the current assets and hardware estate we manage by extending the life of current stock. i.e. a laptop is scheduled to be replaced currently every 4 years based on industry advice and standards. This will have to be extended by 1-2 years presenting a risk as there will be a significant reduction in stock available in the replacement programme. This could reduce the quality of the excellent service that we have been providing to staff during COVID and hybrid-working and will likely increase hardware failures and disruption to staff working by extending life of current stock beyond what we currently have set in our Replacement Programme.
Statutory Services - Coroners	369		20	10	10	40	Discussion with Pembrokeshire CC on how costs can be economised including office accomodation (inquest files storage costs will remain) due to remote working. It is also planned to instigate talks with Glangwili hospital to formalise the arrangements regarding post mortems carried out of behalf of the Coroner and also to formalise a tender for Funeral Directors working on behalf of the Coroner. Both these proposals should generate future savings.
Corporate Policy	805		26	0	0	26	£4k from Policy which will see a reduction in budgets currently supporting admin, subsistence and meeting costs; £22k from Welsh Language which will see a reduction in projects and commissioned work/research.
Marketing & Media	542	Business Unit comprising of translation, marketing and tourism, contact centres, customer services, press and communications.	46	44	0	90	Review of Translation Unit
Marketing & Tourism Development	400		40	0	0	40	£40k reduction in activities that currently support the tourism sector.
Regeneration division	4,547	Regeneration is a key priority for the council. The Division provides Business, employability, grant funding and skills support and advice. We also deliver physical regeneration projects throughout the county, including the Swansea Bay City Deal Pentre Awel Life Science and Wellness Village planned for Delta Lakes. The Regeneration Division is responsible for the management of land assets (those within the economic/commercial portfolio) of the Council, taking a strategic commercial view to ensure the portfolio is managed to meet the Council's economic development needs. The Division is also responsible for the delivery of the Council's Net Zero Carbon agenda.	112	30	0	142	£30k Staffing cost savings (possibly making use of external funding in place of current core funding); £10k - Econ Dev revenue budget cut - split 50/50 between Rural & Llanelli; £12k - Operational depots revenue budget cut; £30k - Admin building revenue budget cut; £30k - Property industrial premises budget cut
Regeneration division	4,547	Regeneration is a key priority for the council. The Division provides Business, employability, grant funding and skills support and advice. We also deliver physical regeneration projects throughout the county, including the Swansea Bay City Deal Pentre Awel Life Science and Wellness Village planned for Delta Lakes. The Regeneration Division is responsible for the management of land assets (those within the economic/commercial portfolio) of the Council, taking a strategic commercial view to ensure the portfolio is managed to meet the Council's economic development needs. The Division is also responsible for the delivery of the Council's Net Zero Carbon agenda.	130	0	0	130	Additional £60k staff saving cost. Additional £30k econ dev revenue budget cut – split 50/50 between Llanelli and rural. £40k through mothballing admin areas where vacant to reduce utility costs etc.
<b>Chief Executive Total</b>			<b>689</b>	<b>344</b>	<b>10</b>	<b>1,043</b>	

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DEPARTMENT	2022/23 Budget	FACT FILE	2023/24 Proposed	2024/25 Proposed	2025/26 Proposed	Total	EFFICIENCY DESCRIPTION
	£'000		£'000	£'000	£'000	£'000	

**Education & Children**

Director & Management Team

Departmental - cross cutting	various across the dept	Cross-departmental support costs including administration, financial processing, & premises management		75	55	130	Reprofiled to allow implementation of programme due to link with school rationalisation/federations - therefore dependent upon member discussions/workshops. Root & branch review of support services across the Department in order to realise savings and increase flexibility
Departmental - cross cutting	various across the dept	Cross-departmental support costs including administration, financial processing, & premises management	225	0	0	225	Efficiencies from Better Ways Of Working review, post covid, online conferences, travel
<b>Total Director &amp; Management Team</b>			<b>225</b>	<b>75</b>	<b>55</b>	<b>355</b>	

Education Services

School based Early Voluntary Retirement / redundancy (funded centrally)	176	Schools are currently provided with budget to fund Teaching Assistants (TAs) for pupils with a statement of educational need. If the pupil moves school, the TA can be redundant as they have been employed by a specific school.	50	0	0	50	Schools have been asked to communicate with the LA any projected redundancies. The Change Review Panel, will work closely with schools in an effort to re-deploy staff, thus avoiding any avoidable redundancy costs.
School Redundancies	2,133	The majority of this budget relates to ongoing pension costs from past decisions leaving only £100k to meet pension costs. Schools will be charged the redundancy element of new demands as schools need to downsize because of pupil numbers or school rationalisations.	100			100	Transfer responsibilities for redundancy costs to schools (Dept to pick up pension strain costs).
Early Years Non-Maintained	100 (grant funded)	The service provides support for our 30 non-maintained settings, focussing on ensuring a good start for all early years children attending settings. Leadership support is provided, including monitoring and evaluation to ensure that learning experiences meet the need of all children. Professional learning is delivered, working alongside 'Early Years' officers and school based practitioners.	50			50	We aim to maximise the service delivery to the providers for this age group, reflecting on the roles and responsibilities across the Education and children's services department and amending the service where applicable. This will result in a change to the way that we deliver support. All grants will continue to be maximised, relieving pressures on core budgets.
<b>Total Education Services</b>			<b>200</b>	<b>0</b>	<b>0</b>	<b>200</b>	

School Improvement

School Improvement - Partnerieth 1	73	Partneriaeth contributes to the range of support, intervention and professional development activities led by our Education Support Advisors' Team. We work in close partnership with two neighbouring Local Authorities (Pembrokeshire & Swansea). This 'regional alliance' supports our school improvement services to implement effective support strategies across a wide range of specific areas of focus, for example curriculum provision and leadership development. Local, regional and national priorities, as outlined by Welsh Government within the 'National Model for Regional Working' (WG Guidance 126/2014, February 2014) and 'Education in Wales - Our National Mission' are supported in full.	73			73	To fund contribution to Partneriaeth via grants or negotiate a reduced / nil level of core funding.
School Improvement - Partnerieth 2	N/A	Partneriaeth are paid a contribution that has been funded from core budget to date.	200			200	On top of original £73k proposal. Reduced activities provided by Partneriaeth and deliver them by utilising the regional grant locally.
<b>Total School Improvement</b>			<b>273</b>	<b>0</b>	<b>0</b>	<b>273</b>	

APPENDIX B - SAVINGS PROPOSALS

DEPARTMENT	2022/23	FACT FILE	2023/24	2024/25	2025/26	Total	EFFICIENCY DESCRIPTION
	Budget		Proposed	Proposed	Proposed		
	£'000		£'000	£'000	£'000	£'000	
<b>Curriculum &amp; Wellbeing</b>							
Youth Support Service	586	Carmarthenshire Youth Support Service was established on 1/1/16 bringing together the Carmarthenshire Youth Service and the Carmarthenshire Youth Offending Service under a single integrated management structure. The Youth Support Service allows for the development of a more holistic approach to the delivery of the youth support services across Carmarthenshire. The service retains the statutory functions of the Youth Justice Team; promotes the ethos of working together to deliver targeted support and retains elements of direct universal youth work provision. Includes Youth Work Strategy Grant, YE&P Framework Grant, YJB YOT Partnership Grant, Promoting Positive Engagement Grant, Dyfed Powys Police & Crime Commissioner. Key responsibilities under Participation include the Children & Young People's Participation Strategy, support for Carmarthenshire Youth Council, support for School Councils, participation of vulnerable groups including the Junior Local Safeguarding Children's Board and Children's Rights.	100			100	Reconsideration not to proceed with a new post, keeping two p/time posts vacant (total =1.1FTE), reducing general expenditure, photocopying and transport.
<b>Total Curriculum &amp; Wellbeing</b>			<b>100</b>	<b>0</b>	<b>0</b>	<b>100</b>	
<b>Children's Services</b>							
Children's Services	13,075	Children's Services encompasses the Social worker teams, Fostering, Adoption, Early years, Family Support Services, Specialist Care Provision, School Safeguarding & Attendance and Educational Psychology.	100			100	Continual review of services, maximising grant opportunities and managing vacant posts without putting the service at risk of not meeting its statutory function.
<b>Total Children's Services</b>			<b>100</b>	<b>0</b>	<b>0</b>	<b>100</b>	
<b>Education &amp; Children Total</b>			<b>898</b>	<b>75</b>	<b>55</b>	<b>1,028</b>	

APPENDIX B - SAVINGS PROPOSALS

DEPARTMENT	2022/23	FACT FILE	2023/24	2024/25	2025/26	Total	EFFICIENCY DESCRIPTION
	Budget		Proposed	Proposed	Proposed		
	£'000		£'000	£'000	£'000	£'000	

**Corporate Services**

**Financial Services**

PRE LGR Pension Costs	1,816	Cost of Pre LGR Pension Costs	100	100	0	200	Reduction in call on budget over time
Bank Charges	66	Cost of Authority's Banking arrangements	5	0	0	5	Reduction in bank charges following negotiation of new contract
Treasury	-200 (income budget)		100			100	Increased investment returns from treasury activity - assumes recent increase in interest rates sustained and higher level of cash balances retained
Treasury & Pensions Section	77	Provision of a Treasury Management and Pension Fund Investments Service including statistical and legislative research and development work. The unit manages the strategic direction, formulates and implements Policy and Strategy and ensures the integrity of the Dyfed Pension Fund. The unit also manages the Dyfed Welsh Church Fund and Banking Services	15	0	0	15	Increase in external SLA income for work undertaken for Wales Pension Partnership
Accountancy	1,399	The provision of a decentralised accounting and financial management service, covering: • Technical Accounting (Preparation of final accounts, corporate accounting and taxation), • Management Accounting (Month end close, maintenance of financial records and budgeting) • Strategic Finance functions (projects, planning and financial advice to members)	0	25	0	25	Increase in external SLA income for work undertaken for Llesiant Delta Wellbeing
External Audit Fees	229	Cost of external audit fees	10	0	0	10	Reduction in external audit cost by maximising audit costs chargeable against grant schemes
<b>Total Financial Services</b>			<b>230</b>	<b>125</b>	<b>0</b>	<b>355</b>	

**Revenues & Financial Compliance**

Rates Relief	289	Cost to CCC of properties that are eligible and have successfully applied for discounts on their business rates	50	0	0	50	Demand is currently less than current budget provision
Council Tax Reduction Scheme	17,249	Low income households, if meet certain criteria are entitled to Council Tax reduction.	35	0	0	35	Aligning the budget to actual
<b>Total, Revenues and Financial Compliance</b>			<b>85</b>	<b>0</b>	<b>0</b>	<b>85</b>	

**Corporate Services General**

Training Budget	60	Training budget set for the Department and to be used to support staff deelopment / CPD - managed centrally by BSU	10	0	0	10	Reduce the sum available for the Department for training - current budget is £60k
<b>Total Corporate Services General</b>			<b>10</b>	<b>0</b>	<b>0</b>	<b>10</b>	

**Corporate Services Total**

**325      125      0      450**

APPENDIX B - SAVINGS PROPOSALS

DEPARTMENT	2022/23	FACT FILE	2023/24	2024/25	2025/26	Total	EFFICIENCY DESCRIPTION
	Budget		Proposed	Proposed	Proposed	£'000	
	£'000		£'000	£'000	£'000	£'000	
<b>Communities</b>							
<b>Leisure</b>							
Increased Parking income	-66	Increased parking income at coastal car parks and potential development of motorhomes sites	10	10	10	30	Increase charges above inflation: season tickets and parking at Country Parks and Millennium Coastal Path and camping charges. Develop additional income generating activities. Enhance enforcement to minimise problematic parking.
Country Parks	-265	Pembrey Country Park is one of the most visited outdoor facilities in Carmarthenshire and Wales, regularly attracting around half a million users annually. Whilst usage numbers have fluctuated this year with lockdowns and restrictions, the park was busier than ever during August, highlighting the value people put on great and safe outdoor spaces. The park has an 8 mile beach, a 320 pitch caravan and camping site, 550 acres of woodlands, a 130m long dry ski slope and toboggan run in Wales, along with a new Crazy Golf course, 9 hole pitch and putt facility, a miniature model steam railway, a riding centre, and the National Closed Road Cycle circuit and pump track.	25	25	25	75	Improve operating efficiency of Pembrey Country Park to reduce spend on waste collection, internal communications, fleet running costs, staffing hours.
Leisure Centres	601	There are 6 Leisure Centres in operated by the Council in Carmarthenshire: Llanelli, Carmarthen, Ammanford, Llandovery, St Clears and Newcastle Emlyn. A variety of activities take place at these centres such as: Swimming, Diving, Canoeing, Fitness, Cycling, Badminton, Tennis, Table Tennis, Squash, Hockey, Netball, Basketball, Football, Rugby, Cricket, Gymnastics, Birthday Parties, Holiday programmes. There are normally over a million visits to the Leisure facilities annually. Typically our Leisure facilities attract over a million per annum, collecting £4m in income. 2020/21 has seen usage numbers and income crippled to around 25% of normal levels as the coronavirus lockdown and restrictions affect trading. A new Actif Anywhere online service has been launched to compliment the physical offer at sites during this unprecedented period.	20	50	50	120	Additional income across Leisure from improved offer at Aman Valley following refurbishment, improved offer at Llanelli 2G pitch and new and innovative leisure activities eg FAST, play and aqua activities. Reduction in staffing levels and greater efficiencies in procurement. Improve staff rota management to reduce staffing, and review live streaming provision
Y Gat Craft Centre	72	Arts venues include Oriel Myrddin Art Gallery in Carmarthen, Y Gât in St. Clears and the Dylan Thomas Boathouse, Laugharne Y Gât (formerly known as St. Clears Craft Centre) is an arts facility that also hosts the local library and an in-house catering facility. The facility has an open gallery / shop area along with conference rooms facilities and studio spaces for local artists to hire.	5	5	5	15	Asset transfer progressing with St Clears Town Council for handover 1/4/23 and £5k reduced funding year on year.
Libraries	2,700	Carmarthenshire libraries provide an extensive choice of books, DVDs, CDs, online services, newspapers and magazines. With over half a million books on offer between 3 regional, 13 branch and mobile libraries, the service offers invaluable support and access to Carmarthenshire residents. Public access computers and Wi-Fi are available at all libraries, and typically, the service issues over 600,000 books per year. The mobile service provides a valuable outreach services to rural parts of the County, linking up with various partners to deliver public information services online.	20	20	26	66	Increased operating efficiency approx £20k pa - reduction in staffing hours



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DEPARTMENT	2022/23	FACT FILE	2023/24	2024/25	2025/26	Total	EFFICIENCY DESCRIPTION
	Budget		Proposed	Proposed	Proposed		
	£'000		£'000	£'000	£'000	£'000	
Theatres	978	Carmarthenshire Theatres manage the Miners' Ammanford, Lyric Carmarthen and Ffwrnes Llanelli and promote a broad range of bi-lingual events and productions throughout the year for all age groups and interests. In previous years, in excess of 100,000 paying customers and participants visited and make use of our facilities, however, during 2020/21 Theatres have been hit harder than most services, not being allowed to open at all due to Covid restrictions. Prior to this financial year, Carmarthenshire's flagship theatre, The Ffwrnes, established itself as one of Wales's leading Cultural and Entertainment venues. Typical annual figures pre 2020/21 would have been as follows: 266 visiting companies and hirers; 400 performances/events; 74,130 attendances; 33,805 participants. Whilst costs and lost income are reclaimed through hardship funding grants for this financial year, the service has also innovated to develop new online products and shows, which will hopefully grow our audience base and income in future years.	10	10	10	30	Improve operating efficiency of Theatres to reduce spend on operational costs and staffing hours.
<b>Total Leisure</b>			<b>90</b>	<b>120</b>	<b>126</b>	<b>336</b>	

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DEPARTMENT	2022/23	FACT FILE	2023/24	2024/25	2025/26	Total	EFFICIENCY DESCRIPTION
	Budget		Proposed	Proposed	Proposed	Total	
	£'000		£'000	£'000	£'000	£'000	
<b>Integrated Services</b>							
Domiciliary Care	17,288	<p>Domiciliary Care is provided to approx. 1,000 individuals in the county in. On average over 11,000 hours per week are delivered by in-house and independent domiciliary care agencies.</p> <ul style="list-style-type: none"> <li>- Around 250 individuals receive care from two carers (known as "double handed" care).</li> <li>- Approx. 170 individuals receive a large package of care involving 4 calls per day.</li> <li>- Fulfilled Lives is a model of domiciliary care which has been developed for individuals living with dementia which has demonstrated that the service can maintain people living at home for longer than traditional domiciliary care. The plan is to expand the service to cover the entire county.</li> <li>- The Reablement Service provides short term domiciliary care. The number of clients who receive Reablement is over 500 and 55% leave the service with no long term care package.</li> <li>- Information, Advice and Assistance (IAA) and the Carmarthenshire United Support Project (CUSP) are both preventative services which support individuals to maintain their independence without the need for statutory social services. By increasing the proportion of referrals that go through IAA or CUSP, it reduces the demand on statutory services.</li> <li>- The specialist Continence service has been established within Community Nursing. By providing the right continence products to meet the individual's continence needs, it is possible to reduce the number of visits per day of domiciliary care.</li> </ul>	600	600	600	1,800	Through robust and regular review of home based packages including review of double staffed packages and implementation of the releasing time to care methodology, we will reduce the number of care hours required. Calculations are based on a reduction of 610 care hours per week per year at a cost of £25 per hour minus an investment of £150K investment in the review team to provide us with additional capacity to conduct reviews. Removal of night service in Extra Care.
Extra Care	857	<p>Extra Care facilities provide supported accommodation as an alternative to a residential care home placement. There are 4 extra care facilities (Cartref Cynnes, Ty Dyffryn, Plas y Môr and Cwm Aur) for older people. A domiciliary care service is provided to those tenants living in the Extra Care facilities who require care and support. The aim of Extra Care is to avoid or delay the need for a residential care placement. Residential care is provided in local authority and private sector care homes for individuals who can no longer live independently in the community. Depending on the nature of their needs, their placement may be made by the local authority or jointly with the health board, or entirely by the health board if they qualify for free continuing health care (CHC).</p>	50	50	50	150	Review of existing Policy for Extra Care Lettings with a view to increasing Cat A flats, and consequently reducing spend on residential care. Less provision on site of Domiciliary Care .
Cwm Aur	353	<p>Extra Care facilities provide supported accommodation as an alternative to a residential care home placement. There are 4 extra care facilities (Cartref Cynnes, Ty Dyffryn, Plas y Môr and Cwm Aur) for older people. A domiciliary care service is provided to those tenants living in the Extra Care facilities who require care and support. The aim of Extra Care is to avoid or delay the need for a residential care placement. Residential care is provided in local authority and private sector care homes for individuals who can no longer live independently in the community. Depending on the nature of their needs, their placement may be made by the local authority or jointly with the health board, or entirely by the health board if they qualify for free continuing health care (CHC).</p>	200	0	0	200	Decommissioning the current Block contract model of Care in Cwm Aur with a view to repurposing accommodation to be let as standard tenancies. The Care provision will be commissioned in from the community Domiciliary Care providers. This will affect 9 Service users who receive care from the current provider.
Residential Homes	37,452	<p>Residential care homes provide accommodation as well as 24-hour personal care and support for older people and adults who struggle to live independently, but do not need nursing care. Residential care homes help people manage daily life, such as assisting with getting dressed, washing and eating.</p>	50	100	100	250	Reduction on spend on residential placements, due to robust challenge in relation to those who are eligible for Continuing Healthcare and minimisation of out of county placement.
<b>Total Integrated Services</b>			<b>900</b>	<b>750</b>	<b>750</b>	<b>2,400</b>	

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DEPARTMENT	2022/23	FACT FILE	2023/24	2024/25	2025/26	Total	EFFICIENCY DESCRIPTION
	Budget		Proposed	Proposed	Proposed		
	£'000		£'000	£'000	£'000	£'000	
<b>Adult Social Care</b>							
Shared Lives	8,371	Shared Lives provides placements for individuals with Learning Disabilities or Mental Health issues with families that have been approved as Shared Lives Carers.	55	110	110	275	Reduce offer by providing more efficient alternatives via core services.
Residential and Supported Living	11,129	Supported Living is provided for those individuals with Learning Disabilities or Mental Health issues who need support with daily living tasks to remain in the community. Support is provided from staff in the setting which can range from a few hours to 24/7 in some circumstances. Promoting independence is a key aspect of supported living.	225	1025	1025	2,275	Step down from residential care to supported living, rightsizing of packages to promote independence, reduction in core costs to mitigate over provision and recovery of non delivery, collaborative opportunities for income generation, use of Shared Lives provision, review of commissioning strategy and charging framework.  This is in addition to previous savings not yet delivered due to COVID pressures. Thus overall efficiency required is greater by the service and will need to be performance managed.
Direct Payments	4,720	Direct Payments allow service users to receive cash payments from the local authority instead of care services. This can allow the service user more flexibility and control of their support package.	70	20	20	110	Additional income following new CHC guidance April 2022, better utilise half hour support slots, develop pooled direct payment groups.
Day Services	3,776	As part of the transformation of Learning Disability day service provision, the buildings will provide for those with most complex needs, this will also reduce the reliance on external providers for those with complex needs as more individuals with complex needs are supported by the in-house day service provision.	245	220	0	465	Fewer buildings will be required as we propose to merge two buildings to create a new skills hub, focusing on training, volunteering, and employment. We also propose to merge one centre into another to maximise use of resources. This will be a more cost effective strategy for the division, but will also maximise the potential, and improve outcomes for those who use our services.
<b>Total Adult Social Care</b>			<b>595</b>	<b>1,375</b>	<b>1,155</b>	<b>3,125</b>	

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DEPARTMENT	2022/23	FACT FILE	2023/24	2024/25	2025/26	Total	EFFICIENCY DESCRIPTION
	Budget		Proposed	Proposed	Proposed	£'000	
	£'000		£'000	£'000	£'000	£'000	
<b>Homes and Safer Communities</b>							
Day Services - Older People	1,133	Day care for adults typically involves planned activities and support with important aspects of social, health, nutrition and daily living. These support services are typically run by social care professionals and volunteers and are often in non-residential, group settings. Day care enables adults who have care needs, and/or who are at risk of social isolation, to engage in social and organised activities, as well as providing a regular break to carers.	100			100	Provision of catering at Garnant Day Centre from centralised catering.
Public protection and CF Housing	3,345	Public Protection and CF housing services is part of Homes and Safer Communities. It provides a range of services in relation to Housing, Environmental Protection, Business and Consumer Affairs, Housing Options and Tenancy Support and Community Engagement.	30			30	Rationalise out of hours working. Better utilisation of Delta Well-Being for out of hours services.
Public protection Pest Control Agency	2,123	Public Protection and CF housing services is part of Homes and Safer Communities. It provides a range of services in relation to Housing, Environmental Protection, Business and Consumer Affairs, Housing Options and Tenancy Support and Community Engagement.	0	20	30	50	Setting up of Agency to provide pest control services where there is a current gap in the market.
CF Housing	1,222	Public Protection and CF housing services is part of Homes and Safer Communities. It provides a range of services in relation to Housing, Environmental Protection, Business and Consumer Affairs, Housing Options and Tenancy Support and Community Engagement.	30	70	100	200	Gradual reduction in the use of Bed and Breakfast as an option for homelessness from Sep 2023. Would need to make sure that better, more cost effective, alternatives were in place.
CF Housing	1,222	Public Protection and CF housing services is part of Homes and Safer Communities. It provides a range of services in relation to Housing, Environmental Protection, Business and Consumer Affairs, Housing Options and Tenancy Support and Community Engagement.	250			250	Funding some of Temporary Accommodation portfolio through alternative funding sources.
CF Housing	1,222	Public Protection and CF housing services is part of Homes and Safer Communities. It provides a range of services in relation to Housing, Environmental Protection, Business and Consumer Affairs, Housing Options and Tenancy Support and Community Engagement.	0	40	0	40	Reduction in number of Housing Option Advisors 24/25 (Council Fund %). The development of homelessness preventative services over next 18 months should see a reduction in homelessness casework.
Realignment of posts in Consumer and Business Affairs			50	0	0	50	Realignment of posts in Consumer and Business Affairs
Public protection	2,123	Public Protection and CF housing services is part of Homes and Safer Communities. It provides a range of services in relation to Housing, Environmental Protection, Business and Consumer Affairs, Housing Options and Tenancy Support and Community Engagement.	10	40		50	Comprehensive review of charging digest e.g. licences. Will need a comprehensive review and resource intensive increase in some charges
<b>Total Homes and Safer Communities</b>			<b>470</b>	<b>170</b>	<b>130</b>	<b>770</b>	
<b>Business Support and Commissioning</b>							
Business Support	1,000	The Business Support Division is made up of 130 staff, there are 8 core functions which are critical to supporting the Department for Communities: Collections, Payments, Financial Assessments, Audit & Compliance, Blue Badge, Transport, Buildings & Emergency Planning and Divisional Business Support	40	40	40	120	Restructure to reduce staffing levels and greater efficiencies in procurement.
Transport	1,605	The service provides transport support for Social Care.	125	45	45	215	Reduction of fleet, based on demand and efficiencies.
<b>Total Business Support and Commissioning</b>			<b>165</b>	<b>85</b>	<b>85</b>	<b>335</b>	
<b>Other</b>							
Regional	170	The Regional Collaboration Unit provides support to the West Wales Care Partnership. Funded mainly through Welsh Government Grants, each local authority also makes a contribution to the funding.	17			17	Anticipate regional agreement to reduce local authority contribution by 10%
Management and back office review	800	Management and support functions for Communities Department	150	150		300	Management and back office review
<b>Total Other</b>			<b>167</b>	<b>150</b>	<b>0</b>	<b>317</b>	
<b>Communities Total</b>			<b>2,387</b>	<b>2,650</b>	<b>2,246</b>	<b>7,283</b>	

APPENDIX B - SAVINGS PROPOSALS

DEPARTMENT	2022/23 Budget	FACT FILE	2023/24 Proposed	2024/25 Proposed	2025/26 Proposed	Total	EFFICIENCY DESCRIPTION
	£'000		£'000	£'000	£'000	£'000	

**Environment**

Departmental	net £52m		59	0	0	59	Review management structure
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**Business Support & Performance**

Business Support Unit	£40k non-pay budget	The BSU Division provides support and advice to all sections of the Department by providing a variety of financial, administrative, democratic, business support, learning development, health & safety and performance management services.	16	0	0	16	Reduction in office consumables, photocopying & postages
<b>Total for Business Support &amp; Performance</b>			<b>16</b>	<b>0</b>	<b>0</b>	<b>16</b>	

**Highways & Transport**

Depot rationalisation	various across the dept	Depot infrastructure to support the delivery of front line services.	0	0	140	140	A review of the depot infrastructure is to be undertaken with regards to utilisation of locations and possible streamlining the number of locations currently operated
Road Safety	243	The Road Safety Unit is responsible for delivery of road safety initiatives to meet road casualty reduction targets. The unit has responsibility for road safety education, training and publicity, the School crossing patrol service, national driver improvement schemes and road safety outside schools.	5	0	0	5	Road Safety Innovation - the service will develop income streams and sponsorship. If sponsorship is not delivered a budget cut will be made
Parking Services	-1,232	The County Council provides off street car parking facilities in towns and villages to support the expeditious movement of traffic to enable town centres to function. Parking supports these wider transport policy objectives and enables the authority to maintain highway and public transport services. There are 57 car parks across the county.	40	9	0	49	Introduce a second camera enforcement vehicle, Business Case prepared
Parking Services	-----"	-----"	30	30	0	60	New fixed camera enforcement sites to tackle congestion & improve road safety, New sites to enforce yellow box blocking and banned turning movements
Traffic Mangement	391	Implement road safety/speed management schemes in accordance with statutory obligations.	15	0	0	15	Three year moritorium on new speed limits not included within 20mph legislation unless overriding safety issue
Traffic Mangement	-----"	-----"	10.75	0	0	10.75	£10k - Limit number of prohibition of waiting orders processed per year with emphasis on safety rationale. £0.75k - Increase charge for Tourism signs, currently £100 for assessing application, works costs are extra, we currently process around 5 applications per year. Suggest increase to £250
Traffic Management	-----"	-----"	15	0	0	15	Reduce budget allocated to TRO for parking issues, Focus on sites with evidenced safety issue
Traffic Management	391	Implement road safety/speed management schemes in accordance with statutory obligations.	5	0	0	5	<b>Introduce charge for deferred TTRO applications</b> of £350. In 2022/23 we expect to have revised road closures for 15 projects to applicants delaying start of works.
School Transport	3,645	Provision of home to primary/secondary/special schools transport in accordance with statutory obligations. Provision of transport in the post-16 sector is a discretionary service. Provision of passenger assistants for pupils with Additional Learning Needs	30	110	0	140	<b>Additional Needs Personal Travel Budgets.</b> Parents will be offered a personal travel budget to help reduce demand on the Authority.
Asset Utilisation - Client budget reductions Invest to Save	various across the dept	Use of vehicles and plant with service users.	10	98	0	108	Review the utilisation of plant for all services within the department.
Road Safety and Traffic Management	634	The Traffic Management & Road Safety Unit investigates and strives to prevent road accidents by utilising a mix of engineering, education and enforcement interventions across Carmarthenshire. With the third highest traffic volumes in Wales, managing the expeditious movement of traffic and improving road safety on the second highest length of road network in Wales, requires prudent management of a limited resource.	50	0	0	50	<b>Increased income from Road Closures</b> due to increased utility activity , this will be kept under review for future years due to its reactive nature.

Total Client Budget

APPENDIX B - SAVINGS PROPOSALS

DEPARTMENT	2022/23 Budget	FACT FILE	2023/24 Proposed	2024/25 Proposed	2025/26 Proposed	Total	EFFICIENCY DESCRIPTION
	£'000		£'000	£'000	£'000	£'000	
Street Works	58	Co-ordination and management of all works affecting public highways in accordance with the Traffic Management Act - including utility works. Supervision of new housing estate roads in preparation for future adoption by Carmarthen County Council under section 38 of the Highways Act.	31	10	4	45	<b>£15k</b> - Additional income generation from Street Works compliance issues if the Compliance and Enforcement Officer role is created and filled. <b>£20k</b> - Additional income from an increased coring programme subject to creation and appointment of the Compliance and Enforcement Officer role and procurement process. Cost Recovery not income generation i.e. Retrospective charge for sub standard reinstatement work identified from coring sampling of reinstated works undertaken by utility companies.
Highways - Public Lighting & stopping up orders	1,382	Provision and maintenance of Street lighting and ancillary equipment. <u>Stopping Up Orders</u> are made when sections of the existing highway become redundant. This happens for example when a road improvement is undertaken, land within the extent of the original highway limit that has become redundant is then stopped up via a legislative process and reverts to the landowner. Where there is a formal request received from a landowner to Stop Up an area of highway land, the proposal is to charge the respective landowner the associated costs for undertaking this work.	7	0	0	7	<b>£4k</b> - Increase cost for switching off / on traffic signals for roadworks - increase charge from £250 to £350 (approx. 30-40 switch offs per year) Powys charge £400, Pembrokeshire 2 hours, Swansea £225 or £312 Out Of Hours. <b>£3k</b> - increase income target for Stopping Up Orders
Highway Services	-----"	-----"	26	0	0	26	<b>Depot Storesperson ( Cillefwr Depot )</b> ~ Depot Storesperson post has remained vacant since Oct 2021 following promotion of the Storesperson to Depot Foreperson. Management of the depot stores, waste transfer station and servicing and maintenance of the light plant & tools has continued to be undertaken effectively. No requirement to back-fill the post.
Highway Services	-----"	-----"	80	0	0	80	<b>£30k - General Mtce / Minor Works</b> ~ Reduce general maintenance budget - subject to the financial position remaining unchanged the service will be forced to further reduce the level of general maintenance work. Negative impact on general maintenance work, total revenue and capital budget is insufficient to meet demand. Backlog of maintenance works will continue to increase leading to claims. Reduction in work raises the level of overhead recovery unless there is a corresponding reduction in overheads. <b>£25k - Signs</b> ~ Reduce maintenance budget and prioritise work in line with the risk based / network hierarchy approach laid down in the HAMP. Negative impact on maintenance work. <b>£25k - Road Studs</b> ~ Reduce maintenance budget and prioritise work in line with the risk based / network hierarchy approach laid down in the HAMP. Negative impact on maintenance work.
Highway Services	-----"	-----"	10	140	0	150	Rationalisation of mechanical plant and equipment and reconfiguration of construction gangs. Plant and equipment to be reviewed across all sectors, North West (Llandovery) currently has the smallest workload for construction works.
Technical Surveys	-----"	-----"	20	0	0	20	Reduce technical surveys. Reduce drainage (mapping & condition surveys) and geotechnical surveys
<b>Total Highways &amp; Transport division</b>			<b>385</b>	<b>397</b>	<b>144</b>	<b>926</b>	

APPENDIX B - SAVINGS PROPOSALS

DEPARTMENT	2022/23	FACT FILE	2023/24	2024/25	2025/26	Total	EFFICIENCY DESCRIPTION
	Budget		Proposed	Proposed	Proposed		
	£'000		£'000	£'000	£'000	£'000	

**Place & Sustainability**

Ecology	net divisional budget of £3.2M	Delivery of a range of specialist ecology and landscape advice	100	0	0	100	The proposal is to create two additional officers at a cost of c£50K each :An additional Project Ecology post and a Project Landscape officer. The two posts would sit within Place and Sustainability and deliver a range of specialist ecology advice to projects being led by the council which is routinely procured from external consultancy, for example to ensure compliance with protected species legislation and in the development of capital infrastructure to meet landscape requirements. Initial scoping work undertaken with the communities and regeneration teams estimates that c£105k project funding is being contracted out to consultancy in both areas. Figures do not include procurement or management costs associated with the contracting process. It is expected that the councils spend in these areas is unlikely to diminish and will increase over the coming years due to the regulatory and statutory environment. It is proposed that these services are brought in house to be delivered by the officers, offering financial savings and adding capacity and resilience to the planning teams. Further potential to develop the service as a centre of excellence and offer provision to other local authorities at a cost will be explored should capacity allow.
<b>Total Place &amp; Sustainability division</b>			<b>100</b>	<b>0</b>	<b>0</b>	<b>100</b>	

**Property**

Property Maintenance	notional allocation 2,596	This division is responsible for the day-to-day and long term repairs & maintenance of the council's estates including schools, administrative buildings, depots etc.	54	0	0	54	Over 98% of the budget for the Property Division comprises the Revenue Maintenance Budget. Efficiencies are proposed to be met through reducing expenditure on revenue maintenance across the Council's buildings following disposal of some properties and previous capital improvements undertaken to others. We are also aiming to make savings through new procurement arrangements and seeking to in-source areas of work where it is more cost effective than using external contractors or consultants.
<b>Total Property division</b>			<b>54</b>	<b>0</b>	<b>0</b>	<b>54</b>	

**Waste & Environmental Services**

Reduction Black bag waste	8,504	Targeted campaigns to reduce waste and increase the awareness and use of all recycling schemes/initiatives. It is anticipated that this will result in the diversion of waste from the residual waste stream to the recycling waste stream, thereby realising savings due to the differential in the treatment costs as set out.	35	35	100	170	Anticipated savings due to differential in gate fee between blue bag and black bag treatment as a result of proposed kerbside black bag restrictions.
Waste services			100	0	0	100	reduction in operational costs in CWM
Crematorium	0	Park Gwyn Crematorium, Narberth	17	0	0	17	Crematorium income

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APPENDIX B - SAVINGS PROPOSALS

DEPARTMENT	2022/23	FACT FILE	2023/24	2024/25	2025/26	Total	EFFICIENCY DESCRIPTION
	Budget		Proposed	Proposed	Proposed	£'000	
	£'000		£'000	£'000	£'000	£'000	
Environmental Enforcement	570	Environmental enforcement relating to litter control, fly-tipping, dog fouling, nuisance vehicles, abandoned vehicles, graffiti and fly posting offences.	30	0	0	30	Enforcement realignment
Bring sites - Operational	401	Bring sites are located across the County to provide recycling facilities within communities. They currently cater for glass deposits.	37	0	0	37	Potential to reduce the number of service vehicles due to fewer Community Bring Sites being operated. The saving is phased over two financial years to reflect the introduction of kerbside glass collections from October 2022 with half the savings delivered in 22/23 and the balance in 23/24.
Waste Services - operational	3,141	The operational budget includes for the provision of resources, including vehicles and premises to effect the kerbside waste collection service.	10	0	200	210	A review of garden waste collection leased vehicles for <b>2023/24</b> with the potential to purchase vehicles meaning a reduction in revenue spend with a required capital purchase of vehicles. <b>2025/26</b> - Review of waste rounds and depot utilisation, subject to the conclusions of detailed route planning for the kerbside collection rounds.
Foodwaste liner consortium procurement	341	The Authority currently provides Corn-Starch food waste liners for our food waste recycling scheme to all households as part of an Annual delivery.	200	0	0	200	As part of our treatment contract the contractor has a requirement to remove all food waste bags as part of the pre-treatment solution and conform to an end product industry regulation. At present three neighbouring Authorities use different liners to Carmarthenshire at a significantly reduced cost. A move to a joint procurement with our neighbouring authorities for these liners would deliver significant savings.
Closed Landfill	265	We currently manage the ongoing aftercare at two former refuse landfill sites - Nantycaws (Phase 1) in Carmarthen and Wern Ddu in Ammanford. This includes dealing with leachate from the landfill sites and ensuring the adequacy and functionality of the infrastructure, including drainage systems.	10	0	0	10	Reduction in maintenance of infrastructure.
Cleansing	2,674	The County Council maintain over 3,500km of roads throughout the County. The Cleansing Service provides for the sweeping and de-littering of streets and footways. The service includes mechanical sweeping of highways, footways and pedestrianised town centre areas, hand litter picking and emptying bins, chewing gum removal, graffiti and illegal poster removal, clearing up illegal dumping of rubbish and dog mess.	88	0	0	88	Phased purchase of plant (sweepers) and reduction in labour (agency).
Grounds maintenance - Reduced sub-contractor work	1,272	The Grounds Maintenance Section incorporates the direct responsibility of managing and maintaining parks and playgrounds, inland water areas and a large number of public open spaces within Carmarthenshire. It also maintains grounds for many other departments of the County Council such as Social Care and Housing, Cultural Services, Education and many individual schools. The Section also has numerous external clients such as Town and Community Councils and private sports clubs.	70	5	0	75	Reduce the reliance on sub-contractors through greater internal efficiencies.
Cleansing	Total Cleansing budget £2.674m	The County Council maintain over 3,500km of roads throughout the County. The Cleansing Service provides for the sweeping and de-littering of streets and footways. The service includes mechanical sweeping of highways, footways and pedestrianised town centre areas, hand litter picking and emptying bins, chewing gum removal, graffiti and illegal poster removal, clearing up illegal dumping of rubbish and dog mess.	75	0	0	75	Rationalisation of street cleansing activity

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APPENDIX B - SAVINGS PROPOSALS

DEPARTMENT	2022/23	FACT FILE	2023/24	2024/25	2025/26	Total	EFFICIENCY DESCRIPTION
	Budget		Proposed	Proposed	Proposed		
	£'000		£'000	£'000	£'000	£'000	
Grounds maintenance - Reduced sub-contractor work	1,272	The Grounds Maintenance Section incorporates the direct responsibility of managing and maintaining parks and playgrounds, inland water areas and a large number of public open spaces within Carmarthenshire. It also maintains grounds for many other departments of the County Council such as Social Care and Housing, Cultural Services, Education and many individual schools. The Section also has numerous external clients such as Town and Community Councils and private sports clubs.	30	0	0	30	Grounds - additional sub-contractor efficiencies
Waste, Grounds and Cleansing	no specific budget	A review of consumables; PPE and Water	10	0	0	10	At present we provide an annual stock of single-use water bottles during the summer season to all staff. We propose to provide a single re-usable water container to all operational staff with access to drinking water re-fill stations. A review of PPE provision - Gloves, and clothing. With the provision of higher quality items meaning reduced ongoing replacement costs.
Household Waste Recycling Centres	total budget for Waste is £18.2m	There are currently four HWRCs located across the County that serve all communities.	67	0	0	67	Technology driven efficiencies at HWRC sites
Commercial opportunity - income from Japanese Knotweed Treatment (net)	total budget for Grounds £1.2m	The grounds maintenance team arranges the treatment of Japanese Knotweed with respect to its own assets and other landownership across the Council.	0	10	0	10	Potential to treat knotweed for external clients, subject to wider corporate consideration on commercial activity that service departments can undertake.
Public Conveniences	210	Carmarthenshire County Council currently oversees the running and servicing of 19 publicly accessible traditional stand-alone toilet blocks throughout the county.	15	0	0	15	Public Toilet Rate Relief - 100% rate relief is available to occupied properties in the rating list described as Public Lavatories/Conveniences.
<b>Total Waste &amp; Environmental Services</b>			<b>794</b>	<b>50</b>	<b>300</b>	<b>1,144</b>	
<b>Environment Total</b>			<b>1,408</b>	<b>447</b>	<b>444</b>	<b>2,299</b>	
<b>MANAGERIAL Total</b>			<b>5,707</b>	<b>3,641</b>	<b>2,755</b>	<b>12,103</b>	

DEPARTMENT	2022/23 Budget	FACT FILE	2023/24 Proposed	2024/25 Proposed	2025/26 Proposed	Total	EFFICIENCY DESCRIPTION
	£'000		£'000	£'001	£'000	£'000	

**Education & Children**

School Improvement	1,484	The Council is obliged to employ a notional number of officers to provide a School Improvement Service to meet the needs of our schools. With a reduced number of schools it is possible to review this notional figure.	0		122	122	Reprofiled due to direct link to review of MEP. Reduction in School Challenge Advisor levels equivalent to 1 FTE on the basis that the school rationalisation programme is progressed - dependent upon member discussions/workshops
Departmental - across Education Services	17,295	The majority of the Services' budgets are for the support, administration and management of the schools - School improvement, Grant support, Data, Admissions, School Meals, Music Service, ALN, safeguarding to name a few		0	280	280	Reprofiled due to direct link to review of MEP. Rationalising of Primary Schools will reduce the level of support required. The savings would actually be managerial as service provision would not be reduced, however it is a policy decision that would enable this efficiency to be delivered. As with other linked savings, it is dependent upon member discussions/workshops.

<b>Education &amp; Children Total</b>			<b>0</b>	<b>0</b>	<b>402</b>	<b>402</b>	
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**Schools Delegated Budget**

Primary School Delegated Budget	67,171	We have a statutory duty to ensure that there are sufficient primary and secondary schools in Carmarthenshire. This may involve opening new schools or adding places to existing schools where extra capacity is required. It may also mean reducing in size or closing schools with surplus accommodation. The challenge for the Council in attempting to secure value for money is to provide the right number of places in the right locations, to secure efficient and effective education for the pupils in its area. We have the second highest number of primary schools in Wales (94 Primary schools) and sustaining this number of schools provides many challenges including; recruitment and retention of staff, securing sustainable leadership, ensuring adequate funding to meet the needs of all learners and maintaining the school buildings.		200	550	750	We are proposing to review our primary schools' footprint, especially those unable to sustain effective staffing structures due to low pupil numbers and those that are disproportionately expensive to operate. Through carefully selected remodelling, strategically driven school federations and investment in sustainable settings the primary school estate could be reduced. The need to move to a more effective and efficient model is imperative and could improve the financial stability of the remaining schools and reduce demands on a range of County Council services e.g., Finance, HR, catering, cleaning.
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<b>Schools Delegated Budget Total</b>			<b>0</b>	<b>200</b>	<b>550</b>	<b>750</b>	
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<b>Waste &amp; Environmental Services</b>							
Total Waste & Environmental Services			0	0	0	0	

<b>Environment Total</b>			<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	
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<b>EXISTING POLICY Total</b>			<b>0</b>	<b>200</b>	<b>952</b>	<b>1,152</b>	
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DEPARTMENT	2022/23 Budget	FACT FILE	2023/24 Proposed	2024/25 Proposed	2025/26 Proposed	Total	EFFICIENCY DESCRIPTION
	£'000		£'000	£'000	£'000	£'000	

**Education & Children**

School Music Service	333	Carmarthenshire Music Service provides weekly tuition to around 5000 children and young people across Carmarthenshire. With the introduction of the new Curriculum for Wales, the music service will evolve to deliver, engage, motivate and encourage learners to develop their creative skills.	40	35		75	We propose to look at all options to reduce costs including staffing and not appointing to vacant positions. We will review the skill set and balance required between staffing who hold qualified teacher status, paid on school teacher's pay and conditions, and those employed on a 'tutor' basis, aiming to meet the needs of schools efficiently.
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<b>Education &amp; Children Total</b>			<b>40</b>	<b>35</b>	<b>0</b>	<b>75</b>	
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**Schools Delegated Budget**

Delegated Schools Budget	128,035	In recent years, the delegated school budget has been protected by the Council. This budget is delegated to every school (1 nursery, 94 Primary, 2 special and 12 secondary) under the fair funding formula. This budget is to meet all the costs associated with running a school (e.g., employment of teachers and support staff, support for learners, buying resources and equipment, Premises costs, Cleaning, HR, IT, etc.).	2,000	0	0	2,000	While we will continue to provide full funding to meet the substantial increase in energy costs and teacher staff pay awards, we propose that the delegated budget to schools should be reduced by 2.1% in line with all other Council Departments. The management of the overall delegated school budget will be the responsibility of the school's governing body who will have to manage this reduction.
Primary Schools Rising 4's Policy	67,171	The statutory requirement is to provide full time education from 5 years of age. We currently have a Rising 4's policy that allows learners full time admission to primary schools in the school term of their fourth birthday rather than the term after their fourth birthday, or the September after their fourth birthday, which is common practice across Wales.			300	300	These non-statutory aged pupils receive a full-time education in a school when funding is available to provide this provision in alternative settings. The childcare funding for Wales provided by Welsh Government provides up to 30 hours free education and childcare for children aged between 3-4 for up to 48 weeks of the year. At a time when revenue expenditure is under extreme pressure, the funding of non-statutory full-time pupils at such an early age could be re-prioritised to fund other statutory functions from the schools delegated budget. Therefore, we are proposing to remove the rising 4's policy.

<b>Schools Delegated Budget Total</b>			<b>2,000</b>	<b>0</b>	<b>300</b>	<b>2,300</b>	
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DEPARTMENT	2022/23 Budget	FACT FILE	2023/24 Proposed	2024/25 Proposed	2025/26 Proposed	Total	EFFICIENCY DESCRIPTION
	£'000		£'000	£'000	£'000	£'000	

**Communities**

St Clears Leisure Centre	113	St Clears Leisure centre is one of 6 leisure centres operated by the Council in Carmarthenshire and offers facilities such as a 3 court sport-hall and a fitness suite and multi-purpose space. The leisure centre does not have a swimming pool. The centre also has changing rooms for indoor and outdoor sports (serving the football field behind, and the outdoor Multi-use games area - MUGA). Additionally, it is not located on a school site which differs from the other centres.	0	35	40	75	Based on usage (income/running costs) and its location we are looking to close the St Clears Leisure centre or asset transfer. To mitigate against this efficiency, we will continue to provide a full service at Carmarthen Leisure Centre which is approximately 10 miles away. In addition, there are several private leisure facilities in places such as Whitland, Llangynin and Carmarthen.
Libraries	2,700	Carmarthenshire libraries provide an extensive choice of books, DVDs, CDs, online services, newspapers and magazines. With over half a million books on offer between 3 regional, 13 branch and mobile libraries. Public access computers and Wi-Fi are available at all libraries, and typically, the service issues over 600,000 books per year. The mobile service provides outreach services to rural parts of the County, linking up with various partners to deliver public information services online.	0	40	24	64	Look for opportunities to asset transfer our smaller, least utilised branch libraries. If an asset transfer cannot be found, these branch libraries will be closed but alternative outreach provision will be considered.
Outdoor Education	181	Pendine Outdoors Education Centre is a large residential activity centre catering for school, youth and adult groups. On site activities include climbing, abseiling, high and low ropes courses, Archery, Zip wire, canoeing, surfing and Team building exercises. The accommodation caters for up to 150 people on a B&B, half or full board basis. Self-catering and camping facilities are also available for smaller groups.	40	80	60	180	The age of the infrastructure on site is of concern for the future and requires continued maintenance which is no longer viable. The proposal is to close Pendine education centre and look at providing an alternative facility within the county.
<b>Communities</b>			<b>40</b>	<b>155</b>	<b>124</b>	<b>319</b>	

**Communities Total**

**40 155 124 319**

**Environment**

**Highways & Transport**

Parking Services	-1,232	The County Council provides off street car parking facilities in towns and villages to support the expeditious movement of traffic to enable town centres to function. Parking supports these wider transport policy objectives and enables the authority to maintain highway and public transport services. There are 57 car parks across the county.	10	80	0	90	<b>Introduce charging at 9 car parks that are currently free</b> - Income estimate based on actuals in similar car parks. Lead-in time of approx 12 months. (Llanybydder, Station car park and Seaview Terrace car park in Burry Port, Glanryafon and Station Road Kidwelly, Llanstephan & Eva Terrace Ferryside), Pottery St, Llanelli and Waunllanryafon, Llanelli
Parking Services	-----"	There are 57 car parks currently maintained by the Council. Sometimes these car parks are used for Mobile banks, fairs, filming, construction and utility compounds.	10	0	0	10	We are proposing a charge for the commercial use of these car parks.
Parking Services	-----"	On-street permit parking areas prevents commuters parking in residential areas and ensures more parking opportunities for local residents and any business within the permit area	25	0	0	25	There is an administrative cost in receiving applications for on-street parking permits, checking eligibility and vehicle details, processing applications and issuing permits. There is also a cost to patrolling and enforcing the permit parking areas and maintaining road markings. Residents permits have cost £30 since 2009 and the proposal is to increase on-street permit charge to £40 per year to cover costs.
Countryside Access	982	The Public Rights of Way network (PROW) extends over 2000Km and includes a range of paths, byways and bridleways. A network hierarchy has been introduced to focus limited resources on the most popular and key routes. Where vegetation encroaches over a PROW it is normally the adjacent landowner's responsibility to cut the vegetation back. The Council's responsibility normally only relates to the surface of the route.	15	0	0	15	Cease discretionary clearance by Contractors (3 cuts per year) of overhanging and encroaching vegetation on 70% of the promoted PROW network (132km) and engage with landowners to ensure they take responsibility for their encroaching vegetation
Traffic Management			8	8	0	16	<b>Decrease number of School Crossing Patrols</b> - CCC have currently got 42 sites with only an estimated 30 sites that meet the threshold criteria for SCP.

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APPENDIX B - SAVINGS PROPOSALS

DEPARTMENT	2022/23 Budget	FACT FILE	2023/24 Proposed	2024/25 Proposed	2025/26 Proposed	Total	EFFICIENCY DESCRIPTION
	£'000		£'000	£'000	£'000	£'000	
Nant y Ci Park & Ride	50	The park and ride facility at Nant-y-Ci includes a shuttle bus service which links to Carmarthen town centre and Glangwili Hospital. Use of the service is particularly low with a current average of 4.3 passengers per trip. However, this also includes people living in the area surrounding Nant-y-Ci who walk to the site to catch one of the half hourly service. This reduces the viability of alternative bus services which run nearby but on a less frequent basis.	40	0	0	40	Withdrawal of service between Nant-y-Ci, Town Centre and Glangwili Hospital. The service is part funded by Hywel Dda health board and discussions will take place before any service change.
<b>Total for Highways &amp; Transport</b>			<b>108</b>	<b>88</b>	<b>0</b>	<b>196</b>	
<b>Place &amp; Sustainability</b>							
Planning	net divisional budget of £3.2M	We are required by law to publicise all planning applications. Certain application types are advertised in the local newspapers depending on specific factors relating to the application's location.	20	0	0	20	It is proposed to stop advertising in the local newspapers and publicise through other methods that are currently undertaken. This can include direct consultations with statutory bodies that include Local Members and Town & Community Council, site notices, and neighbour notifications. A list of registered and determined applications are also published weekly on the Council's website, as well as being available to view in real-time.
<b>Total Place &amp; Sustainability division</b>			<b>20</b>	<b>0</b>	<b>0</b>	<b>20</b>	
<b>Waste &amp; Environmental Services</b>							
Household Waste Recycling Centres (HWRC)	total budget for Waste is £18.2m	There are currently four HWRCs located across the County that serve all communities. With Trostre, Nantycaws and Wernddu HWRCs open 7 days a week and Whitland open 5 days.	63	0	0	63	This proposal focuses on the rationalisation of the days and times that the sites are open based upon usage. 1. Change of Whitland opening hours - 10am -4pm all year - £7,500 2. Change Nantycaws and Wernddu to close on one week day based on site usage - £55,500
Cleansing - Litter bin	-----"	The Cleansing Service provides in excess of 2,500 litter bins which are serviced as part of general cleansing operative duties.	100	0	0	100	We are looking to rationalise up to 20% of litter bins for the County. Following a review, we have seen that bins in laybys are often filled with household waste which is in contradiction to the initial purpose of these bins (i.e., fast food packaging). This rationalisation will deliver savings on Waste disposal charges, operative time and plant costs.
<b>Environment Total</b>			<b>291</b>	<b>88</b>	<b>0</b>	<b>379</b>	
<b>NEW POLICY Total</b>			<b>2,371</b>	<b>278</b>	<b>424</b>	<b>3,073</b>	

Mae'r dudalen hon yn wag yn fwiadol

**Demographic, Legislative or continuing pressures**

APPENDIX C

	Description	Bid 2023-24 £'000	Allocation 2023-24 £'000
<b>Total for the Chief Executives Department</b>		<b>0</b>	<b>0</b>
Fostering - uplift in allowances	Increase applied May 2022, compounded by forecast increase for 2023	700	
Childrens services - Residential settings	Creation of Ty Magu offering has created an unfunded staffing structure	300	
ALN, ASD, Behaviour and Inclusion		2,801	
School Meals service	includes allowance for food inflation	1,200	
Other		30	
<b>Total for the Education &amp; Childrens Department</b>		<b>5,031</b>	<b>3,750</b>
Demographic Growth	Older peoples / Learning Disabilities / Mental Health	792	
Foundation Living Wage	impact on commissioned care rates	3,562	
Market Pressures		1,185	
Pent up demand		247	
Commissioned care - Energy and Food inflation		1,740	
Other		500	
<b>Total for the Communities Department</b>		<b>8,027</b>	<b>6,000</b>
<b>Total for the Corporate Services Department</b>		<b>0</b>	<b>0</b>
Waste	Waste Service delivery change (nb part year effect only, builds on previous year)	830	
Property	TIC Board recommendation	170	
Planning		91	
Fleet		298	
Climate change officer		54	
Highways	Drainage and Gully Cleansing	439	
Public and School Transport	Combination of Driver shortages, retendering and fuel increases	1883	
<b>Total for the Environment Department</b>		<b>3,765</b>	<b>2,000</b>
Fire Levy	Additional Increase	150	150
Highways and Town Centres	New investment, responding to concerns raised by public and Members		294
<b>TOTAL</b>		<b>16,973</b>	<b>12,194</b>

Tudalen 123

Mae'r dudalen hon yn wag yn fwriadol



**Y CABINET**  
**20.02.2023**

**RHAGLEN GYFALAF PUM MLYNEDD**  
**2023/24 - 2027/28**

**YR ARGYMHELLION / PENDERFYNIADAU ALLWEDDOL SYDD EU HANGEN:**

Bod y Cabinet yn ystyried ac yn argymhell i'r Cyngor Sir:

1. Y rhaglen gyfalaf pum mlynedd a'i ariannu yn unol ag Atodiad A, gyda chyllideb 2023/24 yn un bendant a chyllidebau 2024/25 i 2027/28 yn rhai mynegiannol.
2. Bod y rhaglen yn cael ei hadolygu, fel sy'n arferol, os na cheir y cyllid allanol neu o'r cyngor sir a ragwelwyd.
3. Cymeradwyo'r strategaeth gyfalaf (Atodiad C),  
a
4. Bod y Cabinet/Cyngor Sir yn dirprwyo i Gyfarwyddwr Gwasanaethau Corfforaethol, mewn ymgynghoriad â'r Prif Weithredwr, Arweinydd ac Aelod o'r Cabinet dros Adnoddau, awdurdod i wneud unrhyw newidiadau sy'n angenrheidiol o ganlyniad i setliad terfynol Llywodraeth Cymru, setliad a gyhoeddwyd ar 1<sup>af</sup> Mawrth 2023.

**Y RHESYMAU:**

Galluogi'r Awdurdod i gytuno Rhaglen Gyfalaf Pum Mlynedd 2023/24 i 2027/28.

ANGEN I'R CABINET WNEUD PENDERFYNIAD OES

ANGEN I'R CYNGOR WNEUD PENDERFYNIAD OES

**YR AELOD O'R GABINET SY'N GYFRIFOL AM Y PORTFFOLIO:**

Cyng. Alun Lenny (Adnoddau)

Y Gyfarwyddiaeth:

Enw Cyfarwyddwr y  
Gwasanaethau Corfforaethol:

Randal Hemingway

Awdur yr Adroddiad:

Adrian Armstrong

Swydd:

Pennaeth Gwasanaethau  
Ariannol

Rhif ffôn: 01267 224886

Cyfeiriad E-bost:

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[MAArmstrong@sirgar.gov.uk](mailto:MAArmstrong@sirgar.gov.uk)

**EXECUTIVE SUMMARY  
CABINET  
20.02.2023**

**FIVE YEAR CAPITAL PROGRAMME (COUNCIL FUND) – 2023/24  
TO 2027/28**

The report brings together the latest proposals for the five-year capital programme 2023/24 to 2027/28, taking account of the consultation exercise undertaken and the revenue implications arising from the programme.

The proposed gross expenditure on the capital programme for 2023/24 is £151.143m with the projected funding being £87.227m from the county council's own resources through the use of borrowing, reserves and direct revenue financing, capital receipts and general capital grant, with the balance of £63.916m coming from external sources. These figures include projects delayed in 2022/23 that have been carried over and built into the budgets of future years.

The new capital programme is fully funded over the five-year period; however, it is proposed to under commit some of the available funding in order to give flexibility across the programme to cover any unexpected additional costs and to allow further consideration to the Sustainable Communities for Learning review when complete.

The programme includes projected expenditure on the Swansea Bay City Region Deal projects against which the authority will borrow, with the funding being returned from both Welsh and UK governments over a 15-year period (from 2018/19).

The authority's capital strategy, required by the prudential code for capital finance in local authorities, has been updated and sets out the long-term context in which capital expenditure and investment decisions are made. It gives due consideration to both risk and reward and impact on the achievement of priority outcomes. The capital strategy covers expenditure on both Council Fund and HRA capital and is included as Appendix C.

**DETAILED REPORT ATTACHED?**

**YES**

## IMPLICATIONS

I confirm that other than those implications which have been agreed with the appropriate Directors / Heads of Service and are referred to in detail below, there are no other implications associated with this report:

Signed:	Randal Hemingway			Head of Financial Services		
Policy, Crime & Disorder and Equalities	Legal	Finance	ICT	Risk Management Issues	Staffing Implications	Physical Assets
<b>NONE</b>	<b>NONE</b>	<b>YES</b>	<b>NONE</b>	<b>NONE</b>	<b>NONE</b>	<b>YES</b>

### 3. Finance

The updated capital programme is projected to be fully funded for the five years 2023/2024 through to 2027/28, however, if any of the currently anticipated funding does not materialise it will need to be revisited. In addition, it is expected that further commitments will need to be considered when the Sustainable Communities for Learning review is complete, and this will then need to be considered further by the Council. You will note that the majority of potential schools funding has not been allocated directly to specific schools.

### 7. Physical Assets

New assets created from the capital programme will be added to the Council's portfolio. In addition, the programme proposes expenditure to improve the existing assets and comply with statutory responsibilities.

# CONSULTATIONS

I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below

Signed: Randal Hemingway

Head of Financial Services

<b>1. Scrutiny Committee request for pre-determination</b>	YES
<b>Scrutiny Committee</b>	Corporate Performance and Resources
<b>Date the report was considered:</b>	30.01.2023
<b>Scrutiny Committee Outcome/Recommendations:</b> Minutes provided Appendix B	

**2. Local Member(s)** N/A

**3. Community / Town Council** N/A

**4. Relevant Partners** N/A

**5. Staff Side Representatives and other Organisations** N/A

CABINET MEMBER PORTFOLIO HOLDER(S) AWARE/CONSULTED  YES	Include any observations here
--	-------------------------------

**Section 100D Local Government Act, 1972 – Access to Information  
 List of Background Papers used in the preparation of this report:**

Title of Document	File Ref No.	Locations that the papers are available for public inspection
2022/23 – 2026/27 Capital Programme		Corporate Services Department, County Hall, Carmarthen.  On-line via corporate website – Minutes of County Council Meeting 2 <sup>nd</sup> March 2022.
2023/24 – 2027/28 Capital Programme		Corporate Services Department, County Hall, Carmarthen.

# REPORT OF DIRECTOR OF CORPORATE SERVICES

## **CABINET**

**20-02-2023**

### **FIVE-YEAR CAPITAL PROGRAMME – 2023/24, 2024/25, 2025/26, 2026/27 and 2027/28**

<b>DIRECTOR &amp; DESIGNATION</b>	<b>DIRECTORATE</b>	<b>TELEPHONE NO.</b>
C Moore, Director of Corporate Services	Corporate Services	01267 224120
<b>AUTHOR &amp; DESIGNATION</b>	<b>DIRECTORATE</b>	<b>TELEPHONE NO.</b>
R Hemingway, Head of Financial Services	Corporate Services	01267 224886

## **1 INTRODUCTION**

- 1.1. The report provides members with a view of the proposed five-year Capital Programme 2023/24, 2024/25, 2025/26, 2026/27 and 2027/28.
- 1.2. This report reflects the position following consultation and sets out the proposals for the authority's capital programme for the next five years.
- 1.3. In response to the consultation and the matters raised in the scrutiny committee meeting, the capital programme has been updated to give additional support for flood mitigation and decarbonisation measures.
- 1.4. The authority is required to approve a rolling capital programme each year as part of its budget setting process. This facilitates forward planning and is consistent with the requirements of the Prudential Code in terms of financial planning and funding while assisting officers in bidding for external funding.
- 1.5. The Cabinet needs to consider the detailed proposals within the report and approve the recommendations in accordance with council policy.

## **2. CONSULTATION**

- 2.1. The detailed provisional capital programme (Appendix A) was presented to the Corporate Performance and Resources Scrutiny Committee on 30<sup>th</sup> January 2023 to seek its views on the proposals. An extract from the relevant Committee meeting minutes is appended (Appendix B) for information.

### **3. BACKGROUND**

- 3.1. Last year the authority agreed a fully funded five-year capital programme 2022/23 to 2026/27 which was approved at County Council on 2<sup>nd</sup> March 2022.
- 3.2. 2021 was an unprecedented year and saw us reprioritise our capital strategy and capital programme to reflect the desire to boost local businesses and local economies in response to the Covid-19 pandemic. This commitment remained our focus last year and coupled with the UK Government's levelling up funding saw the start of significant investments to boost the Carmarthenshire economy. During 2022 we faced multiple challenges from rising costs, rising inflation and reductions in government funding, those challenges remain as we look to prioritise our spending in 2023/24 and beyond. The truth is that the council has never faced the pressures on budgets that we currently face. The capital programme has been reviewed and departments also submitted proposals for new critically urgent projects for the programme. Projects have been assessed and prioritised with only the highest priorities being included in the programme. Given the cost pressures on the revenue budgets no wider expressions of interest were invited. This will enable projects already approved to be completed without putting additional pressures on resources and local contractor capacity.
- 3.3. The proposed capital programme is attached in Appendix A and shows the anticipated expenditure and sources of funding over the five year period.
- 3.4. The proposed capital programme and funding is based on the Welsh Government's (WG) provisional settlement, received on 14<sup>th</sup> December 2022. This year the capital funding across Wales has been confirmed at £180m for 2023/24 and 2024/25 which is 8.1% lower in real terms compared to the 2022/23 capital budget. For Carmarthenshire this means an allocation of non-hypothecated capital funding of £11.989m. Other hypothecated capital funding grants across Wales totalling £925.948m was announced in the settlement and we will be applying to take advantage of this grant funding in due course but it is not reflected in the programme at this time. Any successful applications for funding will be reported separately. The Final Settlement, is due in March. Should there be any amendments in the funding figures Cabinet/County Council is asked to delegate to the Director of Corporate Services authority to adjust the programme accordingly, in liaison with the Chief Executive, Leader and Cabinet Member for Resources. Similarly, delegated authority to update the programme is sought should any other award of grant funding be received at the same time, again in consultation with the same.

### **4. PRIORITIES**

- 4.1. The current Corporate Strategy for 2018-2023 (refreshed June 2021) sets out the Authority's strategic priorities, aspirations, overarching themes and core values, and the programme has been developed in line with these, whilst also recognising the priorities that have come forward as a consequence of the pandemic and Levelling Up funding.

4.2. The proposed capital programme of £265m over the five years (which includes some reprofiled projects from previous years), is aimed at delivering a number of key projects that will create jobs and improve the quality of life for the people of Carmarthenshire.

The key investments within the programme are:

	£'m
Schools	73
Housing (Non HRA)	12
Leisure & Culture	4
Regeneration	27
Swansea City Deal Region	86
ICT and Property	4
Place and Infrastructure	59

## 5. FUNDING

The provisional settlement received from WG allocated capital funding of £11.989m for the Authority in 2023/24, made up of non-hypothecated supported borrowing of £5.914m and General Capital Grant of £6.075m.

- 5.1. The level of capital receipts funding included within the programme is £3.5m for the Llanelli Leisure centre project. It should be noted that there may be a need to amend future capital programmes if there is a shortfall in expected receipts.
- 5.2. The use of earmarked reserves was approved as part of previous years' reports and were included as funding for the current capital programme. In total £45.2m of reserve funding is included over the five years of the programme.
- 5.3. The existing levels of investment into the schools estate programme is maintained with a realisation that additional funding will be needed in future years to deliver the whole MEP programme. New match funding is made available from reserves and prudential borrowing to deliver the next phase of new school builds.
- 5.4. Funding from external parties in the form of grants for the whole of the capital programme is currently expected to be in the region of £100.4m. which includes City Deal, Levelling Up projects and anticipated schools grants.
- 5.5. As part of the provisional annual settlement from Welsh Government, funding was made available on an all Wales basis for the following areas:
  - Active Travel Fund, Local Transport Fund, Bus Infrastructure, Road Safety and Safe Routes in Communities - £107m for 2023/24. Carmarthenshire will bid for funding from these grants and any

successful awards will be added to the capital programme in due course.

- 5.6. Disappointingly, no award was made for Highways Refurbishment or Resilient Roads funding as in previous years which means we have had to revise down our commitments in this area.

## **6. CAPITAL PROGRAMME 2023/24 TO 2027/28**

- 6.1. When the capital programme was approved at County Council on 2<sup>nd</sup> March 2022 it was fully funded. The new capital programme again remains fully funded over the five-year period, however, it is proposed to undercommit some of the available funding from the Welsh Government in order to give flexibility across the programme to cover any unexpected additional costs on approved projects.

### **Community Services**

- 6.2. In recent years there have been significant investments across the Community Services portfolio with investments in the new Carmarthenshire Archive, Museums in Abergwili and Parc Howard and the ongoing development at Oriel Myrddin.
- 6.3. The new programme includes the provision of a new leisure centre in Llanelli, which will be delivered in conjunction with the Pentre Awel development under the umbrella of the Swansea Bay City Region.
- 6.4. In 2027/28 within Private Sector Housing, further funding is provided for Disabled Facility Grants of £2.5m.

### **Environment**

- 6.5. For 2027/28 further allocations to existing rolling programmes of work are included, namely Highway Improvements £600k, Highway Drainage £250K, Bridge Maintenance £400k, Road Safety Improvement £250k, public lighting £400k.

Given the disappointing omission of specific Highways Improvement grant funding in the WG settlement, in 2022/23 we were able to supplement this with £1m of our own resources. We will be able to continue this support in 2023/24 funded from borrowing because we have been able to take advantage of more favourable borrowing rates than was supported by the Welsh Government under the LGBI initiative. This is in addition to our annual commitment of £600k already mentioned. We will continue to work with the WG in the hope that funding towards highways can be restored in future years.

- 6.6. 2027/28 also sees the continuation of our commitment to Rights of Way and Byways with funding of £66k, in recognition of our obligations in this area and the wider community health and environmental benefits provided by these valuable resources.
- 6.7. Our commitment to the Tywi Valley Path project continues with £18.2m included in the new programme, £1,864k in-house funding together with the



grant of £16.8m from the UK Government's Levelling Up Fund. A major investment which will bring significant benefits to the rural economy in the medium to long-term and improvements in health and wellbeing for residents.

- 6.8. Funding for flood risk management of £75k in 2023/24 continues in order to match fund external grants.
- 6.9. £1m additional funds have been incorporated within the first three years to support flood mitigation.
- 6.10. £500k in provided in 2023/24 to further support the Council's decarbonisation programme.
- 6.11. Significant investment continues to be made available to the upkeep and refurbishment of the County's estate.
  - Works continue at County Hall, alongside £300k for county farms slurry infrastructure.
  - In addition in 2027/28 it is proposed to continue the annual allocation towards Capital Maintenance across the county estate at £3m. (£15.2m across the five years.) This maintains our investment in this area whilst recognising that the estate may be downsized in coming years as we aim to release capital receipts to fund future programmes.
- 6.12. £4.7m for refuse and recycling vehicle replacement is included, which will see the rollout of kerbside sorting for recycling collections. It is hoped that this project will attract significant funding from WG in the future which will see investment in the infrastructure at Nantycaws and the replacement of the current refuse lorries with an electric fleet in the coming years. It will make a huge contribution to our efforts to decarbonise our services to address local, national and global commitments to Net Zero Carbon.
- 6.13. A five-year Fleet Replacement Programme for £4.5m, excluding refuse and recycling collection vehicles, is included to ensure that vehicles and plant machinery assets are replaced when they reach the end of their viable economic life. The funding for this capital spend will be provided directly from revenue budgets of the service users via prudential borrowing.
- 6.14. As part of the provisional settlement, £20m per annum from 2023/24 will be made available on an all Wales basis for the decarbonisation agenda. We will work with the WG and other local authorities and organisations to see how this funding can be best utilised to have the greatest impact across the authority's estate, and across Wales, in response to the climate emergency.

## **Education and Children**

- 6.15. In the Education and Children Services capital programme, the MEP includes the continuation of the Sustainable Communities for Learning improvement programme. Schemes are funded jointly by Welsh Government grant and the Authority.

- 6.16. There are eight schools included in the programme at design stage. As they complete final business case stage and receive offers of grant funding from the Welsh Government they will be included in the delivery stage of the programme. Future reports will seek approval for inclusion in the programme if and when external funding is secured. Internal match funding will be from the Consolidated MEP Delivery Fund.
- 6.17. It is proposed to award a further £500k in 2027/28 to fund ongoing pressures on the education budget, namely: Equalities Works, Health and Safety measures, Mobile Classroom Provision.
- 6.18. To mitigate ongoing health and safety concerns at a number of school drop-off sites we propose to provide £850k in 2023/24 and 2024/25 for the provision of new bus bays and traffic management projects. This will be funded by MEP unsupported prudential borrowing.
- 6.19. An autism spectrum disorder (ASD) unit for secondary age pupils is urgently needed in the east of the county. This will be accommodated in the Llanelli/Burry Port Area. It is hoped that this will attract government funding of approximately £1.5m. It is proposed to provide a further £500k in match funding for the provision of the same from our own resources to meet our responsibilities in this area. This will be funded by MEP unsupported prudential borrowing.

### **Chief Executive**

- 6.20. ICT services are crucial to our future ways of working. There is £2.4m allocated across the programme for this area. It includes annual funding of £200k per annum to support digital transformational projects across council services. The county council will also see the benefit of the Swansea Bay City Region Digital Project across the county.

### **Regeneration**

- 6.21. The work to deliver the new Carmarthen town centre hub continues. A new community resource, in partnership with healthcare and education providers. It will also see a new home for some of the county's art collections currently unseen by the public, and a new fitness suite. This development will bring footfall back to the town centre and be a catalyst for the regeneration and revitalisation of Carmarthen town centre.
- 6.22. In the medium term we will need to be able to support new regeneration projects as they are developed. We are therefore making new awards of £2m per year in 2026/27 and 2027/28 to Regeneration Schemes Match Funding, which in turn will be utilised to attract external grant funding to developments across the county.
- 6.23. Work continues on the Pentre Awel project (Zone 1), delivered under the Swansea Bay City Region programme, which will create five distinct buildings linked with a "street" space, comprising an aquatics centre, sports hall, multipurpose sports and fitness rooms and gym, education and training facilities, clinical delivery and research and innovation and business space. The budgeted costs of Zone 1 which started in 2018/19 are increasing at the

moment and we are in negotiations with the contractor currently. The funding will be via City Deal (£40m), County Council finances, Llanelli Waterfront JV, third party Health partners, and external market funding, £26m of which falls within year one of the new programme. The latest estimated cost is included within the programme.

The project also includes the provision of a hydro-therapy pool, which will be part of the leisure element, the funding for which includes approximately £1m from a trust. This project has recently been subject to a separate County Council report. With reference to the City Deal funding, the expenditure - whilst being incurred by the Authority, will be repaid to the Authority over a period of up to 15 years by both Welsh and UK governments. The structure of the City Deal projects means that WG expects the Authority to deliver the projects and raise the funding through borrowing which will then be repaid over a 15 year period. The projects or the Authority will need to accommodate the interest payments on this borrowing.

6.24. The Pentre Awel development also provides for an assisted housing development programme, in Zone 3, which is part of the HRA capital programme.

6.25. The County Council will also have an input in other regional projects delivered by the Swansea Bay City Region given its role as lead body.

## **7. WELL-BEING OF FUTURE GENERATIONS (WALES) ACT 2015**

7.1. In considering the capital programme, members need to take into consideration the requirements of the Well-being of Future Generations (Wales) Act 2015. The Act requires the public bodies to carry out development sustainably, improving the economic, social, environmental and cultural well-being of Wales.

‘... the public body must act 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’

7.2. In doing so, we must demonstrate the following five ways of working:

- i. Looking at the long-term so that we do not compromise the ability of future generations to meet their own needs
- ii. Understanding the root causes of issues to prevent them recurring
- iii. Taking an integrated approach so that we look at all well-being goals and objectives of other services and partners
- iv. Working with others in a collaborative way to find shared sustainable solutions
- v. Involving a diversity of population in decisions that affect them

- 7.3. The act identifies seven well-being goals and provide a shared vision for public bodies to work towards. We must work towards achieving all of them.
- i. A prosperous Wales
  - ii. A resilient Wales
  - iii. A healthier Wales
  - iv. A more equal Wales
  - v. A Wales of cohesive communities
  - vi. A Wales of vibrant culture and thriving Welsh Language
  - vii. A globally responsible Wales
- 7.4. Our well-being objectives are designed to maximise our contribution to achieving the seven well-being goals of the Act.
- 7.5. All projects within the programme have been assesses and scored with the five ways of working, the seven goals and our corporate well-being statement in mind.

## 8.

**SUMMARY**

The table below gives a breakdown of the expenditure by departments and the sources of funding.

<b>CAPITAL PROGRAMME SUMMARY</b>						
	<b>2023/24</b>	<b>2024/25</b>	<b>2025/26</b>	<b>2026/27</b>	<b>2027/28</b>	<b>Total</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b><u>Expenditure</u></b>						
Community Services	6,312	2,300	2,000	2,500	2,500	15,612
Place and Infrastructure	35,311	6,672	6,543	5,026	5,026	58,078
Education & Children	18,416	33,593	20,857	500	500	73,866
Chief Executive	1,465	1,657	200	200	200	3,722
Regeneration	89,639	15,424	3,863	2,201	2,000	113,127
<b>Total Expenditure</b>	<b>151,143</b>	<b>59,646</b>	<b>33,463</b>	<b>10,427</b>	<b>10,226</b>	<b>264,905</b>
<b><u>Grants and Contributions</u></b>						
External Funding	63,916	23,273	13,232	0	0	100,421
<b>Net Expenditure Funded by CCC</b>	<b>87,227</b>	<b>36,373</b>	<b>20,231</b>	<b>10,427</b>	<b>10,226</b>	<b>164,484</b>
<b><u>CCC Funding</u></b>						
Non-hypothecated Supported Borrowing	5,914	5,914	5,914	5,914	5,914	29,570
Unsupported Borrowing	24,603	10,143	4,822	-1,100	280	38,748
Prudential Borrowing - Fleet	7,250	1,000	1,000	0	0	9,250
General Capital Grant	6,075	6,075	6,075	6,075	6,075	30,375
Capital Reserves	39,369	12,725	1,904	500	0	54,498
Joint Venture Funding Llanelli Leisure Centre	3,500	0	0	0	0	3,500
Direct Revenue Funding	516	516	516	490	16	2,054
<b>Overall Net Position: Surplus + / Deficit (-)</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,452</b>	<b>2,059</b>	<b>3,511</b>

8.1. To summarise the overall position, all approved projects within the capital programme are fully funded for the five years from 2023/24 to 2027/28, however, not all available funding is committed at this time in order to give us flexibility to deal with future cost pressures or urgent works which may arise.

8.2. The total cost of the programme is £264.9m of which £100.4m is funded from external grants and contributions.

8.3. The full detail of the proposed five-year capital programme is attached in Appendix A.

## **9. REVENUE IMPLICATIONS**

9.1. The revenue budget strategy in 2023/24 allows for a £400k increase in the revenue budget implications of the capital programme.

## **10. RECOMMENDATIONS**

That Cabinet consider and recommend to County Council:

10.1. The five-year Capital Programme and funding as detailed in Appendix A, with 2023/24 being a hard budget and 2024/25 to 2027/28 soft/indicative budgets.

10.2. That the programme be reviewed, as is usual, if predicted external or county council funding does not materialise.

10.3. That the Capital Strategy in Appendix C be approved.

and

10.4. That Cabinet/County Council delegates to the Director of Corporate Services, in consultation with the Chief Executive, Leader and Cabinet Member for Resources, authority to make any amendments to the programme necessary as a consequence of the final settlement from the Welsh Government due on 1<sup>st</sup> March 2023.

Capital Programme 2023/24 - 2027/28

Appendix A

Capital Project 2023/24-2027/28	Year 1			Year 2			Year 3			Year 4			Year 5			Five Year Total 2023/24:2027/28		
	County Council Funding	External Funding	Total Scheme	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total
COUNCIL FUND	2023/24			2024/25			2025/26			2026/27			2027/28			Five Year Total		
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>COMMUNITIES</b>																		
<i>Private Sector Housing</i>																		
Disabled Facility Grants	2,700	0	2,700	2,300	0	2,300	2,000	0	2,000	2,500	0	2,500	2,500		2,500	12,000	0	12,000
<i>Sports &amp; Leisure</i>																		
Amman Valley Leisure Centre 3G Pitch	1,912	0	1,912	0	0	0	0	0	0	0	0	0	0	0	0	1,912	0	1,912
<i>Culture</i>																		
Oriel Myrddin	700	1,000	1,700	0	0	0	0	0	0	0	0	0	0	0	0	700	1,000	1,700
<b>Total Communities</b>	<b>5,312</b>	<b>1,000</b>	<b>6,312</b>	<b>2,300</b>	<b>0</b>	<b>2,300</b>	<b>2,000</b>	<b>0</b>	<b>2,000</b>	<b>2,500</b>	<b>0</b>	<b>2,500</b>	<b>2,500</b>	<b>0</b>	<b>2,500</b>	<b>14,612</b>	<b>1,000</b>	<b>15,612</b>
<b>Total Communities Excluding HRA</b>	<b>5,312</b>	<b>1,000</b>	<b>6,312</b>	<b>2,300</b>	<b>0</b>	<b>2,300</b>	<b>2,000</b>	<b>0</b>	<b>2,000</b>	<b>2,500</b>	<b>0</b>	<b>2,500</b>	<b>2,500</b>	<b>0</b>	<b>2,500</b>	<b>14,612</b>	<b>1,000</b>	<b>15,612</b>

Capital Programme 2023/24 - 2027/28

Appendix A

Capital Project 2023/24-2027/28	Year 1			Year 2			Year 3			Year 4			Year 5			Five Year Total 2023/24:2027/28			
	County Council Funding	External Funding	Total Scheme	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	
	2023/24			2024/25			2025/26			2026/27			2027/28			Five Year Total			
COUNCIL FUND			£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>PLACE and INFRASTRUCTURE</b>																			
<b>Countryside</b>																			
Byways	16	0	16	16	0	16	16	0	16	16	0	16	16	0	16	80	0	80	
Rights of Way Improvement Programme	50	0	50	50	0	50	50	0	50	50	0	50	50	0	50	250	0	250	
<b>Coastal and Flood Defence</b>																			
Flood Mitigation	200	0	200	400	0	400	400	0	400	0	0	0	0	0	0	1,000	0	1,000	
Flood Management	75	425	500	0	0	0	0	0	0	0	0	0	0	0	0	75	425	500	
<b>Fleet Management</b>																			
Fleet Replacement - Prudential Borrowing	2,520	0	2,520	1,000	0	1,000	1,000	0	1,000	0	0	0	0	0	0	4,520	0	4,520	
<b>Infrastructure</b>																			
Multi Storey Car Park, Llanelli	60	0	60	60	0	60	60	0	60	60	0	60	60	0	60	300	0	300	
Highways	1,600	0	1,600	600	0	600	600	0	600	600	0	600	600	0	600	4,000	0	4,000	
Highways Drainage	250	0	250	250	0	250	250	0	250	250	0	250	250	0	250	1,250	0	1,250	
Bridges and Structures	400	0	400	400	0	400	400	0	400	400	0	400	400	0	400	2,000	0	2,000	
Street Lighting Replacement & Upgrade	0	0	0	400	0	400	400	0	400	400	0	400	400	0	400	1,600	0	1,600	
<b>Waste Management</b>																			
Refuse Vehicles replacement	2,125	0	2,125	0	0	0	0	0	0	0	0	0	0	0	0	2,125	0	2,125	
Decarbonisation of Refuse and Recycling Collection Vehicles	2,605	0	2,605	0	0	0	0	0	0	0	0	0	0	0	0	2,605	0	2,605	
<b>Transportation</b>																			
Road Safety Improvement Schemes	250	0	250	250	0	250	250	0	250	250	0	250	250	0	250	1,250	0	1,250	
Cross Hands Economic Link Road Phase 2	384	0	384	0	0	0	0	0	0	0	0	0	0	0	0	384	0	384	
<b>Public Transport Infrastructure</b>																			
Twyi Valley Path - Non Levelling Up	426	0	426	0	0	0	0	0	0	0	0	0	0	0	0	426	0	426	
Tywi Valley Path - Levelling Up Fund	6,086	11,751	17,837	0	0	0	45	0	45	0	0	0	0	0	0	6,131	11,751	17,882	
<b>Place</b>																			
Decarbonisation Measures	500	0	500	0	0	0	0	0	0	0	0	0	0	0	0	500	0	500	
<b>Property</b>																			
Capital Maintenance	2,838	0	2,838	3,246	0	3,246	3,072	0	3,072	3,000	0	3,000	3,000	0	3,000	15,156	0	15,156	
County Hall	1,600	0	1,600	0	0	0	0	0	0	0	0	0	0	0	0	1,600	0	1,600	
Tŷ Elwyn	1,150	0	1,150	0	0	0	0	0	0	0	0	0	0	0	0	1,150	0	1,150	
<b>Total Place and Infrastructure</b>	<b>23,135</b>	<b>12,176</b>	<b>35,311</b>	<b>6,672</b>	<b>0</b>	<b>6,672</b>	<b>6,543</b>	<b>0</b>	<b>6,543</b>	<b>5,026</b>	<b>0</b>	<b>5,026</b>	<b>5,026</b>	<b>0</b>	<b>5,026</b>	<b>46,402</b>	<b>12,176</b>	<b>58,578</b>	



Capital Programme 2023/24 - 2027/28

Appendix A

Capital Project 2023/24-2027/28	Year 1			Year 2			Year 3			Year 4			Year 5			Five Year Total 2023/24:2027/28		
	County Council Funding	External Funding	Total Scheme	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total
	2023/24			2024/25			2025/26			2026/27			2027/28			Five Year Total		
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>EDUCATION &amp; CHILDREN</b>																		
<b>Schools: General Projects</b>																		
Non MEP Education Works - Equalities Works, Mobiles, H&S etc	500	0	500	500	0	500	500	0	500	500	0	500	500	0	500	2,500	0	2,500
Dyffryn Taf Bus Bays	169	0	169	0	0	0	0	0	0	0	0	0	0	0	0	169	0	169
Infant Class Size Penygroes	157	0	157	0	0	0	0	0	0	0	0	0	0	0	0	157	0	157
Glanymor Bus Bays	250	0	250	250	0	250	0	0	0	0	0	0	0	0	0	500	0	500
Amman Valley Bus Bays	300	0	300	300	0	300	0	0	0	0	0	0	0	0	0	600	0	600
Bro Myrddin Onsite traffic management issues	100	0	100	100	0	100	0	0	0	0	0	0	0	0	0	200	0	200
Amman Valley Safeguarding access	200	0	200	200	0	200	0	0	0	0	0	0	0	0	0	400	0	400
ASD Llanelli Area - Secondary Provision	500	1,500	2,000	0	0	0	0	0	0	0	0	0	0	0	0	500	1,500	2,000
<b>Sustainable Communities for Learning BandA - Design stage Projects</b>																		
Laugharne	50	0	50	0	0	0	0	0	0	0	0	0	0	0	0	50	0	50
Dewi Sant	100	0	100	0	0	0	0	0	0	0	0	0	0	0	0	100	0	100
<b>Sustainable Communities for Learning BandB - Design stage Projects</b>																		
Ysgol Gymraeg Gwenllian	20	0	20	0	0	0	0	0	0	0	0	0	0	0	0	20	0	20
Carmarthen West	50	0	50	0	0	0	0	0	0	0	0	0	0	0	0	50	0	50
Llandybie	50	0	50	0	0	0	0	0	0	0	0	0	0	0	0	50	0	50
Heol Goffa New School	100	0	100	0	0	0	0	0	0	0	0	0	0	0	0	100	0	100
Bryngwyn	100	0	100	0	0	0	0	0	0	0	0	0	0	0	0	100	0	100
Maes y Morfa	100	0	100	100	0	100	0	0	0	0	0	0	0	0	0	200	0	200
<b>Sustainable Communities for Learning BandB - Approved Schemes</b>																		
Y Castell	0	60	60	0	0	0	0	0	0	0	0	0	0	0	0	0	60	60
Pum Heol	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Pembrey	3,260	850	4,110	0	0	0	0	0	0	0	0	0	0	0	0	3,260	850	4,110
<b>Sustainable Communities for Learning Match Funding</b>																		
Consolidated MEP Delivery Fund	2,500	7,500	10,000	9,750	22,393	32,143	7,125	13,232	20,357	0	0	0	0	0	0	19,375	43,125	62,500
<b>Total Education &amp; Children</b>	<b>8,506</b>	<b>9,910</b>	<b>18,416</b>	<b>11,200</b>	<b>22,393</b>	<b>33,593</b>	<b>7,625</b>	<b>13,232</b>	<b>20,857</b>	<b>500</b>	<b>0</b>	<b>500</b>	<b>500</b>	<b>0</b>	<b>500</b>	<b>28,331</b>	<b>45,535</b>	<b>73,866</b>

Capital Programme 2023/24 - 2027/28

Appendix A

Capital Project 2023/24-2027/28	Year 1			Year 2			Year 3			Year 4			Year 5			Five Year Total 2023/24:2027/28		
	County Council Funding	External Funding	Total Scheme	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total
	2023/24			2024/25			2025/26			2026/27			2027/28			Five Year Total		
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>CHIEF EXECUTIVE</b>																		
<i>Property</i>																		
Rural Estate Infrastructure	0	0	0	300	0	300	0	0	0	0	0	0	0	0	0	300	0	300
St David's Park - Block 3	1,000	0	1,000	0	0	0	0	0	0	0	0	0	0	0	0	1,000	0	1,000
Digital Transformation	200	0	200	200	0	200	200	0	200	200	0	200	200	0	200	1,000	0	1,000
PSBA Network	75	0	75	75	0	75	0	0	0	0	0	0	0	0	0	150	0	150
Strategic Digital Initiatives	100	0	100	100	0	100	0	0	0	0	0	0	0	0	0	200	0	200
Information Security and Governance	50	0	50	50	0	50	0	0	0	0	0	0	0	0	0	100	0	100
Virtualised Server & Storage Environment Replacement	0	0	0	400	0	400	0	0	0	0	0	0	0	0	0	400	0	400
UPS 15KVA	15	0	15	0	0	0	0	0	0	0	0	0	0	0	0	15	0	15
Voice Infrastructure	25	0	25	20	0	20	0	0	0	0	0	0	0	0	0	45	0	45
Business Critical Infrastructure & Strategic ICT Development	0	0	0	512	0	512	0	0	0	0	0	0	0	0	0	512	0	512
<b>Total Chief Executive</b>	<b>1,465</b>	<b>0</b>	<b>1,465</b>	<b>1,657</b>	<b>0</b>	<b>1,657</b>	<b>200</b>	<b>0</b>	<b>200</b>	<b>200</b>	<b>0</b>	<b>200</b>	<b>200</b>	<b>0</b>	<b>200</b>	<b>3,722</b>	<b>0</b>	<b>3,722</b>

Capital Programme 2023/24 - 2027/28

Appendix A

Capital Project 2023/24-2027/28	Year 1			Year 2			Year 3			Year 4			Year 5			Five Year Total 2023/24:2027/28		
	County Council Funding	External Funding	Total Scheme	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total
	2023/24			2024/25			2025/26			2026/27			2027/28			Five Year Total		
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>REGENERATION</b>																		
Transformational Strategy Project Fund	0	0	0	1,500	0	1,500	2,000	0	2,000	2,000	0	2,000	2,000	0	2,000	7,500	0	7,500
Rural Employment Spaces JV	1,000	1,000	2,000	0	0	0	0	0	0	0	0	0	0	0	0	1,000	1,000	2,000
Rural Enterprise Fund	1,500	0	1,500	0	0	0	0	0	0	0	0	0	0	0	0	1,500	0	1,500
Transformation Commercial Property Development Fund	2,500	0	2,500	0	0	0	0	0	0	0	0	0	0	0	0	2,500	0	2,500
Business Support for Renewable Energy Initiatives (3rd Party Grants)	400	0	400	0	0	0	0	0	0	0	0	0	0	0	0	400	0	400
<b>Ten Town Growth Plan</b>																		
Ten Town Growth Plan	1,000	0	1,000	0	0	0	0	0	0	0	0	0	0	0	0	1,000	0	1,000
<b>Llanelli, Cross Hands &amp; Coastal Belt Area</b>																		
Tri Market Street North	1,700	0	1,700	0	0	0	0	0	0	0	0	0	0	0	0	1,700	0	1,700
<b>Ammanford, Carmarthen &amp; Rural Area</b>																		
Carmarthen Hub - Levelling Up Fund	1,896	8,417	10,313	0	0	0	93	0	93	0	0	0	0	0	0	1,989	8,417	10,406
Carmarthen Hub - Fit-out	0	0	0	0	0	0	201	0	201	201	0	201	0	0	0	402	0	402
<b>Swansea Bay City Region Projects</b>																		
City Deal - Pentre Awel Wellness Project	16,513	26,913	43,426	13,044	880	13,924	1,569	0	1,569	0	0	0	0	0	0	31,126	27,793	58,919
City Deal - Llanelli Leisure Centre	22,300	4,500	26,800	0	0	0	0	0	0	0	0	0	0	0	0	22,300	4,500	26,800
<b>Total Regeneration</b>	<b>48,809</b>	<b>40,830</b>	<b>89,639</b>	<b>14,544</b>	<b>880</b>	<b>15,424</b>	<b>3,863</b>	<b>0</b>	<b>3,863</b>	<b>2,201</b>	<b>0</b>	<b>2,201</b>	<b>2,000</b>	<b>0</b>	<b>2,000</b>	<b>71,417</b>	<b>41,710</b>	<b>113,127</b>
<b>Total Council Fund</b>	<b>87,227</b>	<b>63,916</b>	<b>151,143</b>	<b>36,373</b>	<b>23,273</b>	<b>59,646</b>	<b>20,231</b>	<b>13,232</b>	<b>33,463</b>	<b>10,427</b>	<b>0</b>	<b>10,427</b>	<b>10,226</b>	<b>0</b>	<b>10,226</b>	<b>164,484</b>	<b>100,421</b>	<b>264,905</b>
<b>Total Council Fund Excluding HRA</b>	<b>87,227</b>	<b>63,916</b>	<b>151,143</b>	<b>36,373</b>	<b>23,273</b>	<b>59,646</b>	<b>20,231</b>	<b>13,232</b>	<b>33,463</b>	<b>10,427</b>	<b>0</b>	<b>10,427</b>	<b>10,226</b>	<b>0</b>	<b>10,226</b>	<b>164,484</b>	<b>100,421</b>	<b>264,905</b>

Capital Programme 2023/24 - 2027/28

Appendix A

Capital Project 2023/24-2027/28	Year 1			Year 2			Year 3			Year 4			Year 5			Five Year Total 2023/24:2027/28		
	COUNCIL FUND			COUNCIL FUND			COUNCIL FUND			COUNCIL FUND			COUNCIL FUND			COUNCIL FUND		
	County Council Funding	External Funding	Total Scheme	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total	County Council Funding	External Funding	Total
	2023/24			2024/25			2025/26			2026/27			2027/28			Five Year Total		
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>Sources of Funding</b>																		
Borrowing: PWLB	23,254	0	23,254	11,570	0	11,570	11,736	0	11,736	4,814	0	4,814	6,194	0	6,194	57,568	0	57,568
Borrowing: Non PWLB	14,513	0	14,513	5,487	0	5,487	0	0	0	0	0	0	0	0	0	20,000	0	20,000
Capital Receipts	3,500	0	3,500	0	0	0	0	0	0	0	0	0	0	0	0	3,500	0	3,500
Reserves / Revenue	30,526	0	30,526	13,241	0	13,241	2,420	0	2,420	990	0	990	16	0	16	47,193	0	47,193
Highways & Transport Grants		12,176	12,176		0	0		0	0		0	0		0	0	0	12,176	12,176
Economic Development Grants		40,830	40,830		880	880		0	0		0	0		0	0	0	41,710	41,710
Education Grants		9,910	9,910		22,393	22,393		13,232	13,232		0	0		0	0	0	45,535	45,535
Other Grants & Funding	15,434	1,000	16,434	6,075	0	6,075	6,075	0	6,075	6,075	0	6,075	6,075	0	6,075	39,734	1,000	40,734
<b>Total Capital Programme Funding</b>	<b>87,227</b>	<b>63,916</b>	<b>151,143</b>	<b>36,373</b>	<b>23,273</b>	<b>59,646</b>	<b>20,231</b>	<b>13,232</b>	<b>33,463</b>	<b>11,879</b>	<b>0</b>	<b>11,879</b>	<b>12,285</b>	<b>0</b>	<b>12,285</b>	<b>167,995</b>	<b>100,421</b>	<b>268,416</b>

<b>Net Funding Position - Surplus / (Shortfall)</b>	<b>-0</b>	<b>0</b>	<b>-0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1,452</b>	<b>0</b>	<b>1,452</b>	<b>2,059</b>	<b>0</b>	<b>2,059</b>	<b>3,511</b>	<b>0</b>	<b>3,511</b>
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Summary of Expenditure by Services	2023/24			2024/25			2025/26			2026/27			2027/28			Five Year Total		
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	
Public Housing																		
Private Housing	2,700	0	2,700	2,300	0	2,300	2,000	0	2,000	2,500	0	2,500	2,500	0	2,500	12,000	0	12,000
Culture & Leisure	2,612	1,000	3,612	0	0	0	0	0	0	0	0	0	0	0	0	2,612	1,000	3,612
Transportation, Infrastructure & Municipal	17,547	12,176	29,723	3,426	0	3,426	3,471	0	3,471	2,026	0	2,026	2,026	0	2,026	28,496	12,176	40,672
Economic Development	48,809	40,830	89,639	14,544	880	15,424	3,863	0	3,863	2,201	0	2,201	2,000	0	2,000	71,417	41,710	113,127
Education & Children	8,506	9,910	18,416	11,200	22,393	33,593	7,625	13,232	20,857	500	0	500	500	0	500	28,331	45,535	73,866
Property	6,588	0	6,588	3,546	0	3,546	3,072	0	3,072	3,000	0	3,000	3,000	0	3,000	19,206	0	19,206
ICT	465	0	465	1,357	0	1,357	200	0	200	200	0	200	200	0	200	2,422	0	2,422
<b>Total Capital Expenditure by Service</b>	<b>87,227</b>	<b>63,916</b>	<b>151,143</b>	<b>36,373</b>	<b>23,273</b>	<b>59,646</b>	<b>20,231</b>	<b>13,232</b>	<b>33,463</b>	<b>10,427</b>	<b>0</b>	<b>10,427</b>	<b>10,226</b>	<b>0</b>	<b>10,226</b>	<b>164,484</b>	<b>100,421</b>	<b>264,905</b>

Summary of Expenditure by Department	2023/24			2024/25			2025/26			2026/27			2027/28			Five Year Total		
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	
Communities	5,312	1,000	6,312	2,300	0	2,300	2,000	0	2,000	2,500	0	2,500	2,500	0	2,500	14,612	1,000	15,612
Place and Infrastructure	23,135	12,176	35,311	6,672	0	6,672	6,543	0	6,543	5,026	0	5,026	5,026	0	5,026	46,402	12,176	58,578
Education & Children	8,506	9,910	18,416	11,200	22,393	33,593	7,625	13,232	20,857	500	0	500	500	0	500	28,331	45,535	73,866
Chief Executive	1,465	0	1,465	1,657	0	1,657	200	0	200	200	0	200	200	0	200	3,722	0	3,722
Regeneration including City Deal	48,809	40,830	89,639	14,544	880	15,424	3,863	0	3,863	2,201	0	2,201	2,000	0	2,000	71,417	41,710	113,127
<b>Total Capital Expenditure By Department</b>	<b>87,227</b>	<b>63,916</b>	<b>151,143</b>	<b>36,373</b>	<b>23,273</b>	<b>59,646</b>	<b>20,231</b>	<b>13,232</b>	<b>33,463</b>	<b>10,427</b>	<b>0</b>	<b>10,427</b>	<b>10,226</b>	<b>0</b>	<b>10,226</b>	<b>164,484</b>	<b>100,421</b>	<b>264,905</b>
External Grants	0	63,916	63,916	0	23,273	23,273	0	13,232	13,232	0	0	0	0	0	0	0	100,421	100,421
Net CCC Funding	87,227	0	87,227	36,373	0	36,373	20,231	0	20,231	10,427	0	10,427	10,226	0	10,226	164,484	0	164,484

\* N.B. Some external funding shown may be subject to final approval from the relevant funding body.

## EXTRACT

**CORPORATE PERFORMANCE & RESOURCES**  
**SCRUTINY COMMITTEE**  
**MONDAY, 30<sup>TH</sup> JANUARY 2023**

**5. FIVE YEAR CAPITAL PROGRAMME (COUNCIL FUND) 2023/24 TO 2027/28**

The Cabinet Member for Resources presented the 5-year capital programme which provided an initial view of the 5-year Capital Programme from 2023/24 to 2027/28. The report formed the basis of the budget consultation process with members and other relevant parties and any feedback, along with the final settlement, would inform the final budget report which would be presented to Council in March 2023.

The proposed gross expenditure on the capital programme for 2023/24 was £154.530m with the projected funding being £90.527m from the county council's own resources through the use of borrowing, reserves and direct revenue financing, capital receipts and general capital grant, with the balance of £64.003m coming from external sources. These figures included projects delayed in 2022/23 which had been carried over and built into the budgets of future years.

Whilst the new capital programme was fully funded over the five-year period it was proposed to under commit some of the available funding in order to give flexibility across the programme to cover any unexpected additional costs and to allow further consideration to the Sustainable Communities for Learning review when complete. The programme included projected expenditure on the Swansea Bay City Region Deal projects against which the authority would borrow, with the funding being returned from both Welsh and UK governments over a 15-year period (from 2018/19).

Amongst the issues raised during consideration of the report were the following:

- In response to a comment the Head of Regeneration advised that round three of the Levelling-Up fund in Carmarthenshire would be restricted to bids from the Llanelli Parliamentary Constituency as the other two constituencies had already benefitted from funding for the conversion of the former Debenhams store and Tywi Valley Cycle Path;
- Reference was made to the work being undertaken to address deprivation in the Glan y Mor and Tyisha wards in south Llanelli and the benefits which were likely to accrue from the Pentre Awel scheme;
- Concern was expressed that no funding for flood management was included in years 2-5 of the 5-year programme particularly in light of the increase in flooding incidents and global warming. The Director of Corporate Resources agreed to convey the concern to the Director of Place and Infrastructure.

**RESOLVED that the Five-Year Capital Programme 2023/24 – 2027/28 be endorsed.**

Mae'r dudalen hon yn wag yn fwriadol

# CAPITAL STRATEGY

2023 - 2024

[carmarthenshire.gov.wales](http://carmarthenshire.gov.wales)

Cyngor **Sir Gâr**  
**Carmarthenshire**  
County Council



Tudalen 147

# CAPITAL STRATEGY 2023-24

## PURPOSE AND AIMS

The Prudential Code for Capital Finance in Local Authorities was updated by the Chartered Institute of Public Finance and Accountancy (CIPFA) in December 2021.

This Code dictates that “authorities should have in place a capital strategy that sets out the long-term context in which capital expenditure and investment decisions are made and gives due consideration to both risk and reward and impact on the achievement of priority outcomes.”

The Capital Strategy shows how this Council makes capital expenditure and investment decisions in line with service objectives and properly takes account of:

- Stewardship / good professional practice
- Value for money
- Prudence / risks considered
- Sustainability
- Affordability

It sets out a framework for the self-management of capital finance and examines the following areas:

- Capital expenditure and investment plans
- Treasury Management
- Prudential Indicators
- Commercial activity
- Knowledge and skills

The above considerations help to support local strategic planning, local asset management planning and effective option appraisal.

Through this Capital Strategy elected members and other stakeholders will see how future capital expenditure, capital financing and treasury management activities will contribute to the provision of services, together with a

summary of how associated risks are managed and the implications for future financial sustainability. It also highlights the governance framework required to ensure the Strategy is delivered.

## ECONOMIC BACKGROUND

It is important to set out the external environment in which Carmarthenshire County Council is currently operating. One of the key factors that impact directly on the capital programme is the reduced revenue funding for local government. Owing to the pressure on public finances, the funds allocated from the Welsh Government to this council to run its services is substantially lower than in recent years. Carmarthenshire will continue to identify, plan, fund and invest longer term in non-current assets to help the council deliver departmental strategies and wider plans.

## CARMARTHENSIRE'S STRATEGIC RESPONSE

In considering capital implications, the authority takes into consideration the requirements of the Wellbeing of Future Generations (Wales) Act 2015. The Act requires that we must carry out sustainable development, improving the economic, social environmental and cultural well-being of Wales. The Act requires us to look at the long-term prevention of recurring problems, integrating our approach, collaborating with others, and involving stakeholders. Carmarthenshire's Well Being objectives have a direct impact on the Council Capital Strategy. Some of these include:

- Start Well - help to give every child the best start in life and improve their early life experience
- Live Well - increase the availability of rented and affordable homes
- Age Well - support the growing numbers of older people to maintain dignity and independence in their later years



- In a Healthy and Safe Environment - improve the highway and transport infrastructure and connectivity

This Capital Strategy supports Carmarthenshire's Well-being Objectives. Consideration is also increasingly given to the authority's Corporate Vision and Net Zero Carbon Plan.

### **WHAT IS CAPITAL EXPENDITURE?**

Capital expenditure is expenditure on non-current assets such as Property, Plant and Equipment, Investment Properties and Heritage Assets. This would include the acquisition or construction of new assets, together with any subsequent expenditure on major upgrades or development work to those assets.

Expenditure which adds to and does not merely maintain the value of an existing asset, should be treated as capital, if it yields benefits to the authority and the services it provides for a period of more than one year.

Capital expenditure is defined by legislation as:

- the acquisition, reclamation, enhancement or laying out of land,
- the acquisition, construction, preparation, enhancement or replacement of roads, buildings and other structures,
- the acquisition, installation, or replacement of moveable or immovable plant,
- machinery, apparatus, vehicles and vessels.

An understanding of what constitutes capital expenditure is fundamental to realising the benefits that an authority can obtain under the Prudential framework. Unless expenditure qualifies as capital it will normally fall outside the scope of the framework and be charged to revenue in the period that the expenditure is incurred. If expenditure meets the definition of capital, there may be opportunities to finance the outlay from capital receipts (funds raised

from the sale of surplus assets e.g., a former school site) or by spreading the cost over future years' revenues (i.e., through Minimum Revenue Provision).

### **CARMARTHENSIRE'S APPROACH TO CAPITAL INVESTMENT**

A [Managing Capital](#) procedure document has been adopted as a policy for the Authority. Within this document Carmarthenshire's approach to capital investment is conveyed. A sub-strategy that feeds into the Authority's overall Corporate Strategy is the Capital Programme. The Programme is closely linked to various other sub-strategies such as the Corporate Asset Management Plan, Local Transport Plan, Digital Transformation Strategy, and the Service Departments' Business Plans. The 'Managing Capital' document explains that the aim is to deliver projects and outputs that meet the set objectives. The Capital Programme is prepared and approved on a five-year forward plan basis to:

- Provide a detailed implementation plan to enable the high-level objectives to be realised,
- Provide a financial commitment to allow enough time to adequately plan,
- design and implement future schemes and projects,
- Provide an overview of the likely future commitments arising from current schemes.

Carmarthenshire's Capital Strategy defines and outlines its approach to capital investment and is fundamental to the Council's financial planning processes. It aims to ensure that:

- Capital expenditure contributes to the achievement of the Council's strategic plan,
- An affordable and sustainable capital programme is delivered,
- Use of resources and value for money is maximised,

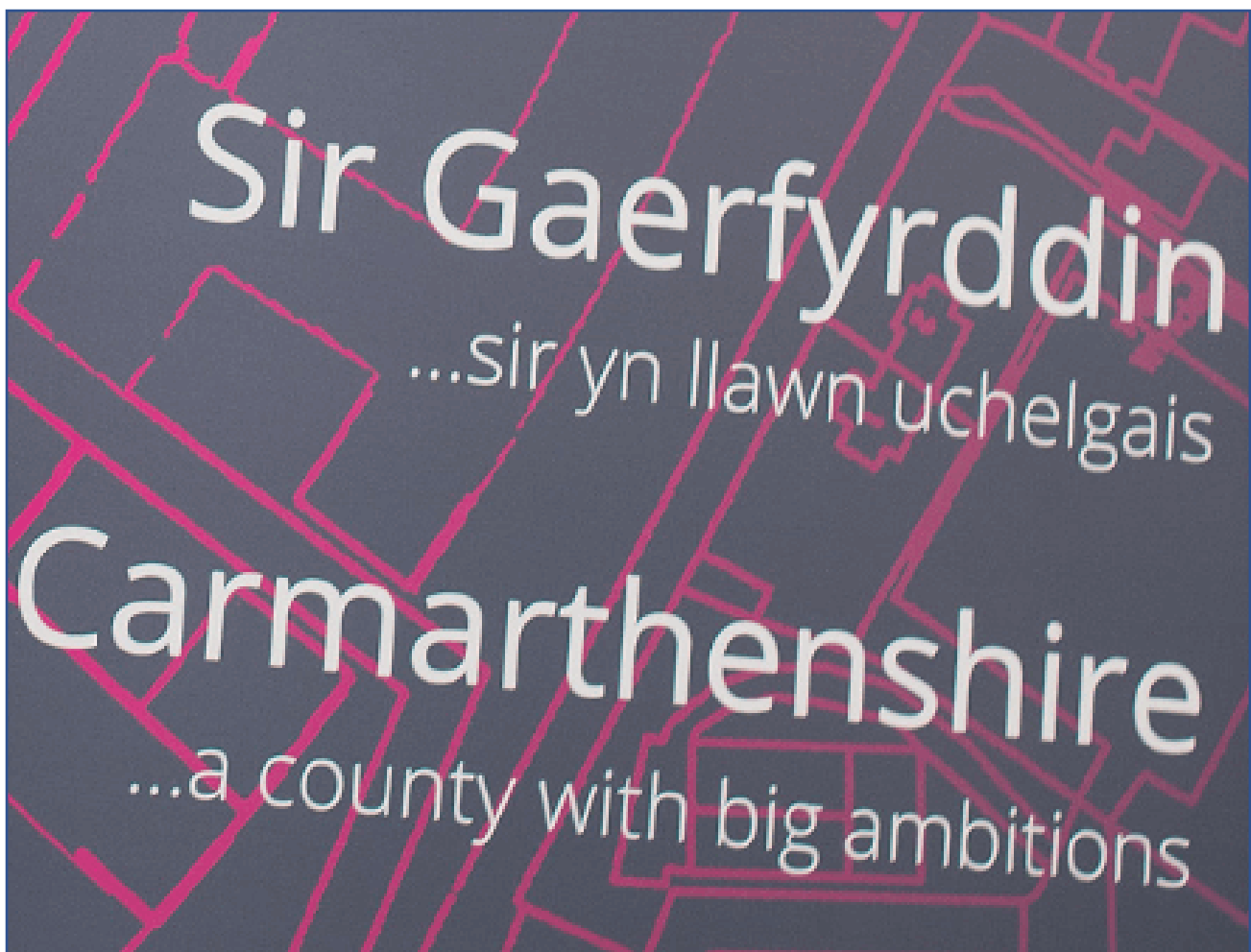
- A clear framework for making capital expenditure decisions is provided,
- A corporate approach to generating capital resources is established,
- Access to enough long-term assets to provide services are acquired and retained,
- Invest to Save initiatives to make efficiencies within the Council's revenue budget are encouraged,
- An appraisal and prioritisation process for new schemes is robust.

### **GOVERNANCE FRAMEWORK**

It is important given the risks surrounding Capital Projects that the appropriate Governance framework is in place:

### **Capital Programme Approvals**

All capital expenditure must be carried out in accordance with the financial regulations. The expenditure must comply with the statutory definition of capital purposes as defined within this document and wider financial standards. The Capital Programme approved by Full Council as part of the Council's annual budget report sets the capital funding availability for the Council, the prioritisation of funding and the schemes receiving entry into the Capital Programme. All schemes are formally approved for inclusion in the capital programme by following a process set out in the financial regulations. Officers are not authorised to commit expenditure without prior formal approval as set out in the financial regulations. Each scheme must be under the control of a responsible person/project manager.

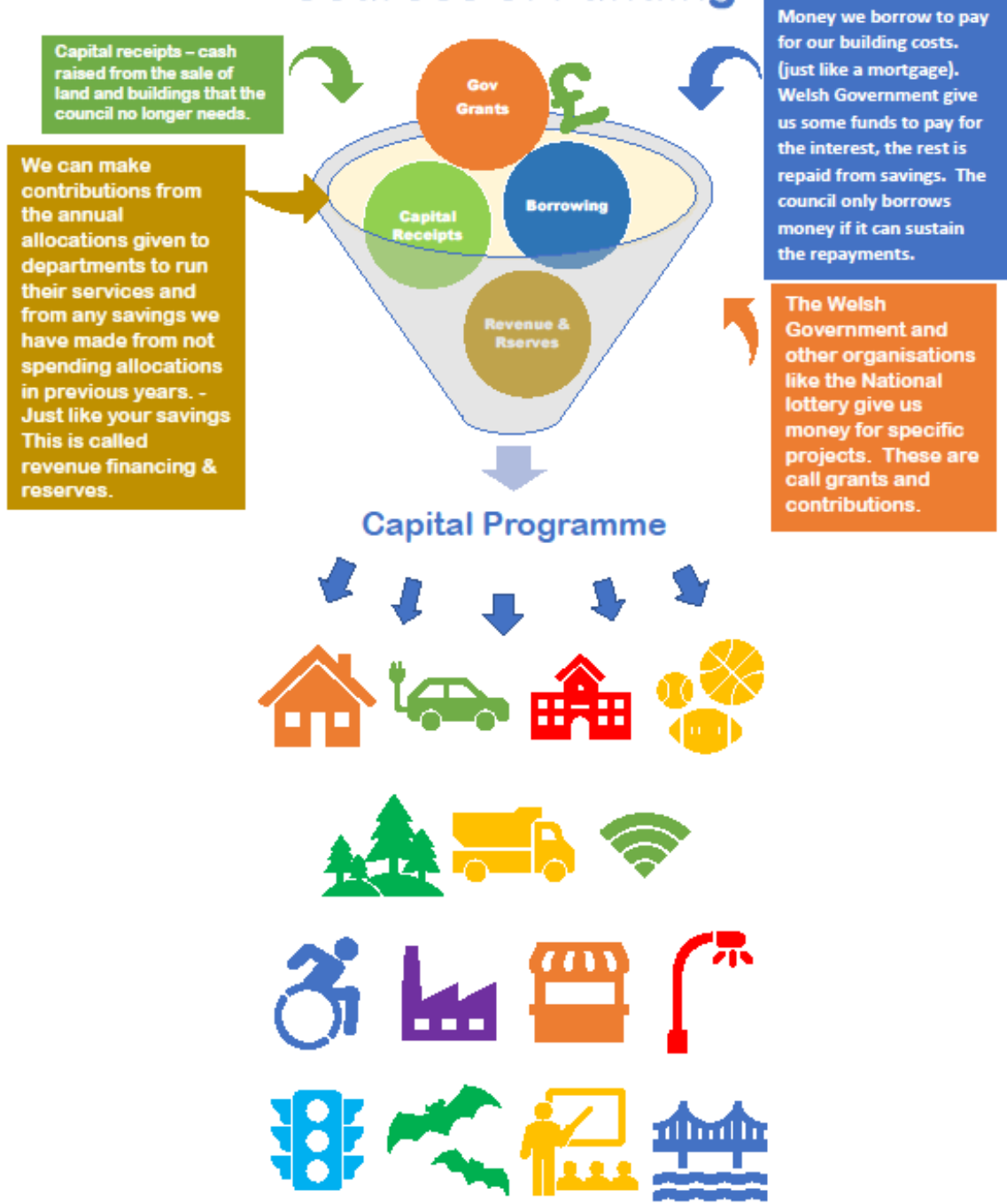


# How it all works



This Strategy is intended to maximise the financial resources available for investment in service provision and improvement within the framework of the Medium-Term Financial Plan. Whilst at the same time ensuring that each business case has a robust self-sustaining financial model that delivers on the wider outcomes of the strategy.

# Sources of Funding



## Overview of General Fund Capital Programme

Capital Budgets by Department:	2023/24 £'000	2024/25 £'000	2025/26 £'000
Communities	6,312	2,300	2,000
Place and Infrastructure	35,311	6,672	6,543
Education & Children	18,416	33,593	20,857
Chief Executive	1,465	1,657	200
Regeneration	19,413	1,500	2,294
City Deal Projects	70,226	13,924	1,569
<b>Total Budget</b>	<b>151,143</b>	<b>59,646</b>	<b>33,463</b>

Financed by:	2023/24 £'000	2024/25 £'000	2025/26 £'000
Borrowing	37,767	17,057	11,736
Unhypothecated General Capital Grants	6,075	6,075	6,075
External Grants & Contributions	63,916	23,273	13,232
Reserves	39,369	12,725	1,904
Direct Revenue Financing	516	516	516
Capital Receipts	3,500	0	0
<b>Total Funding</b>	<b>151,143</b>	<b>59,646</b>	<b>33,463</b>

## OUR PRIORITIES

Cabinet have set out their aspirations for Carmarthenshire in ta Cabinet Vision Statement 2022-2027. The capital programme has been developed and approved to support this vision for the future.

### Carmarthenshire's Sustainable Communities for Learning

Modernising schools building through our Sustainable Communities for Learning programme is the flagship policy which has seen over £200million invested to date in the building of new schools and upgrading others, with a further commitment to fund future investments.

### Health & Wellbeing

Improving the health and wellbeing of residents is a key aspiration and to this end we are committed to delivering:

- A new leisure centre for Llanelli as part of the Swansea Bay City Deal Pentre Awel Wellness Project, and a new 4G Pitch in Ammanford.
- Developing a new Working and Cycling Path from Carmarthen to Llandeilo along the

former railway line. A major investment which will bring significant benefits to the rural economy in the medium to long-term and improvements in health and wellbeing for residents. We aspire to develop further projects of this type.

### **Better ways of Working**

A desire to embrace and compound new ways of working, will enable us to make the best use of resources and identify any redundant assets that could be sold; raising income from capital receipts to fund strategic capital projects.

### **Helping Local Businesses**

Many businesses have seen a downturn in fortunes in recent years. A dedicated economic stimulus and business support package together with wider regeneration funding, will boost local economies. It includes specific investment in a growth plan for our smaller ten satellite towns.

### **Cultural Heritage**

Building on our transformation plan for the museum provision. Major refurbishments at the county museum at Abergwili, Parc Howard, and a new Museum of Speed at Pendine, together with a new county archive and storage facility at “Y Stordy” will ensure that our valuable cultural learning and tourism resource is improved for residents and visitors and maintained for future generations. Further investment in culture will see the redevelopment of the Oriel Myrddin Gallery in Carmarthen. This will also build on our commitment to see the wider regeneration of the “Old Town Quarter” within the County Town.

### **Decarbonisation**

In a commitment to future generations, we will see decarbonisation measures rolled out across our built estate and our Fleet. Grant funding is also made available for local business to embrace renewable energy. We will also see

growing investments in electric car charging infrastructure across the county.

### **Highways**

The economic prosperity of our towns is enhanced by improvements to road infrastructure.

The Cross Hands economic distributor road coupled with associated developments at the Cross Hands strategic employment site will boost the economy in the Gwendraeth Valley. The longer-term plans for the development of the Ammanford distributor road will improve traffic flows and enhance retail investment opportunities.

### **Digital Transformation**

Information Communication Technology (ICT) is crucial to our future ways of working. Our digital transformation programme aims to ensure that Carmarthenshire services are fit for purpose in the digital age. The county will also benefit from the rollout of enhanced regional connectivity as part of investments by the Swansea Bay City Region.

## Housing

Carmarthenshire’s Housing Revenue Account Business Plan 2023-2026 details the Council’s priorities, plans and actions for council housing in Carmarthenshire for the future years. The plan covers all housing services and assets in the Housing Revenue Account (HRA). The purpose of this Plan is to explain the vision and detail of our Housing Investment Programme, and what it means for tenants. Maintaining the ‘Welsh Housing Quality Standard’ (WHQS) is a statutory duty which Carmarthenshire exceeds by maintaining our Carmarthenshire Homes Standard. Providing more affordable homes has always been important to us, but now with the cost-of-living crisis and the steep rise in homelessness it is more important than ever. We have already delivered over 1,600 additional homes and our new development programme will support the delivery of a further 2,000 homes, supporting the regeneration of our town centres, rural towns and villages and our major regeneration sites

including the Transforming Tyisha programme. We have also accelerated our buying private sector homes programme and remodelled some of our existing stock, helping to increase supply quickly meeting the needs of some of our most vulnerable individuals and families. In addition, the Council plans to continue to invest over £52m in maintaining tenants’ homes over the next three years.

- The Council recognises the importance of strategic asset management in providing the foundation for its investment plans so within the HRA Business Plan has highlighted five key themes for future investment:
  - Supporting tenants & residents
  - Investing in our homes & our estates.
  - Providing more homes.
  - Decarbonising our stock and services
  - Local economy, Community Benefits & procurement.

### HRA CAPITAL SPENDING AND FUNDING

HRA Capital Budgets:	2023/24 £'000	2024/25 £'000	2025/26 £'000
Maintain the standard	10,429	11,237	11,450
Support Tenant and Residents	3,920	3,350	4,000
Provide more affordable homes	12,730	14,900	15,500
Decarbonisation	2,835	2,623	2,055
Support the delivery of CHS+	3,923	2,252	2,462
<b>TOTAL</b>	<b>33,837</b>	<b>34,362</b>	<b>35,467</b>

Financed by:	2023/24 £'000	2024/25 £'000	2025/26 £'000
Welsh Government Grant-MRA	6,225	6,225	6,225
Welsh Government Grant - Other	9,272	9,052	7,000
Direct Revenue Financing	10,000	5,000	5,000
Borrowing	8,340	14,085	17,242
<b>TOTAL</b>	<b>33,837</b>	<b>34,362</b>	<b>35,467</b>

## TREASURY MANAGEMENT

The Council produces a Treasury Management Policy and Strategy which is approved by full Council annually as part of the budget setting process. There are close links between the Capital Strategy and Treasury Management Strategy.

The capital programme determines the borrowing need of the Council, essentially the longer-term cash flow planning, to ensure that the Council can meet its capital spending obligations. This management of longer-term cash may involve arranging long or short-term loans or using longer term cash flow surpluses. On occasion any debt previously drawn may be restructured to meet Council risk or cost objectives.

### PRUDENTIAL INDICATORS

Under the Local Government Act 2003 and the Prudential Code for Capital Finance in Local Authorities (revised in 2021), local authority capital spending and its borrowing to fund that spending is limited by what is affordable, prudent and sustainable. The Prudential Code sets out several indicators that enables the authority to assess affordability and prudence.

These indicators are included in the annual Treasury Management Policy and Strategy.

### COMMERCIAL ACTIVITY

Our commercial portfolio consists of a variety of asset types, namely: Retail Units, Industrial Estates, Farms, Ground leases and Provision & livestock Markets. The portfolio generates revenue through rental receipts with opportunities to enhance income through rent reviews and renewals depending on the terms of each agreement. The Council has 20 Industrial estates located around the County with a total of around 400 units, together with 26 farms, 2 Provisions markets and 3 Livestock Markets. There are 104 Ground leases and Retail units (other than those forming part of the provisions markets).

In addition to generating a commercial return the portfolios meet corporate objectives of encouraging and supporting business and employment development, rural initiatives and town centre regeneration. In many instances the support of these broader aims is as important and income generation, and it's the Council's role to balance commercial returns with economic development objectives and corporate priorities.



Each portfolio will be managed uniquely considering its objectives; however, the underlying principle is that the Council makes the best use of its resources by increasing returns wherever possible, taking on board wider corporate priorities.

### **RISK APPETITE**

Risk appetite can be thought of as the amount of risk an organisation is willing to accept, tolerate or be exposed to, in pursuit of its strategic and organisational objectives. The Council recognises that its appetite for different types of risks will vary and needs to reflect both its capability and its ability to exercise control.

By virtue of its statutory responsibilities for public services and associated functions, the Council often has limited choice in whether to accept or tolerate risk. Clearly there are some types of risks where the Council's tolerance will be extremely low, or risk averse, for example, those that could:

- Endanger the safety of service users, employees, members or the general public
- Damage the Council's reputation or financial standing
- Lead to breaches of laws and/or regulations
- Threaten the future operations of the Council.

In some circumstances, the Council is willing to accept a different level or type of risk in pursuit of its strategic objectives. For example, capital schemes typically invoke risks such as achievement of timescales and financial targets, management of contractors and satisfaction of service requirements.

In other areas, the Council's appetite for risk has evolved in response to the changing and challenging environment in which local government now operates. For example, in response to reductions in central government funding, the Council has been willing to consider commercial income generating ventures and invest to save proposals in

addition to service reductions and efficiencies to secure financial stability.

It is not possible to articulate the Council's appetite for every form of risk it may encounter or to predetermine which risks are acceptable or not acceptable. Instead, this strategy aims to inform and strengthen the decision-making process, to ensure that:

- Risks, as well as benefits and opportunities, are always considered, identified, and reported
- Risks are assessed and recorded consistently, in accordance with the Council's risk management methodology
- Proposals which are likely to involve higher or more challenging levels of risk, such as creation of new partnerships, investments in major projects, or commercial activities, are subject to a robust and detailed risk appraisal process
- Risks which are likely to impact the achievement of one or more corporate objectives or to carry significant financial implications are escalated to the senior management team and the Cabinet for review and approval.
- Exposure to risks for which the Council's tolerance is low, such as the examples given above, is minimised.

### **REVENUE IMPLICATIONS**

Serious consideration is given to the implications a project will have on the revenue budget, both in the short and long term. It may be that a scheme may produce savings in terms of ongoing maintenance in some instances. In other cases, the scheme may enhance the level of service to our customers but could add to the maintenance requirements of the service in the long term, particularly in the case of additional assets. There may be a need to provide additional resources such as finance, personnel, property, or ITC equipment, or there may be efficiency savings.

## **KNOWLEDGE AND SKILLS**

The Capital and Treasury Management functions are managed by a team of professionally qualified accountants with extensive Local Government finance experience between them. They all follow a Continuous Professional Development Plan (CPD) and attend courses on an ongoing basis to keep abreast of new developments and skills.

The Council's Section 151 Officer is the officer with overall responsibility for Capital and Treasury activities and views the strategy to be prudent and affordable and fully integrated with the Council's Medium-Term Financial Plan, Treasury Management Strategy and other Strategic Plans.

All the Council's commercial projects have project teams from all the professional disciplines from across the Council and when required external professional advice is taken. The Council Members are involved at a very early stage of a project's life cycle and internal and external training is offered to members on an annual basis to ensure they have up to date skills to make capital and treasury decisions. A register is also kept on member attendance.

**Cabinet**  
**20 Chwefror 2023**

<b>Y Pwnc / Pwrpas:</b> <b>Polisi Rheoli'r Trysorlys a Strategaeth 2023-24</b>		
<b>Yr Argymhellion / Penderfyniadau Allweddol Sydd Eu Hangen:</b>		
<p>1. Bod y Cabinet yn mynd ati'n ffurfiol i gymeradwyo Polisi a Strategaeth Rheoli'r Trysorlys 2023-24 a'r argymhellion sydd ynddynt.</p> <p>2. Bod y Cabinet yn mynd ati'n ffurfiol i gymeradwyo Dangosyddion Rheoli'r Trysorlys, Dangosyddion Darbodus, y Datganiad MRP, y Strategaeth Fuddsoddi a'r argymhellion sydd ynddynt.</p>		
<b>Y Rhesymau:</b>		
Er mwyn cydymffurfio ag adolygiad Cod Darbodaeth CIPFA ac adolygiad Cod Ymarfer CIPFA o ran Rheoli'r Trysorlys 2021.		
Ymgynghorwyd â'r pwyllgor craffu perthnasol DO		
Pwyllgor Craffu Perfformiad Ac Adnoddau Corfforaethol 9fed Chwefror 2023		
Angen i'r Cabinet wneud penderfyniad OES Angen i'r Cyngor wneud penderfyniad OES		
YR AELOD O'R CABINET SY'N GYFRIFOL AM Y PORTFFOLIO:- Cllr. A. Lenny		
Y Gyfarwyddiaeth:		
Enw Pennaeth y Gwasanaeth: Randal Hemingway	Swydd: Pennaeth Gwasanaethau Ariannol	Rhif ffôn: 01267 224886  Cyfeiriad E-bost: RHemingway@sirgar.gov.uk
Awdur yr Adroddiad: Anthony Parnell	Swydd: Rheolwr Pensiwn a Buddsodiadau Gyllidol	Rhif ffôn: 01267 224180  Cyfeiriadau E-bost: AParnell@sirgar.gov.uk

**EXECUTIVE SUMMARY  
CABINET  
20/02/2023**

**SUBJECT**

Treasury Management Policy and Strategy 2023-24

**1. BRIEF SUMMARY OF PURPOSE OF REPORT.**

It is a requirement of the revised CIPFA Code of Practice on Treasury Management, which Council have adopted, that

- a) The Council maintains a Treasury Management Policy which states the policies and objectives of the Authority's treasury management activities;

and

- b) The Council approves a Treasury Management Strategy annually before the start of the financial year to which it relates.

In addition, under the Local Government Act 2003 the Council approves the Treasury Management Indicators for the coming year.

**DETAILED REPORT ATTACHED?**

**YES**

# IMPLICATIONS

I confirm that other than those implications which have been agreed with the appropriate Directors / Heads of Service and are referred to in detail below, there are no other implications associated with this report:

Signed: R Hemingway

Head of Financial Services

Policy, Crime & Disorder and Equalities	Legal	Finance	ICT	Risk Management Issues	Staffing Implications	Physical Assets
YES	YES	YES	NONE	NONE	NONE	NONE

## 1. Policy, Crime & Disorder and Equalities

Council has adopted the revised CIPFA Code of Practice on Treasury Management, one of the requirements is that an annual Treasury Management Policy and Strategy be approved by Council before the commencement of the year to which it relates.

## 2. Legal

Under the Local Government Act 2003 and the revised CIPFA Code of Practice on Treasury Management, local authorities must set out their Treasury Management Indicators that relate to the Authority's capital spending and its borrowing.

## 3. Finance

The Treasury Management Policy and Strategy details the procedures that the Authority adheres to in managing its treasury management function.

Interest paid and earned has a direct impact on the Authority's Revenue Budget. The estimated projections are included in the Budget which is to be presented to Council on 1st March 2023.

# CONSULTATIONS

I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below

Signed: R Hemingway

Head of Financial Services

**1. Scrutiny Committee**

Corporate Performance and Resources Scrutiny Committee 9th February 2023

**2. Local Member(s)**

N/A

**3. Community / Town Council**

N/A

**4. Relevant Partners**

N/A

**5. Staff Side Representatives and other Organisations**

N/A

**CABINET MEMBER PORTFOLIO  
HOLDER(S) AWARE/CONSULTED**

YES/NO \* Delete as appropriate

**Include any observations here**

**Section 100D Local Government Act, 1972 – Access to Information  
List of Background Papers used in the preparation of this report:**

**THESE ARE DETAILED BELOW**

Title of Document	File Ref No.	Locations that the papers are available for public inspection
The Local Government Act 2003		County Hall, Carmarthen
Guidance issued by Welsh Government		County Hall, Carmarthen
Revised CIPFA Treasury Management Code of Practice and Cross-Sectoral Guidance Notes		County Hall, Carmarthen
Revised CIPFA Prudential Code for Capital Finance in Local Authorities		County Hall, Carmarthen

Mae'r dudalen hon yn wag yn fwriadol



## **REPORT OF THE DIRECTOR OF CORPORATE SERVICES**

### **TREASURY MANAGEMENT POLICY AND STRATEGY 2023-2024**

#### **A. INTRODUCTION**

This Council carries out its treasury management activities in accordance with the Prudential Code of Practice first developed for public services in 2002 by the Chartered Institute of Public Finance and Accountancy (CIPFA). This Code was last revised in 2021. The Council also carries out its treasury management activities in accordance with the CIPFA Treasury Management Code of Practice 2021.

The revised Code identifies three key principles:

1. The Council should put in place formal and comprehensive objectives, policies and practices, strategies and reporting arrangements for the effective management and control of their treasury management activities.
2. The Council's policies and practices should make clear that the effective management and control of risk are prime objectives of their treasury management activities and that responsibility for these lies clearly within their Council. The Council's appetite for risk should form part of its annual strategy and should ensure that priority is given to security and liquidity when investing funds.
3. The Council should acknowledge that the pursuit of value for money in treasury management, and the use of suitable performance measures, are valid and important tools for responsible Councils to employ in support of their business and service objectives; and that within the context of effective risk management, the Council's treasury management policies and practices should reflect this.

#### **B. CIPFA PRUDENTIAL CODE AND CIPFA TREASURY MANAGEMENT CODE OF PRACTICE**

1. This Council has adopted the Revised CIPFA Prudential Code 2021 and the Revised CIPFA Treasury Management Code of Practice 2021.

The CIPFA Treasury Management Code of Practice 2021 stipulates that there should be Member scrutiny of the treasury policies, Member training and awareness and regular reporting.

The main objectives of the 2021 Codes are to ensure, within a clear framework, that the capital expenditure plans of local authorities are affordable and proportionate, that all borrowing liabilities are within prudent and sustainable levels, and that treasury management decisions are taken in accordance with good professional practice and in full understanding of the risks involved and how these risks will be managed to levels that are acceptable to the organisation.

The Council has adopted the four clauses shown in 1.1 as part of its financial procedure rules and the Corporate Performance and Resources Scrutiny Committee is responsible for ensuring effective scrutiny of the treasury management strategy and policies, before making recommendations to Council.

The policies and parameters within this report provide an approved framework within which the officers undertake the day-to-day treasury activities.

1.1 The four clauses adopted are:

- (1) This Council will create and maintain, as the cornerstones for effective treasury management:
  - A treasury management policy statement, stating the policies, objectives and approach to risk management of its treasury management activities
  - Suitable Treasury Management Practices (TMPs), setting out the manner in which the Council will seek to achieve those policies and objectives, and prescribing how it will manage and control those activities
- (2) The Council is required to receive and approve, as a minimum, three main reports each year, which incorporate a variety of policies, estimates and actuals.

This Council will therefore receive reports on its treasury management policies, practices and activities, including an annual strategy in advance of the year, a mid year review report and a year end annual report, in the form prescribed in its TMPs. This treasury management policy and strategy report includes the prudential indicators (Appendix D) and the minimum revenue provision (MRP) policy (Appendix E).
- (3) This Council delegates responsibility for the implementation and monitoring of its treasury management policies and practices, and the quarter 1 and quarter 3 monitoring reports to the Cabinet, and for the execution and administration of treasury management decisions to the Director of Corporate Services, who will act in accordance with the Council's policy statement and TMPs and CIPFA's Standard of Professional Practice on Treasury Management.
- (4) The Council nominates the Corporate Performance and Resources Scrutiny Committee to be responsible for ensuring effective scrutiny of the treasury management strategy and policies.

1.2 **Treasury Management Practices (TMPs)**

The Schedule of TMPs is shown in Appendix A.

## **C. TREASURY MANAGEMENT POLICY**

1. This Council defines its Treasury Management activities as:

The management of the Council's borrowing, investments and cash flows, its banking, money market and capital market transactions and the effective

control of the risks associated with those activities, and the pursuit of optimum performance consistent with those risks.

'Investments' in the definition above covers all the financial assets of the organisation, as well as other non-financial assets (including loans and other non-specified investments) which the organisation holds primarily for financial returns, such as investment property portfolios. This may therefore include investments which are not managed as part of normal treasury management or under treasury management delegations. All investments require consideration of appropriate investment management and the risk management framework under this CIPFA Treasury Management Code of Practice 2021.

2. This Council regards the successful identification, monitoring and control of risk to be the prime criteria by which the effectiveness of its treasury management activities will be measured. Accordingly, the analysis and reporting of treasury management activities will focus on their risk implications for the Council.

The key principle of control of risk and optimising returns consistent with the organisation's risk appetite should be applied across all investment activities, including more commercially based investments.

3. This Council acknowledges that effective treasury management will provide support towards the achievement of its business and service objectives. It is therefore committed to the principles of achieving value for money in treasury management and to employing suitable comprehensive performance measurement techniques, within the context of effective risk management.

This policy holds indefinitely until circumstances dictate that a change is necessary. Any changes must be done before the beginning of the financial year to which it relates, or in exceptional circumstances within the year if approved by Council.

It is the Director of Corporate Services responsibility to implement and monitor the Treasury Management Policy, revising and re-submitting the Policy for consideration to the Cabinet and the Council if changes are required.

## **D. TREASURY MANAGEMENT STRATEGY 2023-2024**

### **1. INTRODUCTION**

- 1.1 The Treasury Management Strategy provides details of the expected activities of the Treasury Management function in the financial year 2023-24.
- 1.2 The Council's financial procedure rules require an annual strategy to be reported to Council outlining the expected treasury activity for the forthcoming year. A key requirement of this report is to explain both the risks, and the management of the risks, associated with the treasury service. Further treasury reports will be produced during the year if the strategy needs updating and a year-end annual report on actual activity for the year.
- 1.3 The strategy covers:
  - Treasury Indicators and Limits on Activity
  - Prospects for interest rates
  - Borrowing Strategy

- Investment Strategy
- Debt Rescheduling and Premature Repayment of Debt
- Performance Indicators
- Treasury Management Advisers
- Member and Officer Training

## 2. TREASURY INDICATORS AND LIMITS ON ACTIVITY

2.1 Under the Local Government Act 2003 and the Prudential Code for Capital Finance in Local Authorities 2021, local authority capital spending and its borrowing to fund that spending is limited by what is affordable, prudent and sustainable. The Prudential Code sets out a number of indicators that enables the authority to assess affordability and prudence. The Prudential Indicators that related to Treasury Management were reclassified as Treasury Indicators in recent revisions of the Codes and are:

- Upper Limit for Fixed Rate Exposure
- Upper Limit for Variable Rate Exposure
- Limits on the Maturity Structure of Borrowing
- Limits on Total Principal Sums Invested Long Term

The Prudential Code also requires that the total external debt does not exceed the Authorised Limit for external debt and only exceeds the Operational Boundary for external debt temporarily on occasions due to variation in cash flow. Full Council when approving the Budget sets the Authorised Limit and the Operational Boundary.

2.2 The Treasury Management Indicators for 2023-24 are:

2.2.1 Interest rate exposure limits for 2023-24 are estimated as follows:

Estimated Average Position for 2023-24			
	Fixed Interest Rate	Variable Interest Rate	Total
	£m	£m	£m
Borrowed	+463	+3	+466
Invested	(50)	(50)	(100)
<b>Net Debt</b>	<b>+413</b>	<b>(47)</b>	<b>+366</b>
<b>Proportion of Total Net Debt</b>	<b>+113%</b>	<b>(13%)</b>	<b>+100%</b>

**It is recommended that the following maximum exposure limits are adopted:**

	Fixed Interest Rate	Variable Interest Rate
<b>Proportion of Total Net Debt</b>	<b>+150%</b>	<b>+5%</b>

2.2.2 It is recommended that the following exposure limits for 2023-24, 2024-25 and 2025-26 are adopted:

Interest Rate Exposures	2023-24	2024-25	2025-26
	Upper	Upper	Upper
	£m	£m	£m
Limits on fixed interest rates based on net debt	528	551	564
Limits on variable interest rates based on net debt	53	55	56

2.2.3 It is recommended that the Council sets upper and lower limits for the maturity structure of its borrowing as follows:

	Upper Limit	Lower Limit
Under 12 months	15%	0%
12 months to 2 years	15%	0%
2 years to 5 years	50%	0%
5 years to 10 years	50%	0%
10 years to 20 years	50%	0%
20 years to 30 years	50%	0%
30 years to 40 years	50%	0%
40 years and above	50%	0%

2.2.4 Maximum principal sums invested longer than 365 days:

	2023-24	2024-25	2025-26
	£m	£m	£m
Maximum principal sums invested longer than 365 days	10	10	10

### 3. PROSPECTS FOR INTEREST RATES

Based on the average projection from a number of sources we can expect the trend in the Bank Rate, set by the Monetary Policy Committee, over the next three years to be as follows:

	Current	2023-24	2024-25	2025-26
	%	%	%	%
Average Bank Rate	3.50	4.44	3.63	2.69

### 4. BORROWING STRATEGY 2022-23 – 2024-25

4.1 The current forecast for interest rates reflects a view that the MPC would be keen to further demonstrate its anti-inflation credentials by delivering a

succession of rate increases. Bank Rate stands at 3.5% currently, but is expected to reach a peak of 4.5% in 2023.

Further down the road, the Bank of England will be keen to loosen monetary policy when the worst of the inflationary pressures are behind us – but that timing will be one of fine judgment: cut too soon, and inflationary pressures may well build up further; cut too late and any downturn or recession may be prolonged.

The CPI measure of inflation is currently 10.7%, despite the cost-of-living squeeze that is still taking shape, the Bank will want to see evidence that wages are not spiralling upwards in what is evidently a very tight labour market.

In the upcoming months, the forecasts will be guided not only by economic data releases and clarifications from the MPC over its monetary policies and the Government over its fiscal policies, but the on-going conflict between Russia and Ukraine.

There is expected to be a steady but slow fall in PWLB rates over the next few years, though there will be a lot of unpredictable volatility during this forecast period.

The uncertainty over future interest rates increases the risks associated with treasury activity. As a result the Council will continue to take a cautious approach to its treasury management strategy.

Against this background and the risks within the economic forecast, caution will be adopted with the 2023-24 treasury operations. The Director of Corporate Services will monitor interest rates in financial markets and adopt a pragmatic approach to changing circumstances.

The Director of Corporate Services, under delegated powers, will take the most appropriate form of borrowing depending on the prevailing interest rates at the time, taking into account the risks shown in the forecast above.

The option of delaying borrowing and utilising investment balances is likely to continue for the time being. However, this will be carefully reviewed to avoid incurring higher borrowing costs in later years due to an overall current trend of rising rates. This strategy reduces counterparty risk and hedges against any expected fall in investment returns.

The Council continues to maintain an under-borrowed position. This means that the capital borrowing need (the Capital Financing Requirement), has not been fully funded with loan debt as cash supporting the Council's reserves, balances and cash flow has been used as a temporary measure. This strategy is prudent as medium and longer dated borrowing rates are expected to fall from their current levels once prevailing inflation concerns are addressed by tighter near-term monetary policy.

The timing of any action is important, and the Director of Corporate Services and treasury advisers will monitor prevailing rates for any opportunities during the year.

The Council will be expected to borrow £36.4m for the Carmarthenshire led projects within the Swansea Bay City Deal partnership from 2023-24 to 2025-26.

#### 4.2 **The Council's agreed policy is to raise funding only from the following:**

Public Works Loan Board (PWLB)  
Market Long-Term  
Market Temporary  
Local Authorities  
Overdraft  
Internal Capital Receipts and Revenue Balances  
Leasing  
Welsh Government and Central Government

#### 4.3 **Borrowing in advance of need**

The Council has some flexibility to borrow funds in advance of future years.

The Director of Corporate Services may do this under delegated power where, for instance, a sharp rise in interest rates is expected, and so borrowing early at fixed interest rates will be economically beneficial or meet budgetary constraints. Whilst the Director of Corporate Services will adopt a cautious approach to any such borrowing, where there is a clear business case for doing so borrowing may be undertaken to fund the approved capital programme or to fund future debt maturities.

Borrowing in advance will be made within the constraints that:

- It will be limited to no more than 50% of the expected increase in borrowing needed (CFR) over the three-year planning period; and
- Not to borrow more than 12 months in advance of need.

Risks associated with any advance borrowing activity will be appraised in advance and subsequently reported through the quarterly reporting mechanism.

### 5. **INVESTMENT STRATEGY 2023-24 – 2025-26**

#### 5.1 **INTRODUCTION**

##### 5.1.1 The Investment Strategy has been prepared with due regard to:

The Local Government Act 2003

Regulations made under the Local Government Act 2003 (as amended)

2021 Revised Prudential Code for Capital Finance in Local Authorities

The Local Authorities (Capital Finance and Accounting) (Wales) (Amendment) Regulations 2008

2021 Revised CIPFA Treasury Management in the Public Services: Code of Practice and Cross-Sectoral Guidance Notes

CIPFA Treasury Management Guidance Notes 2021

Welsh Government's Guidance on Local Government Investments ("the Guidance")

### 5.1.2 Key Objectives

The Council's investment strategy primary objectives are:

- safeguarding the repayment of the principal and interest of its investments on time
- ensuring adequate liquidity
- the investment return

The Authority will aim to achieve the optimum return (yield) on its investments commensurate with proper levels of security and liquidity and with regard to the Authority's risk appetite. In the current economic climate, it is considered appropriate to maintain a degree of liquidity to cover cash flow needs.

### 5.1.3 Risk Benchmarking

A development in the revised Codes and the WG Investment Guidance is the consideration and approval of security and liquidity benchmarks. Yield benchmarks are currently widely used to assess investment performance. Discrete security and liquidity benchmarks are new requirements to the Member reporting, although the application of these is more subjective in nature. The approach taken is attached at Appendix B.

## 5.2 DEFINITIONS

5.2.1 A credit rating agency is one of the following three companies: Fitch Ratings Limited (Fitch), Moody's Investors Service Limited (Moody's) and Standard and Poors (S&P).

5.2.2 An investment is something held or a transaction which relies upon the power in section 12 of the 2003 Act. That is for any purpose relevant to its functions under any enactment, or for the purposes of the prudent management of its financial affairs. This covers all of the financial and non-financial assets a local authority has invested money into primarily or partially for the purpose of generating a surplus including investment property. As such this may include investments that are not managed as part of normal treasury management processes or under treasury management delegations (such as loans to third parties or other non specified investments).

## 5.3 INVESTMENT COUNTERPARTIES

The Director of Corporate Services maintains a counterparty list in compliance with the following criteria and revises the criteria and submits them to Council for approval as necessary. This criteria is separate to that which approves Specified and Non-Specified investments as it selects which counterparties the Council will approve rather than defining what its investments are. The rating criteria use the lowest common denominator method of selecting counterparties and applying limits. This means that the application of the Council's minimum criteria will apply to the lowest available rating for any institution. For instance if an institution is rated by all three agencies, two meet the Council's criteria, the other does not, the institution will fall outside the lending criteria.



### 5.3.1 Investment Counterparty Selection Criteria

The primary principle governing the Council's investment criteria is the security of its investments, although the yield or return on the investment is also a key consideration. To meet this main principle the Council will ensure:

- It maintains a policy covering both the categories of investment types it will invest in, criteria for choosing investment counterparties with adequate security, and monitoring their security. This is set out in the Specified and Non-Specified investment sections.
- It has sufficient liquidity in its investments. For this purpose it will set out procedures for determining the maximum periods for which funds may prudently be committed. These procedures also apply to the Council's prudential indicators covering the maximum principal sums invested.

### 5.3.2 UK Banks 1 (Upper Limit) – This Council will use banks which have at least the following Fitch, Moody's and Standard & Poors ratings:

Short Term – F1, P-1, A-1

Long Term – AA-, Aa3, AA-

**UK Banks 2 & UK Building Societies (Middle Limit)** – This Council will use all UK Banks and Building Societies which have at least the following Fitch, Moody's and Standard & Poors ratings:

Short Term – F1, P-1, A-1

Long Term – A, A2, A

**UK Banks Part Nationalised** – Royal Bank of Scotland Group plc (Royal Bank of Scotland and National Westminster Bank). These banks will be included if they continue to be part nationalised or they meet the ratings above.

At the time of writing the UK Government (HM Treasury) holds 45.97% stake within Royal Bank of Scotland Group.

UK part nationalised banks which are partly owned by the UK Government will be included as investment counterparties, as long as they continue to have appropriate UK Government support. UK Government backing provides a credit quality overlay above that provided by the credit rating agencies. The Royal Bank of Scotland Group plc will continue to be monitored for any further material reduction in state ownership or deterioration of the credit rating which suggests a reduction of its use or suspension from the counterparty list.

**UK Banks 3** – The Council's banker for transactional purposes if it falls below the above criteria. Balances will be minimised in both monetary size and time.

**Money Market Funds** – The Council will use AAA rated money market funds (MMFs) that are credit rated by at least two of the three credit rating agencies. These are pooled investment funds whose primary aims are liquidity and security and allow daily access to funds when required. Their operations are strictly regulated by the credit rating agencies and are operated by a financial

institution but do not form part of that institution's assets, should the sponsoring institution fail the MMF is entirely separate, effectively owned by the investors. These types of funds invest in a range of instruments and institutions and therefore provide a low risk spread of investments.

The Money Market Fund reforms in Europe came into force during 2018 and provide the Council the opportunity to invest into Public Debt Constant Net Asset Value ("CNAV") MMFs and Low Volatility NAV ("LVNAV") MMFs. This is consistent with our current strategic approach. The exceptional economic environment and low interest rate position has seen some MMFs changing operating procedures whilst keeping very low risk. The Director of Corporate Services will continue to utilise and monitor these instruments.

### **UK Government (including gilts and the DMADF)**

### **Local Authorities (including Police & Fire Authorities)**

#### **5.3.3 Use of additional information other than credit ratings**

Under the Revised CIPFA Treasury Management Code of Practice 2021 the Council is still required to supplement credit rating information. Whilst the above criteria relies primarily on the application of credit ratings to provide a pool of appropriate counterparties for officers to use, additional operational market information will be applied before making any specific investment decision from the agreed pool of counterparties. The market information (for example, negative rating watches/outlooks, individual/viability and support ratings) will be applied to compare the relative security of differing investment counterparties.

The UK Government, like other Western governments, have initiated market regulations which mean they may not bail out financial institutions in the future. This process included ring-fencing part of each bank and requiring greater capital buffers are held on the balance sheets. Whilst this is not a cause for concern, officers will continue to monitor the situation and, if necessary, make any changes to future investment strategies.

5.3.4 The time and monetary limits for institutions on the Council's Counterparty List are shown below: (Specified and Non-Specified Investments)

	Fitch	Moody's	Standard & Poors	Money Limit	Time Limit
Upper Limit Category - Short Term and Long Term	F1 AA-	P-1 Aa3	A-1 AA-	£10m	3 years
Middle Limit Category - Short Term and Long Term	F1 A	P-1 A2	A-1 A	£7m	1 year
Part Nationalised	-	-	-	£7m	1 year
Council's Banker (not meeting criteria above)	-	-	-	£3m	1 day
Other Institution Limits (per institution):					
- Any One Local Authority (including Police & Fire authorities)	-	-	-	£5m	1 year
- Any AAA Rated Money Market Fund CNAV	-	-	-	£10m	Daily Liquidity
- Any AAA Rated Money Market Fund LVNAV	-	-	-	£10m	Daily Liquidity
- Debt Management Account Deposit Facility (DMO)	-	-	-	£125m	6 months (max term specified by DMO)

5.3.5 There are two types of investments – Specified and Non Specified

5.3.5.1 Specified Investments

These investments are sterling investments of not more than one-year maturity. These are low risk assets where the possibility of loss of principal or investment income is small. These would include investments with:

- (1) The UK Government (such as the Debt Management Office, UK Treasury Bills or a Gilt with less than one year to maturity).
- (2) A local authority, police authority and fire authority.
- (3) Pooled investment vehicles (such as money market funds) that have been awarded a high credit rating by a credit rating agency.
- (4) A body that has high credit quality (which may include a high credit rating by a credit rating agency) such as a bank or building society. For this purpose a body with a short term rating of F1, P-1 or A-1 will be considered high quality.

#### 5.3.5.2 Non Specified Investments

These investments are any other type of investment (i.e. not defined as Specified in 5.3.5.1 above).

The maximum sum and time limit for non specified investments is £5m per counterparty with a limit of 3 years.

Non specified investments will only be made in local authorities, bodies with a minimum long-term credit rating of AA– and in AAA rated money market funds.

**Note:** Barclays Bank plc are the Council's current bankers. If the bank's credit rating falls and it no longer meets the criteria for a specified investment no deposits will be made with the exception of the bank's overnight (Moneymaster) account. The average day to day operational balance on the account will not exceed £3m in these circumstances. See 5.3.4 above.

In the normal course of the council's cash flow operations it is expected that both Specified and Non-specified investments will be utilised for the control of liquidity as both categories allow for short term investments.

The use of longer term instruments (greater than one year from inception to repayment) will fall in the non-specified investment category. These instruments will only be used where the Council's liquidity requirements are safeguarded.

#### 5.3.6 The Monitoring of Investment Counterparties

The credit ratings of counterparties are monitored regularly. The officers receive credit rating information (changes, rating watches and rating outlooks) from the treasury management advisers as and when ratings change, and counterparties are checked promptly. Occasionally ratings may be downgraded when an investment has already been made. The criteria used are such that a minor downgrading should not affect the full receipt of the principal and interest. Any counterparty failing to meet the criteria will be removed from the list immediately by the Director of Corporate Services, and if required new counterparties which meet the criteria will be added to the list.

The criteria for choosing counterparties set out above provide a sound approach to investment in "normal" market circumstances. Whilst Members are asked to approve this base criteria above, under "exceptional" market

conditions the Director of Corporate Services will temporarily restrict further investment activity to those counterparties considered of higher credit quality than the minimum criteria set out for approval. These restrictions will remain in place until the banking system returns to “normal” conditions. Similarly the time periods for investments will be restricted.

This would potentially necessitate greater use of and/or increase(s) in the money limit(s) of the Debt Management Account Deposit Facility (DMADF – an account within the Government Debt Management Office (DMO) which accepts local authority deposits), Money Market Funds, guaranteed deposit facilities and strongly rated institutions offered support by the UK Government.

The present Schedule of Approved Counterparties for Lending 2023-2024 is shown in Appendix C.

#### 5.4 **LIQUIDITY OF INVESTMENTS**

Investments are made for periods which coincide with the Council’s cash flow requirements. When investing (within the risk criteria mentioned above), the aim is to achieve a level of return greater than would be secured by internal investments. The “90 day uncompounded SONIA rate (backward looking)” is the recognised rate which the Council aims to exceed when lending money. This benchmark will be reviewed periodically with our advisors.

#### 5.5 **INVESTMENTS THAT ARE NOT PART OF TREASURY MANAGEMENT ACTIVITY**

This Council recognises that investment in other financial assets and property primarily for financial return, taken for non-treasury management purposes, requires careful investment management. Such activity includes loans supporting service outcomes, investments in subsidiaries, and investment property portfolios.

This Council will ensure that all the organisation’s investments are covered in the investment strategy or equivalent, and will set out, where relevant, the organisation’s risk appetite and specific policies and arrangements for non-treasury investments. It will be recognised that the risk appetite for these activities may differ from that for treasury management.

The council will maintain a schedule setting out a summary of existing material investments, subsidiaries, joint ventures and liabilities including financial guarantees and the organisation’s risk exposure.

Prior to making these investments, appropriate financial review procedures will be undertaken, including due diligence covering Profit and Loss, Balance Sheet, cash flow monitoring, etc, as appropriate.

This Council acknowledges that it is critical that due diligence processes and procedures reflect the additional risk an organisation is taking on. Due diligence procedures should ensure effective scrutiny of proposed investments, identification of risk to both capital and returns, any external underwriting of those risks, and the potential impact on the financial sustainability of the organisation if those risks come to pass. Where necessary independent and expert advice should be sought to ensure due diligence is suitably robust.

## 5.6 **CLIMATE CHANGE**

Where possible, consideration will be given to the disclosure of long term climate risks associated with investments, though with regard to treasury investments, any tangible information will be limited. Greater disclosure for non specified investments and loans to third parties may be appropriate depending on the type of activity.

## 6. **DEBT RESCHEDULING AND PREMATURE REPAYMENT OF DEBT**

As short term borrowing rates are likely to be considerably cheaper than longer term fixed interest rates, there may be potential opportunities to generate savings by switching from long term debt to short term debt. However, these savings will need to be considered in the light of the current treasury position and the size of the cost of debt repayment (premiums incurred).

The reasons for any rescheduling to take place will include:

- the generation of cash savings and / or discounted cash flow savings
- helping to fulfil the treasury strategy
- enhance the balance of the portfolio (amend the maturity profile and/or the balance of volatility).

Consideration will also be given to identify if there is any residual potential for making savings by utilising current investment balances to repay debt prematurely as short term rates on investments are likely to be lower than rates paid on current debt.

If rescheduling is to be undertaken, it will be reported to the Council at the earliest meeting following its action.

## 7. **PERFORMANCE INDICATORS**

The Code of Practice on Treasury Management requires the Council to set performance indicators to assess the adequacy of the treasury function over the year. These are distinct historic indicators, as opposed to the prudential indicators, which are predominantly forward looking. Examples of performance indicators used for the treasury function are:

- Debt (Borrowing) – New borrowing rate to outperform the average PWLB rate for the year
- Debt – Average weighted debt rate movement year on year
- Investments – Return on investment to outperform the 90-day uncompounded SONIA rate (backward looking)

The results of these indicators will be reported in the Treasury Management Annual Report for 2023-24.

## 8. **TREASURY MANAGEMENT ADVISERS**

The Council has a contract with Link Group as its external treasury management advisor.

Link provides a range of services which include:

- Technical support on treasury matters, capital finance issues including IFRS 16 leases and the drafting of Member reports
- Economic and interest rate analysis
- Debt advisory services which includes advice on the timing of borrowing
- Debt rescheduling advice surrounding the existing portfolio
- Generic investment advice on interest rates, timing and investment instruments
- Credit ratings/market information service comprising the three main credit rating agencies

Under current market rules and the Revised CIPFA Treasury Management Code of Practice 2021 the responsibility for treasury management decisions remains with the Council at all times ensuring that undue reliance is not placed upon the external service providers.

The Council also recognises that there is value in employing external providers of treasury management services in order to acquire access to specialist skills and resources. The Council will ensure that the terms of their appointment and the methods by which their value will be assessed are properly agreed and documented, and subjected to regular review.

## 9. **MEMBER & OFFICER TRAINING**

The increased member consideration of treasury management matters and the need to ensure officers dealing with treasury management are trained and kept up to date requires a suitable training process for members and officers. This Council has addressed this important issue by:

- Reviewing the treasury management function and ensuring officers are suitably qualified
- Arranging external training for officers
- Arranging training for those members charged with governance of the treasury management function
- Recording training attendance

A Knowledge and Skills Register will be created and shared with officers and members involved in treasury management. The training needs of treasury management officers/ members will be periodically reviewed.

## **RECOMMENDATIONS**

1. That Council formally approves the Treasury Management Policy and Strategy for 2023-2024 and recommendations therein.
2. That Council formally approves the Treasury Management Indicators, Prudential Indicators, the MRP Statement, the Investment Strategy and recommendations therein.

Mae'r dudalen hon yn wag yn fwriadol



**TREASURY MANAGEMENT PRACTICES (TMPs)**

**TMP1 RISK MANAGEMENT**

**General Statement**

This Council regards a key objective of its treasury management activities to be the security of the principal sums it invests. Accordingly, it will ensure that robust due diligence procedures cover all external investment.

The Director of Corporate Services or those persons to which delegation has been made will design, implement and monitor all arrangements for the identification, management and control of treasury management risk, will report at least annually on the adequacy/suitability thereof, and will report, as a matter of urgency, the circumstances of any actual or likely difficulty in achieving the organisation's objectives in this respect, all in accordance with the procedures set out in TMP 6 Reporting requirements and management information arrangements. In respect of each of the following risks, the arrangements which seek to ensure compliance with these objectives are set out below.

**1.1 Credit and Counterparty Risk Management**

**Explanation**

The risk of failure by a third party to meet its contractual obligations to the Council under an investment, borrowing, capital, project or partnership financing, particularly as a result of the third party's diminished creditworthiness, and the resulting detrimental effect on the Council's capital or current (revenue) resources.

**Council Action**

This Council regards a key objective of its treasury management activities to be the security of the principal sums it invests. Accordingly, it will ensure that its counterparty lists and limits reflect a prudent attitude towards organisations with whom funds may be deposited, and will limit its investment activities to the instruments, methods and techniques referred to in TMP4 Approved instruments, methods and techniques and listed in the Annual Treasury Management Policy and Strategy Statement. It also recognises the need to have, and will therefore maintain, a formal counterparty policy in respect of those organisations from which it may borrow, or with whom it may enter into other financing arrangements.

A detailed list of counterparties to which the Council will lend is appended to the Annual Treasury Management Policy and Strategy Statement.

## 1.1.1 Policy on Environmental, Social and Governance (ESG) considerations

### **Explanation**

The Council's credit and counterparty policies should set out its policy and practices relating to ESG investment considerations. This is a developing area, and it is not implied that the Council's ESG policy will currently include ESG scoring or other real-time ESG criteria at individual investment level.

### **Council Action**

For short term investments with counterparties, the Council utilises the ratings provided by Fitch, Moody's and Standard & Poor's to assess creditworthiness, which already include analysis of ESG factors when assigning ratings. The Council will continue to evaluate additional ESG-related metrics and assessment processes that it could incorporate into its investment process and will update accordingly.

Typical ESG considerations are shown below. Please note that these are examples of ESG factors that are considered by the Credit Rating Agencies above when assigning credit ratings to counterparties. The credit ratings provided by these agencies are also used as the basis for selecting suitable counterparties by the Council:

- **Environmental:** Emissions and air quality, energy and waste management, waste and hazardous material, exposure to environmental impact.
- **Social:** Human rights, community relations, customer welfare, labour relations, employee wellbeing, exposure to social impacts.
- **Governance:** Management structure, governance structure, group structure, financial transparency.

## 1.2 **Liquidity Risk Management**

### **Explanation**

The risk that cash will not be available when it is needed, that ineffective management of liquidity creates additional budgeted costs, and that the organisation's business/service objectives will therefore be compromised.

### **Council Action**

The Council through its Treasury Management officers will ensure that at all times there will be a surplus of cash available which can be called upon at a moment's notice. Through its investments the Council holds cash on call account(s) which is available at any time. By the use of an effective projected cash flow exercise the likelihood of cash being not readily available when required would be rare. Robust daily, weekly, monthly and annual cash flow forecasting is in place. Call accounts and fixed term investments are utilised to their full potential.

This Council will only borrow in advance of need where there is a clear business case for doing so and will only do so for the current capital programme or to finance future debt maturities.

### 1.3 **Interest Rate Risk Management**

#### **Explanation**

The risk that fluctuations in the levels of interest rates create an unexpected or unbudgeted burden on the organisation's finances, against which the organisation has failed to protect itself adequately.

#### **Council Action**

This Council will manage its exposure to fluctuations in interest rates with a view to containing its interest costs, or securing its interest revenues, in accordance with the amounts provided in its budgetary arrangements as amended in accordance with TMP6 Reporting requirements and management information arrangements.

It will achieve this by the prudent use of its approved financing and investment instruments, methods and techniques, primarily to create stability and certainty of costs and revenues, but at the same time retaining a sufficient degree of flexibility to take advantage of unexpected, potentially advantageous changes in the level or structure of interest rates. This should be the subject to the consideration and, if required, approval of any policy or budgetary implications.

### 1.4 **Exchange Rate Risk Management**

#### **Explanation**

The risk that fluctuations in foreign exchange rates create an unexpected or unbudgeted burden on the organisation's finances, against which the organisation has failed to protect itself adequately. The Council is awarded grant from specific programmes in Euro currency and consequently receives grant income in this currency. Where the Council is a joint beneficiary and not a lead beneficiary, payments are received from the lead beneficiary in Euros into the Council's Sterling bank account.

There is a negligible risk where the Council is a joint beneficiary.

Where the Council is a lead beneficiary for a grant and is receiving income in Euro currency on behalf of other beneficiaries, the income is received into and payments made in Euros from the Euro bank account.

### **Council Action**

Currently the Council only invests in sterling products. Hence, there is no exchange rate risk with regard these investments. For grants where the Council is lead beneficiary, receiving income in Euro currency on behalf of other beneficiaries and reimbursing them, exchange risk is mitigated by using a Euro bank account.

1.5

### **Inflation Risk Management**

#### **Explanation**

Inflation risk, also called purchasing power risk, is the chance that the cash flows from an investment won't be worth as much in the future because of changes in purchasing power due to inflation.

#### **Council Action**

The Council will keep under review the sensitivity of its treasury assets and liabilities to inflation and will seek to manage the risk accordingly in the context of the whole Council's inflation exposures.

1.6

### **Refinancing Risk Management**

#### **Explanation**

The risk that maturing borrowings, capital project or partnership financing cannot be refinanced on terms that reflect the provisions made by the organisation or those refinancings, both capital and current (revenue), and/or that the terms are inconsistent with prevailing market conditions at the time.

#### **Council Action**

This Council will ensure that its borrowing, private financing and partnership arrangements are negotiated, structured and documented, and the maturity profile of the monies so raised are managed, with a view to obtaining offer terms for renewal or refinancing, if required, which are competitive and as favourable to the Council as can reasonably be achieved in the light of market conditions prevailing at the time. It will actively manage its relationships with its counterparties in these transactions in such a manner as to secure this objective and will avoid

overreliance on any one source of funding if this might jeopardise achievement of the above.

## 1.7 **Legal and Regulatory Risk Management**

### **Explanation**

The risk that an organisation itself, or a third party with which it is dealing in its treasury management activities, fails to act in accordance with its legal powers or regulatory requirements, and that the organisation suffers losses accordingly.

### **Council Action**

This Council will ensure that all of its treasury management activities comply with its statutory powers and regulatory requirements. It will demonstrate such compliance, if required to do so, to all parties with whom it deals in such activities. In framing its credit and counterparty policy under TMP 1 credit and counterparty risk management it will ensure that there is evidence of counterparties' powers, authority and compliance in respect of the transactions they may effect with the organisation, particularly with regard to duty of care and fees charged.

This Council recognises that future legislative or regulatory changes may impact on its treasury management activities and, so far as it is reasonably able to do so, will seek to minimize the risk of these impacting adversely on the Council.

## 1.8 **Fraud, Error and Corruption, and Contingency Management**

### **Explanation**

The risk that an organisation fails to identify the circumstances in which it may be exposed to the risk of loss through fraud, error, corruption or other eventualities in its treasury management dealings, and fails to employ suitable systems and procedures and maintain effective contingency management arrangements to these ends. It includes the area of risk commonly referred to as operational risk.

### **Council Action**

This Council will ensure that it has identified the circumstances which may expose it to the risk of loss through fraud, error, corruption or other eventualities in its treasury management dealings. Accordingly, it will employ suitable systems and procedures, and will maintain effective contingency management arrangements, to these ends.

1.9

## **Price Risk Management**

### **Explanation**

The risk that, through adverse market fluctuations in the value of the principal sums the organisation invests, its stated treasury management policies and objectives are compromised, against which effects it has failed to protect itself adequately.

### **Council Action**

This Council will seek to ensure that its stated treasury management policies and objectives will not be compromised by adverse market fluctuations in the value of the principal sums it invests, and will accordingly seek to protect itself from the effects of such fluctuations.

TMP2

## **PERFORMANCE MEASUREMENT**

### **Explanation**

Performance measurement is a process designed to calculate the effectiveness of a portfolio's or manager's investment returns or borrowing costs and the application of the resulting data for the purposes of comparison with the performance of other portfolios or managers, or with recognised industry standards or market indices.

### **Council Action**

This Council is committed to the pursuit of value for money in its treasury management activities, and to the use of performance methodology in support of that aim, within the framework set out in its treasury management policy statement.

Accordingly, the treasury management function will be the subject of ongoing analysis of the value it adds in support of the Council's stated business or service objectives. It will be the subject of regular examination of alternative methods of service delivery, of the availability of fiscal or other grant or subsidy incentives, and of the scope of other potential improvements.

TMP3

## **DECISION MAKING AND ANALYSIS**

### **Explanation**

It is vital that the treasury management decisions of organisations in the public service should be subjected to prior scrutiny. The treasury management strategy is approved annually by full council and supplemented by the provision of monitoring information and regular review by councillors in both executive and scrutiny functions. In addition, all records should be kept of the processes and the rationale behind those decisions. In respect of each decision made the Council should:

- 3.1 ensure that its results are within the limits set in the Prudential Indicators.
- 3.2 be clear about the nature and extent of the risks to which the Council may become exposed.
- 3.3 be certain about the legality of the decision reached and the nature of the transaction, and that all authorities to proceed have been obtained.
- 3.4 be content that the documentation is adequate both to deliver the Council's objectives and protect the Council's interest, and to deliver good housekeeping.
- 3.5 ensure that third parties are judged satisfactorily in the context of the Council's credit worthiness policies, and that limits have not been exceeded.
- 3.6 be content that the terms of any transactions have been fully checked against the market and have been found to be competitive.
- 3.7 in respect of borrowing the Council should evaluate the economic and market factors that influence the manner and timing of any decision to fund.
- 3.8 consider the merits and demerits of alternative forms of funding, including funding from revenue, leasing and private partnerships.
- 3.9 consider the alternative interest rate bases available, the most appropriate periods to fund and repayment profiles to use and, if relevant, the opportunities for foreign currency funding.
- 3.10 consider the ongoing revenue liabilities created, and the implications for the Council's future plans and budgets.
- 3.11 in respect of investment decisions, the Council should consider the optimum period, in the light of cash flow availability and prevailing market conditions.
- 3.12 consider the alternative investment products and techniques available, especially the implications of any which may expose the Council to changes in the value of its capital.

### **Council Action**

This Council will maintain full records of its treasury management decisions, and of the processes and practices applied in reaching those decisions both for the purposes of learning from the past, and for demonstrating that reasonable steps were taken to ensure that all issues relevant to those decisions were taken into account at the time.

**TMP4**

### **APPROVED INSTRUMENTS, METHODS AND TECHNIQUES**

#### **Explanation**

It is important that the Council is clear about the treasury management instruments, methods and techniques used as one of the main issues to be taken into account when reaching decisions in the need to protect public funds. This treasury management practice requires that the Council is equipped with the skills and experience to evaluate and control the risks and advantages associated with using the instruments available to it before including them in the approved list. Only instruments that the organisation has the skills and experience to evaluate should be included in their approved list, even if they are legally permitted to do so. This principle applies to investment, borrowing and other means of raising capital and project finance, and to the use of one off-market or financial derivative instruments such as interest rate swaps. The consideration of skills and experience is particularly critical where organisations request to be treated as professional clients under MIFID II. Designation under MIFID II should be endorsed by the treasury management strategy and regularly reviewed to ensure that designation remains appropriate.

#### **Council Action**

This Council will undertake its treasury management activities by employing only those instruments, methods and techniques detailed in the policy, and within the limits and parameters defined in Treasury Management Practice 1 Risk Management.

This Council has reviewed its classification with financial institutions under MIFID II and has set out in the schedule to this document those organisations with which it is registered as a professional client and those with which it has an application outstanding to register as a professional client.

**TMP5**

### **ORGANISATION, CLARITY AND SEGREGATION OF RESPONSIBILITIES, AND DEALING ARRANGEMENTS**



## **Explanation**

It is considered vital that there should be a clear division of responsibilities, included in a written statement of the duties of each post engaged in Treasury Management. It is especially important that staff responsible for negotiating and closing deals are not responsible for recording them, or for maintaining the cash book. This is in order to create a framework for internal check and reflects both the variety of activities in treasury management and the very often large sums involved.

## **Council Action**

This Council considers it essential, for the purposes of the effective control and monitoring of its treasury management activities, for the reduction of the risk of fraud or error, and for the pursuit of optimum performance, that these activities are structured and managed in a fully integrated manner, and that there is at all times a clarity of treasury management responsibilities.

The principle on which this will be based is a clear distinction between those charged with setting treasury management policies and those charged with implementing and controlling these policies, particularly with regard to the execution and transmission of funds, the recording and administering of treasury management decisions, and the audit and review of the treasury management function.

If and when this Council intends, as a result of lack of resources or other circumstances, to depart from these principles, the responsible officer will ensure that the reasons are properly reported in accordance with Treasury Management Practice 6 Reporting requirements and management information arrangements, and the implications properly considered and evaluated.

The Director of Corporate Services will ensure that there are clear written statements of the responsibilities for each post engaged in treasury management, and the arrangements for absence cover.

The Director of Corporate Services will ensure there is a proper documentation for all deals and transactions, and that procedures exist for the effective transmission of funds.

**TMP6**

## **REPORTING REQUIREMENTS AND MANAGEMENT INFORMATION ARRANGEMENTS**

### **Explanation**

It is recommended that the Council's treasury management policy statement should specify formal reporting arrangements by the Director of Corporate Services to full Council, to include at a minimum, annual reports both before, mid-year and after the year-end.

## **Council Action**

This Council will ensure that regular reports are prepared and considered on the implementation of its treasury management policies, on the effects of decisions taken and transactions executed in pursuit of those policies, on the implications of changes, particularly budgetary, resulting from regulatory, economic, market or other factors affecting its treasury management activities and on the performance of the treasury management function.

The following reporting process has been agreed by the Council:

### 6.1 Annual Reporting Requirements before the start of the year:

- Review of the Council's approved clauses, treasury management policy statement and practices
- Strategy report on proposed treasury management activities for the year, including the MRP and Investment policies
- Proposed Treasury Management and Prudential Indicators

### 6.2 Quarter 1 and Quarter 3 Reporting Requirements during the year which will be presented to both Cabinet and Corporate Performance and Resources Scrutiny Committee:

- Activities undertaken
- Variations (if any) from agreed policies/practices
- Performance report
- Performance against Treasury Management and Prudential Indicators

### 6.3 Mid-Year Reporting Requirements during the year which will be presented to Council, Cabinet and Corporate Performance and Resources Scrutiny Committee:

- Activities undertaken
- Variations (if any) from agreed policies/practices
- Performance report
- Performance against Treasury Management and Prudential Indicators

### 6.3 Annual Reporting Requirements after the year end

- Transactions executed and their revenue (current) effects

- Report on risk implications of decisions taken and transactions executed
- Compliance report on agreed policies/practices, and on statutory/regulatory requirements
- Performance report
- Report on compliance with Revised CIPFA Treasury Management Code of Practice 2021 recommendations
- Performance against Treasury Management and Prudential Indicators

By undertaking the above it will ensure, as a minimum, that those with ultimate responsibility for the treasury management function appreciate fully the implications of treasury management policies and activities, and that those implementing policies and executing transactions have properly fulfilled their responsibilities with regard to delegation and reporting.

## **TMP7 BUDGETING, ACCOUNTING AND AUDIT ARRANGEMENTS**

### **Explanation**

It is recommended that the Council brings together for budgeting and management control purposes, all of the costs and revenues associated with the Council's treasury management activities, regardless of how the Council has actually organised the treasury management function. In this context the Council's treasury management budgets and accounts should clearly identify.

- Manpower numbers and related costs
- Premises and other administrative costs
- Interest and other investment income
- Debt and other financing costs (or charges for the use of assets)
- Bank and overdraft charges
- Brokerages, commissions and other transaction-related costs
- External advisers' and consultants' charges

It is normal practice for the external auditor to have access to all papers supporting and explaining the operation and activities of the treasury management function. The

auditor will be expected to enquire as to whether the Revised CIPFA Treasury Management Code of Practice 2021 has been adopted, and whether its principles and recommendations have been implemented and adhered to. Any serious breach of the recommendations of the Revised CIPFA Treasury Management Code of Practice 2021 should be brought to the external auditor's attention.

### **Council Action**

The Director of Corporate Services will prepare, and this Council will approve and, if necessary, from time to time will amend, an annual budget for treasury management, which will bring together all of the costs involved in running the treasury management function, together with associated income. The matters to be included in the budget will at minimum be those required by statute or regulation, together with such information as will demonstrate compliance with TMP1 Risk management, TMP2 Performance Measurement, and TMP4 Approved instruments, methods and techniques. The Director of Corporate Services will exercise effective controls over this budget and will report upon and recommend any changes required in accordance with TMP6 Reporting requirements and management information arrangements.

The calculation and compliance of Treasury Management and Prudential Indicators will be examined by Audit Wales.

This Council will account for its treasury management activities, for decisions made and transactions executed, in accordance with appropriate accounting practices and standards, and with statutory and regulatory requirements in force for the time being. This Council will ensure that its auditors, and those charged with regulatory review, have access to all information and papers supporting the activities of the treasury management function as are necessary for the proper fulfillment of their roles, and that such information and papers demonstrate compliance with external and internal policies and approved practices.

## **TMP8 CASH AND CASH FLOW MANAGEMENT**

### **Explanation**

The preparation of cash flow projections on a regular and timely basis provides a sound framework for effective cash management. Procedures for their preparation and review/modification, the periods to be covered, sources of data etc. should be an integral part of the schedules to the Council's approved treasury management practices.

### **Council Action**

Unless statutory or regulatory requirements demand otherwise, all monies in the hands of the Council will be under the control of the Director of Corporate Services and will be aggregated for cash flow and investment management purposes. Cash flow projections will be prepared on a regular and timely basis, and the Director of Corporate Services will ensure that these are adequate for the purposes of monitoring compliance with Treasury Management Practice 1 (2) liquidity risk management.

## **TMP9 ANTI-MONEY LAUNDERING**

### **Explanation**

Money Laundering has the objective of concealing the origin of money generated through criminal activity. Legislation has given a higher profile to the need to report suspicions of money laundering. Also, organisations such as Councils that undertake business under the Financial Services Act, or engage in certain specified activities, are required to set up procedures to comply with Anti-Money Laundering Regulations . These require Councils:

- To set up procedures for verifying the identity of clients
- To set up record-keeping procedures for evidence of identity and transactions
- To set up internal reporting procedures for suspicions, including the appointment of a money laundering reporting officer
- To train relevant employees in their legal obligations
- To train those employees in the procedures for recognising and reporting suspicions of money laundering

The Council should establish whether the Money Laundering Regulations apply to them. And it is for individual organisations to evaluate the prospect of laundered monies being handled by them, and to determine the appropriate safeguards to be put in place. It is the legal responsibility of every person engaged in treasury management, and indeed the Council, to make themselves aware of their personal responsibilities, but the Revised CIPFA Treasury Management Code of Practice 2021 recommends that Councils bring them to their staff's attention and consider the appointment of a member of staff to whom they can report any suspicions.

### **Council's Action**

This Council is alert to the possibility that it may become the subject of an attempt to involve it in a transaction involving the laundering of money. Accordingly, it will maintain procedures for verifying and recording the identity of counterparties and reporting suspicions and will ensure that staff involved in this are properly trained.

## **TMP10 TRAINING AND QUALIFICATIONS**

### **Explanation**

All Councils should be aware of the growing complexity of treasury management. Modern treasury management demands appropriate skills, including a knowledge of money and capital market operations, an awareness of available sources of funds and investment opportunities, an ability to assess and control risk, and an appreciation of the implications of legal and regulatory requirements.

Every Council should provide the necessary training, having assessed the professional competence of both those involved in the treasury management function, and those with a policy, management or supervisory role. If necessary, they should ensure that access exists to the necessary expertise and skills from external sources. Arrangements to ensure the availability of suitable skills and resources should recognise the prospect that staff absences may, at times, demand that others step in who do not normally have involvement on a day-to-day basis with the treasury management function.

When feasible in the context of the size of a particular organisation and its treasury management function, career progression opportunities should be made available and succession issues should be properly addressed. Secondments of senior management to the treasury management function for appropriate periods may benefit the effectiveness of the function as a whole.

### **Council Action**

This Council recognises the importance of ensuring that all staff involved in the treasury management function are fully equipped to undertake the duties and responsibilities allocated to them. It will therefore seek to appoint individuals who are both capable and experienced and will provide training for staff to enable them to acquire and maintain an appropriate level of expertise, knowledge and skills. The Director of Corporate Services will recommend and implement the necessary arrangements.

The Director of Corporate Services will ensure that council members tasked with treasury management responsibilities, including those responsible for scrutiny, have access to training relevant to their needs and those responsibilities.

Those charged with governance recognise their individual responsibility to ensure that they have the necessary skills to complete their role effectively.

A Knowledge and Skills Register will be created and shared with officers and members involved in treasury management. The training needs of treasury management officers/ members will be periodically reviewed.

## **TMP11 USE OF EXTERNAL SERVICE PROVIDERS**

There are a number of service providers available to support the treasury management activities of public service organisations.

Perhaps the most active and long-standing of these have been the money-broking companies, whose role it is to act as intermediaries, making introductions between the prospective parties to transactions.

It is not the role of brokers to provide advice on the creditworthiness of those organisations to which public service organisations may lend. They may provide information already in the public domain but may not interpret it. The use of brokers is a matter for local decision. But it is considered good practice, if their services are used, to ensure that business is spread between a reasonable number of them, and certainly no fewer than two.

Direct dealing with principals is a not uncommon feature of treasury management in the public services which, if nothing else, can provide a useful check on brokers' performance.

An issue that causes some debate is whether it is necessary or desirable for public service organisations to tape conversations with brokers and principals. This is a matter for local discretion, particularly in the context of the costs involved, but brokers are required to maintain taped recordings which the Council can ask for copies if needed.

Most public service organisations require the services of clearing bankers, and a growing number make use of the services of a wider group of banks, particularly to meet their need for private finance and partnership funding. The principles of competition need to be recognised here, too. Certainly, it is highly desirable to subject clearing banking services to competition, perhaps as frequently as every three or four years.

There has also been a growing tendency for public service organisations to employ external advisers and consultants, often for the purposes of a general treasury management advisory service, but also for specific purposes, such as the securing and structuring of funding and for partnership arrangements. These, too, should be the subject of regular competitive tendering.

Further, many public service organisations employ the services of external investment managers to help manage their surplus cash and, where relevant, their pension fund, trust fund or endowment fund assets.

CIPFA advises all organisations using the services of external service providers to document comprehensively the arrangements made with them.

### **Council Action**

The Council recognises that responsibility for treasury management decisions remain with the Council at all times. It recognises the potential value of employing external

providers of treasury management services, in order to acquire access to specialist skills and resources. When it employs such service providers, it will ensure it does so for reasons which will have been submitted to a full evaluation of the costs and benefits. It will also ensure that the terms of their appointment and the methods by which their value will be assessed are properly agreed and documented and subjected to regular review. And it will ensure, where feasible and necessary, that a spread of service providers is used, to avoid overreliance on one or a small number of companies.

## **TMP12 CORPORATE GOVERNANCE**

The Revised CIPFA Treasury Management Code of Practice 2021 recommends that public service organisations state their commitment to embracing the principles of corporate governance in their treasury management activities, notably openness and transparency.

It is CIPFA's view that:

- adoption of the principles and policies promoted in the Revised CIPFA Treasury Management Code of Practice 2021 and in these guidance notes will in itself deliver the framework for demonstrating openness and transparency in an organisation's treasury management function
- publication of and free access to information about an organisation's treasury management transactions and other public documents connected with its treasury management activities will further assist in achieving this end
- establishing clear treasury management policies, the separation of roles in treasury management and the proper management of relationships both within and outside the organisation will establish the integrity of the function
- robust treasury management organisational structures, together with well-defined treasury management responsibilities and job specifications, will enhance accountability
- equality in treasury management dealings, absence of business favouritism and the creation of keen competition in treasury management will lay the groundwork for fairness.

The following paragraphs further emphasise the practices that CIPFA believes an organisation should employ to ensure the principles of corporate governance are successfully implemented.

### **Procedural responses**

The policies, strategies of treasury management should link clearly to the organisation's other key policies and strategies. In the management of risk, in particular, treasury risk management should be an integral part of its overall risk



management processes, culminating in a well-defined, organisation-wide strategy for the control of risk and contingency planning.

The management and administration of treasury management should be robust, rigorous and disciplined. Over the years, some of the most significant examples of treasury mismanagement, in both the public services and the private sector, have resulted from procedural indiscipline. This has frequently been as a result of a failure to apply otherwise well-documented management and administration systems, or through failures in transmission, documentation or deal recording processes.

Reporting arrangements should be applied so as to ensure that those charged with responsibility for the treasury management policy have all the information necessary to enable them to fulfil openly their obligations; and that all stakeholders are fully appraised of and consulted on the organisation's treasury management activities on a regular basis.

The procedures for monitoring treasury management activities through audit, scrutiny and inspection should be sound and rigorously applied, with an openness of access to information and well-defined arrangements for the review and implementation of recommendations for change.

The application and interpretation of performance data should be clear, concise and relevant to the organisation's treasury management activities.

### **Stewardship responsibilities**

The Director of Corporate Services should ensure that systems exist to deliver proper financial administration and control, and a framework for overseeing and reviewing the treasury management function.

As regards a control framework, an organisation's formal policy documents should define clearly procedures for monitoring, control and internal check.

With regard to delegation it is vitally important that those involved in the implementation of treasury management policies and the execution of transactions are unambiguously empowered to undertake their tasks, and that reporting lines are well-defined.

An organisation's adoption of and adherence to the Revised CIPFA Treasury Management Code of Practice 2021 should be widely broadcast, as should the principles of the Revised CIPFA Treasury Management Code of Practice 2021 and the method of its application in the organisation.

The organisation's procedures for reviewing the value of the treasury management function, and the implementation of opportunities for improvement, should be both continuous and open to examination.

### **The governance of others**

In respect of the organisation's dealings with counterparties, external service providers and other interested parties, clear procedures should exist to enable the organisation, as far as is practicable, to monitor their adherence to the legal or regulatory regimes under which they operate.

### **Council Action**

This Council is committed to the pursuit of proper corporate governance throughout its businesses and services, and to establishing the principles and practices by which this can be achieved. Accordingly, the treasury management function and its activities will be undertaken with openness and transparency, honesty, integrity and accountability.

In respect of external service providers appropriate financial review procedures will be undertaken, including Profit and Loss, Balance Sheet and cash flow monitoring.

This Council has adopted and has implemented the key recommendations of the Revised CIPFA Treasury Management Code of Practice 2021. This is considered vital to the achievement of proper corporate governance in treasury management, and the Director of Corporate Services will monitor and, if and when necessary, report upon the effectiveness of these arrangements.

**SECURITY, LIQUIDITY AND YIELD BENCHMARKING**

Member reporting on the consideration and approval of security and liquidity benchmarks will continue. These benchmarks are targets and so may be breached from time to time. Any breach will be reported, with supporting reasons in the Annual Treasury Management Report.

1. **Security**

In context of benchmarking, assessing security is a subjective area to assess. Security is currently evidenced by the application of minimum credit quality criteria to investment counterparties, primarily through the use of credit ratings supplied by the three main credit rating agencies (Fitch, Moody's and Standard and Poor's). Whilst this approach embodies security considerations, benchmarking levels of risk is more problematic. One method to benchmark security risk is to assess the historic level of default against the minimum criteria used in the Council's investment strategy.

The table below shows average defaults for differing periods of investment grade products for each Fitch/Moody's and Standard & Poor's long term rating category.

<b>Long term rating</b>	<b>1 year</b>	<b>2 years</b>	<b>3 years</b>
<b>AAA</b>	<b>0.04%</b>	<b>0.09%</b>	<b>0.17%</b>
<b>AA (includes AA- and AA+)</b>	<b>0.02%</b>	<b>0.04%</b>	<b>0.09%</b>
<b>A</b>	<b>0.05%</b>	<b>0.14%</b>	<b>0.25%</b>
<b>BBB</b>	<b>0.13%</b>	<b>0.36%</b>	<b>0.63%</b>
<b>BB</b>	<b>0.62%</b>	<b>1.77%</b>	<b>3.05%</b>
<b>B</b>	<b>2.73%</b>	<b>6.69%</b>	<b>10.34%</b>
<b>CCC</b>	<b>19.10%</b>	<b>27.28%</b>	<b>32.05%</b>

The Council's minimum long term rating criteria is currently "AA-" for any investment greater than one year and "A" for any investment up to one year. The average expectation of default for a one, two or three year investment in a counterparty with a "AA-" long term rating would be approximately 0.02% of the total investment and the average expectation of default for a one year investment in a counterparty with a "A" long term rating would be 0.05% of the total investment. This is only an average, any specific counterparty loss is likely to be higher, but these figures do act as a proxy benchmark for risk across the portfolio.

The Council's maximum security risk benchmark for the whole portfolio, when compared to these historic default tables, is:

- **0.17% historic risk of default when compared to the whole portfolio.**

In addition, the security benchmark for each individual year is:

	<b>1 year</b>	<b>2 years</b>	<b>3 years</b>
<b>Maximum</b>	<b>0.04%</b>	<b>0.09%</b>	<b>0.17%</b>

These benchmarks are embodied in the criteria for selecting cash investment counterparties and these will be monitored and reported to Members in the Annual Treasury Management Report. As this data is collated, trends and analysis will be collected and reported. Where a counterparty is not credit rated a proxy rating will be applied in conjunction with our advisers, considering the regulatory environment and financial standing of an organisation.

## 2. Liquidity

This is defined as “having adequate, though not excessive cash resources, borrowing arrangements, overdrafts or standby facilities to enable it at all times to have the level of funds available to it which are necessary for the achievement of its business/service objectives” (Revised CIPFA Treasury Management Code of Practice). In respect of this area the Council seeks to maintain:

- Bank overdraft facility - £0.5m
- Liquid short term deposits of at least £10m available immediately on call

The availability of liquidity and the term risk in the portfolio can be benchmarked by the monitoring of the Weighted Average Life (WAL) of the portfolio – shorter WAL would generally embody less liquidity risk. In this respect the proposed benchmark is to be used:

- **WAL benchmark is expected to be 0.5 years, with a maximum of 1 year.**

## 3. Yield

Benchmarks are currently widely used to assess investment performance. The local measure of the yield benchmark is:

- Investments – Return on investments to outperform the 90-day uncompounded SONIA rate (backward looking)

Security and liquidity benchmarks are intrinsic to the approved treasury strategy through the counterparty selection criteria and some of the prudential indicators. Proposed benchmarks for the cash type investments are shown above and form the basis of reporting in this area.

**Schedule of Approved Counterparties for Lending 2023-2024  
(as at 10th January 2023)**

	<u>Fitch</u>		<u>Moody's</u>		<u>Standard and Poors</u>		<u>Money</u>	<u>Time</u>
	<u>Short Term</u>	<u>Long Term</u>	<u>Short Term</u>	<u>Long Term</u>	<u>Short Term</u>	<u>Long Term</u>	<u>Limit £'m</u>	<u>Limit years</u>
<b><u>Upper Limit</u></b>	<b><u>F1</u></b>	<b><u>AA-</u></b>	<b><u>P-1</u></b>	<b><u>Aa3</u></b>	<b><u>A-1</u></b>	<b><u>AA-</u></b>	<b><u>10</u></b>	<b><u>3</u></b>
<b>UK Banks</b>								
<b><u>Middle Limit</u></b>	<b><u>F1</u></b>	<b><u>A</u></b>	<b><u>P-1</u></b>	<b><u>A2</u></b>	<b><u>A-1</u></b>	<b><u>A</u></b>	<b><u>7</u></b>	<b><u>1</u></b>
<b>UK Banks</b>								
Banco Santander Central Hispano Group - Santander UK Plc	F1	A+	P-1	A1	A-1	A	7	1
Barclays Bank	F1	A+	P-1	A1	A-1	A	7	1
HSBC Bank Plc	F1+	AA-	P-1	A1	A-1	A+	7	1
Lloyds Banking Group - Bank of Scotland Plc - Lloyds Bank	F1 F1	A+ A+	P-1 P-1	A1 A1	A-1 A-1	A+ A+	7 7	1 1
Standard Chartered Bank	F1	A+	P-1	A1	A-1	A+	7	1
<b>UK Building Societies</b>								
Nationwide	F1	A	P-1	A1	A-1	A+	7	1
<b><u>UK Banks Part Nationalised</u></b>								
Royal Bank of Scotland Group - National Westminster Bank Plc - Royal Bank of Scotland Plc	F1 F1	A+ A+	P-1 P-1	A1 A1	A-1 A-1	A A	7 7	1 1
<b><u>Council's Banker</u></b>							3	1 day
<b><u>Other Institution Limits</u></b>								
<b>Local Authorities</b>								
Any One Local Authority (including police and fire authority)							5	1
<b>Money Market Funds</b>								
Any AAA Rated Money Market Fund CNAV							10	1
<b>Money Market Funds</b>								
Any AAA Rated Money Market Fund LVNAV							10	1
<b>Debt Management Office</b>							125	6 months (max term specified by DMO)

Mae'r dudalen hon yn wag yn fwriadol

**1. THE PRUDENTIAL INDICATORS**

The following indicators are based on the figures put forward within the Capital and Revenue Plans set out in this report.

1.1. Affordability

1.1.1. Estimates of ratio of financing costs to net revenue stream

This indicator identifies the trend in the cost of capital (borrowing and other long term obligation costs net of investment income) against the net revenue stream.

	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Non-HRA	3.45%	3.77%	3.59%
HRA (inclusive of settlement figure)	28.03%	28.49%	28.83%

The estimates of financing costs include current commitments and the proposals in this budget report. These figures are however subject to change as and when the final funding approvals come through from the Welsh Government. Updates will be provided if these figures require amendment.

The indicators show the proportion of income taken up by capital financing costs. Indicative Aggregate External Finance (AEF) for 2024/2025 is a 2.4% increase on 2023/2024 and for 2025/2026 a 2.5% estimated increase on 2024/2025.

1.2. Prudence

1.2.1. The Capital Financing Requirement (CFR)

This prudential indicator is the Council's Capital Financing Requirement (CFR). The CFR is the total outstanding capital expenditure which has not yet been paid for from either revenue or capital resources. It is essentially a measure of the Council's underlying borrowing need. The capital expenditure above, which has not immediately been paid for, will increase the CFR.

The Council is asked to approve the CFR projections below:

£m	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Non-HRA	305	323	323
HRA	166	176	190
HRAS*	67	66	65
<b>TOTAL</b>	<b>538</b>	<b>565</b>	<b>578</b>

\*Housing Revenue Account Subsidy Buyout of £79m in April 2015.

## 1.2.2. The Gross Borrowing and Capital Financing Requirement indicator

The control mechanism to limit external debt.

Estimated gross borrowing for the four years starting with the last full year (2021/22) must not exceed the CFR in the medium term but can in the short term due to cash flows.

Ensures borrowing is only for approved capital purposes.

The Director of Corporate Services reports that the Council complied with this requirement in 2021/22 and does not envisage difficulties for the future. This view takes into account current commitments, existing plans, and the proposals in the budget report.

Details of Gross Borrowing:

£m	2021/22 Actual	2022/23 Estimate	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Debt at 1 <sup>st</sup> April	414	401	410	467	519
Expected Change in Debt	(13)	9	57	52	59
<b>Gross debt at 31<sup>st</sup> March</b>	<b>401</b>	<b>410</b>	<b>467</b>	<b>519</b>	<b>578</b>
<b>CFR</b>	<b>494</b>	<b>497</b>	<b>538</b>	<b>565</b>	<b>578</b>
<b>Under / (Over) borrowing</b>	<b>93</b>	<b>87</b>	<b>71</b>	<b>46</b>	<b>0</b>

## 1.2.3. External Debt

The Authorised Limit and the Operational Boundary:

The Authorised Limit prudential indicator represents a control on the overall level of borrowing. This represents a limit beyond which external debt is prohibited, and this limit needs to be set or revised by full Council. It reflects the level of external debt which, while not desired, could be afforded in the short term, but is not sustainable in the longer term. This is the statutory limit determined under section 3(1) of the Local Government Act 2003. The Government retains an option to control either the total of all councils' plans, or those of a specific council, although no control has yet been exercised.

£m	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Borrowing	590.9	620.7	634.6
Other Long- Term Liabilities	0.5	0.5	0.5
Total	591.4	621.2	635.1



The Operational Boundary for external debt is based on the same estimates as the authorised limit, but without the additional headroom for unusual and unexpected cash movements and equates to the level of projected external debt. This is clearly subject to the timing of borrowing decisions.

£m	2023/24 Estimate	2024/25 Estimate	2025/26 Estimate
Borrowing	537.6	564.6	577.9
Other Long-Term Liabilities	0.1	0.1	0.1
Total	537.7	564.7	578.0

The Council is asked to approve both the Authorised Limit and the Operational Boundary shown above.

#### 1.2.4. Actual External Debt

The Council's actual external debt at 31<sup>st</sup> March 2022 was £401m. The actual external debt is not directly comparable to the authorised limit and operational boundary because the actual external debt reflects the position at a point in time.

#### 1.3. Liability Benchmark

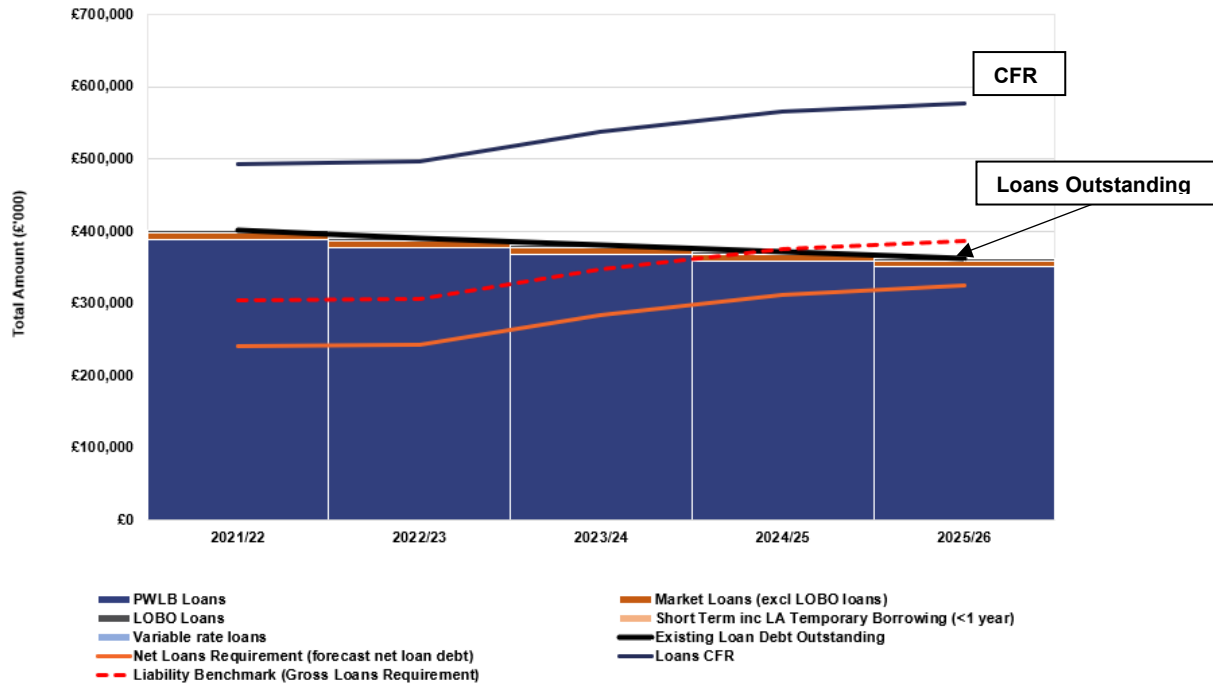
##### 1.3.1. Liability Benchmark

A new Prudential Indicator for 2023/24 is the Liability Benchmark. The Council is required to estimate and measure the Liability Benchmark for the forthcoming year and the following two years. The liability benchmark is a measure of how well the existing loans portfolio matches the Council's planned borrowing needs.

There are four components to the Liability Benchmark:

- **Existing Loan Debt Outstanding:** The Council's existing loans that are still outstanding in future years.
- **Loans CFR:** This is calculated in accordance with the loans CFR definition in the Prudential Code and projected into the future based on approved prudential borrowing and planned Minimum Revenue Provision (MRP).
- **Net Loans Requirement:** This will show the Council's gross loan debt less treasury management investments at the last financial year-end, projected into the future and based on its approved prudential borrowing, planned MRP and any other major cash flows forecasted.
- **Liability Benchmark:** This equals net loans requirement plus short-term liquidity allowance.

## Liability Benchmark



The purpose of this prudential indicator is to compare the Council’s existing loans outstanding (the black line) against its future need for loan debt, or liability benchmark (the red line). If the black line is below the red line, the existing portfolio outstanding is less than the loan debt required, and the Council will need to borrow to meet the shortfall. If the black line is above the red line, the Council will (based on its current plans) have more debt than it needs, and the excess will have to be invested. The chart therefore tells a Council how much it needs to borrow, when, and to want maturities to match its planned borrowing needs.

**It is recommended that the above Prudential Indicators are adopted and that the Director of Corporate Services is given delegated authority by Council to change the balance between borrowing and other long-term liabilities.**

**Other long-term liabilities are other credit arrangements, which are, in the main, finance leases. These indicators may be affected once information is collated during 2023/24 for the new lease requirements under IFRS 16.**

**MINIMUM REVENUE PROVISION (MRP) STATEMENT**

The Council is required to pay off an element of the accumulated General Fund capital spend each year (the CFR) through a revenue charge (the minimum revenue provision – MRP), although it is also allowed to undertake additional voluntary payments if required (voluntary revenue provision – VRP). It is also required to charge an element of the accumulated HRA capital spend in line with Welsh Government requirements.

Welsh Government regulations were issued with effect from 1<sup>st</sup> April 2010 which require the full Council to approve a Minimum Revenue Provision (MRP) Statement in advance each year. A variety of options were provided to councils to replace the existing Regulations, as long as there is a prudent provision.

Council have already approved the following approaches for calculating MRP:

**Supported Borrowing and Capital Expenditure**

**Based on CFR**

The calculation is based on 2.5% of the opening Capital Financing Requirement (CFR) each year on a straight-line basis.

**Unsupported Borrowing**

**Asset Life Method**

The future borrowing value of unsupported borrowing is to be charged to revenue over 40 years or by the estimated economic life of the asset if shorter, please see below.

Capital Expenditure on the Modernising Education Programme (MEP) and Local Government Borrowing Initiative (LGBI) 21<sup>st</sup> Century Schools is classed as Unsupported Borrowing. It is estimated that asset lives within these programmes are 30 years and this is the period that will be used to determine the MRP.

Asset lives within the Fleet Programme range from 1 to 10 years, these are the periods that will be used to determine the MRP.

Local Government Borrowing Initiative (LGBI) Highways. It is estimated that asset lives within this programme are 20 years and this is the period that will be used to determine the MRP.

**Housing Revenue Account**

The calculation is based on 2% of the opening Capital Financing Requirement (CFR) each year.

### **Loans to Third Parties**

The Council occasionally lends capital loans to third parties which forms part of the Capital Financing Requirement. The Council's policy is not to apply Minimum Revenue Provision (MRP) to the loans but apply the loans repayments from the third party (which are capital receipts), in lieu of MRP. In the event of any likely default, the Council will calculate an Expected Credit Loss and apply MRP accordingly.

### **Swansea Bay City Deal**

MRP on the Capital Financing Requirement (CFR) associated with City Deal expenditure financed by external loans will be profiled to match external grants received. If the grants are delayed the MRP will be reprofiled accordingly.

**Council is recommended to approve the following MRP Statement for 2023/2024:**

**For Supported and Unsupported Capital Expenditure, the MRP policy will continue to follow the approaches above.**

**Y CABINET  
20/02/2023**

**Y Pwnc**

**ADRODDIAD CHWARTEROL YNGYLCH RHEOLI'R TRYSORLYS A DANGOSYDD DARBODAETH EBRILL 1AF 2022 I RHAGFYR 31AIN 2022.**

**Yr Argymhellion / Penderfyniadau Allweddol Sydd Eu Hangen:**

Bod y Cabinet yn ystyried a cymeradwyo yr adroddiad.

**Y Rhesymau:**

I ddarparu y gwybodaeth diweddaraf i aelodau, ynglyn a gweithgareddau'r adran Rheoli'r Trysorlys yn ystod y cyfnod Ebrill 1af 2022 i Rhagfyr 31ain 2022.

Angen i'r Cabinet wneud penderfyniad OES

Angen i'r Cyngor wneud penderfyniad NAC OES

YR AELOD O'R CABINET SY'N GYFRIFOL AM Y PORTFFOLIO:- Cllr. A. Lenny

Y Gyfarwyddiaeth:

Gwasanaeth Corfforaethol

Cyfarwyddwr: Chris Moore

Awdur yr Adroddiad: Anthony Parnell

Cyfarwyddwr  
Gwasanaethau  
Corfforaethol

Rheolwr Pensiwn a  
Buddsodiadau Gyllidol

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AParnell@carmarthenshire.gov.uk

**EXECUTIVE SUMMARY  
CABINET  
20/02/2023**

<b>SUBJECT</b>	
<b>Treasury Management and Prudential Indicator Report 1st April 2022 to 31st December 2022</b>	
1. To provide members with an update on the treasury management activities from 1st April 2022 to 31st December 2022.	
<b>DETAILED REPORT ATTACHED?</b>	<b>YES</b>

**IMPLICATIONS**

I confirm that other than those implications which have been agreed with the appropriate Directors / Heads of Service and are referred to in detail below, there are no other implications associated with this report:

Signed: **C Moore**

Director of Corporate Services

Policy, Crime & Disorder and Equalities	Legal	Finance	ICT	Risk Management Issues	Staffing Implications	Physical Assets
<b>YES</b>	<b>NONE</b>	<b>YES</b>	<b>NONE</b>	<b>NONE</b>	<b>NONE</b>	<b>NONE</b>

**1. Policy, Crime & Disorder and Equalities**

Within the requirements of the Treasury Management Policy and Strategy Report 2022-2023

**3. Finance**

**Gross interest earned on investments for the period amounted to £2.183m and interest paid on loans was £9.11m.**

The Authority did not breach any of its Prudential Indicators during the period.

## CONSULTATIONS

I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below

Signed: **C Moore**

Director of Corporate Services

**(Please specify the outcomes of consultations undertaken where they arise against the following headings)**

<b>1. Scrutiny Committee request for pre-determination</b>	N/A
<b>Scrutiny Committee</b>	
<b>Date the report was considered:-</b>	
<b>Scrutiny Committee Outcome/Recommendations:-</b>	

**2. Local Member(s) N/A**

**3. Community / Town Council N/A**

**4. Relevant Partners N/A**

**5. Staff Side Representatives and other Organisations N/A**

**CABINET MEMBER PORTFOLIO  
HOLDER(S) AWARE/CONSULTED**

YES

**Section 100D Local Government Act, 1972 – Access to Information**

**List of Background Papers used in the preparation of this report:**

**THESE ARE DETAILED BELOW**

Title of Document	File Ref No.	Locations that the papers are available for public inspection
CIPFA Treasury Management in the Public Services - Code of Practice Revised 2017		County Hall, Carmarthen

Mae'r dudalen hon yn wag yn fwriadol



# QUARTERLY TREASURY MANAGEMENT AND PRUDENTIAL INDICATOR REPORT

1<sup>st</sup> April 2022 – 31<sup>st</sup> December 2022

## **A QUARTERLY TREASURY MANAGEMENT REPORT**

### **1. Introduction**

The Treasury Management Policy and Strategy for 2022-2023 was approved by Council on 2<sup>nd</sup> March 2022. Section B 1.1(2) stated that Treasury Management activity reports would be made during the year. This report outlines the Treasury Management activities in the period 1<sup>st</sup> April 2022 to 31<sup>st</sup> December 2022 and satisfies the reporting requirement stated above.

### **2. Economic Update**

On the 3<sup>rd</sup> November 2022, the Bank of England's Monetary Policy Committee (MPC) increased Bank Rate by 75 basis points to 3.00%, and on 15<sup>th</sup> December 2022 moved rates up a further 50 basis points to 3.50%.

The UK government appears more settled now. However, the continued strikes across several public services and the continued cost-of-living squeeze is going to make for a difficult backdrop to maintain fiscal integrity without pushing the economy into anything worse than a mild recession.

What happens in Ukraine will also impact the global economy, but particularly in Europe. The search for alternative providers of energy, other than Russia, will take both time and effort. The weather will also play a large part in how high energy prices stay and for how long.

The CPI measure of inflation looks to have peaked at 11.1% in Q4 2022 (currently 10.7%). Despite the cost-of-living squeeze that is still taking shape, the Bank of England will want to see evidence that wages are not spiralling upwards in what is evidently a very tight labour market.

### **3. Investments**

One of the primary activities of the Treasury Management operation is the investment of surplus cash for which the Authority is responsible. As well as the Authority's own cash the County Council invests School Trust Funds and other Funds, with any interest derived from these investments being passed over to the relevant Fund.

All surplus money is invested daily on the London Money Markets. The security of the investments is the main priority. Appropriate liquidity should be maintained and return on investments the final consideration. It continues to be difficult to invest these funds as the market continues to be insecure and as a consequence appropriate counterparties are limited.

The total investments at 1<sup>st</sup> April 2022 to 31<sup>st</sup> December 2022 analysed between Banks, Building Societies, Local Authorities and Money Market Funds, are shown in the following table:

Investments	01.04.22				31.12.22			
	Call and notice	Fixed Term	Total		Call and notice	Fixed Term	Total	
	£m	£m	£m	%	£m	£m	£m	%
Banks	39.50	0.00	39.50	25	25.50	14.00	39.50	22
Building Societies	0.00	7.00	7.00	4	0.00	7.00	7.00	4
Money Market Funds	25.00	0.00	25.00	15	40.00	0.00	40.00	23
DMADF (DMO)	0.00	57.00	57.00	36	0.00	65.50	65.50	37
Local Authorities	0.00	32.00	32.00	20	0.00	25.00	25.00	14
<b>TOTAL</b>	<b>64.50</b>	<b>96.00</b>	<b>160.50</b>	<b>100</b>	<b>65.50</b>	<b>111.50</b>	<b>177.00</b>	<b>100</b>

Investments on call are available immediately on demand.  
Fixed term investments are fixed to a maturity date.

The DMADF (DMO) limit was increased in April 2022 to £125m from £100m by the Director of Corporate Services under Emergency powers. The limits on Money Market Funds were also increased to £10m (each) from £5m.

During the period the total investments made by the Council and repaid to the Council (the turnover) amounted to £1,384.50m. This averaged approximately £35.24m per week or £5.03m per day. A summary of turnover is shown below:

	£m
Total Investments 1st April 2022	160.50
Investments made during the quarter	700.50
Sub Total	861.00
Investments Repaid during the quarter	(684.00)
<b>Total Investments at 31 December 2022</b>	<b>177.00</b>

The main aims of the Treasury Management Strategy is to appropriately manage the cash flows of the Council, the required short term and longer term market transactions and the risks associated with this activity. Lending on the money market secures an optimum rate of return and also allows for diversification of investments and hence reduction of risk, which is of paramount importance in today's financial markets.

Benchmarks are widely used to assess investment performance. Previously, the "7 day LIBID rate" was the recognised rate which the Council would aim to exceed when lending money, however the LIBID rates ceased from 31st December 2021. Following discussions with our Treasury advisors at Link, a decision was made to utilise the "90 day uncompounded SONIA rate" (backward looking) to benchmark our investment performance going forward. This benchmark will be reviewed periodically with our advisors.

For the period under review the average "90-day uncompounded SONIA rate" was 1.31% whereas the actual rate the Council earned was 1.37%, an out performance of 0.06%. This outperformance can be quantified as £98k additional interest earned compared to the "90-day uncompounded SONIA rate".

The average gross interest earned on investments for the period amounted to £2.183m. This includes £534k interest on monies held for the Swansea Bay City Deal region.

The income from investments is used by the Authority to reduce the net overall costs to the Council taxpayer.

Within the Treasury Management Strategy Statement for 2022-2023, the Council's investment priorities are:

- Security of Capital
- Liquidity and
- Yield

The Council aims to achieve the optimum return (yield) on investments commensurate with proper levels of security and liquidity. In the current economic climate it is considered appropriate to keep investments short term to cover short term cash flow needs but also to seek out value available in significantly higher rates in periods up to 12 months with highly credit rated financial institutions.

Attached in Appendix 1 is the Investment Summary and Top 10 Counterparty Holdings as at 31<sup>st</sup> December 2022.

## 5. **Borrowing**

One of the methods used to fund capital expenditure is long term borrowing. The principal lender for Local Authorities is the Public Works Loan Board (PWLB).

Under the Treasury Management Strategy it was agreed to borrow when interest rates are at their most advantageous.

The total loans at 1<sup>st</sup> April 2022 and 31<sup>st</sup> December 2022 are shown in the following table:

<b>Loans</b>	<b>Balance at 01.04.22 £m</b>	<b>Balance at 30.12.22 £m</b>	<b>Net Increase/ (Net Decrease) £m</b>
Public Works Loan Board (PWLB)	387.61	398.61	11.00
Market Loan	3.00	3.00	0.00
Salix, Invest to Save, HILS & TCL	10.13	9.96	(0.17)
<b>TOTAL</b>	<b>400.74</b>	<b>411.57</b>	<b>10.83</b>

The Salix interest free loans have been provided by an independent publicly funded company dedicated to providing the public sector with loans for energy efficiency projects.

This interest free Invest-2-Save funding is to assist in the conversion of traditional street lighting to LED, which will help deliver a legacy of reduced energy costs and associated carbon taxes.

The Home Improvement Loan Scheme (HILS) repayable funding is provided by the Welsh Government to help individual home owners, small portfolio landlords, developers and charities to improve homes and increase housing supply.

The Town Centre Loan (TCL) repayable funding is provided by the Welsh Government to provide loans to reduce the number of vacant, underutilised and redundant sites and premises in town centres and to support the diversification of the town centres by encouraging more sustainable uses for empty sites and premises, such as residential, leisure and for key services.

## 5.1 New Borrowing

The following loans were borrowed during the period:

<b>Loan Reference</b>	<b>Amount (£m)</b>	<b>Interest Rate</b>	<b>Start Date</b>	<b>Period</b>	<b>Maturity Date</b>
PWLB 548866	5.00	3.91%	12th September 2022	47yrs	28th September 2069
PWLB 548868	5.00	3.90%	12th September 2022	48yrs	28th September 2070
PWLB 548870	5.00	3.90%	12th September 2022	49yrs	28th September 2071
PWLB 548872	5.00	3.89%	12th September 2022	49yrs 10mths	31st July 2072
<b>Total</b>	<b>20.00</b>				

## 5.2 Interest Paid

Interest paid on loans in the period was:

<b>PWLB Interest Paid £m</b>	<b>Market Loan Interest Paid £m</b>	<b>Total Interest Paid £m</b>
8.97	0.14	9.11

## 6. Rescheduling and Premature Loan Repayments

No rescheduling opportunities arose during the period and there were no premature repayments of debt.

## 7. Leasing

No leases were negotiated in the period ended 31<sup>st</sup> December 2022.

## 8. Conclusion

The Treasury Management function for the period ended 31<sup>st</sup> December 2022 has been carried out within the policy and guidelines set in the Treasury Management Policy and Strategy 2022-2023.

## **B. QUARTERLY PRUDENTIAL INDICATOR REPORT**

### **1. Introduction**

As part of the 2022-2023 Budget and the Treasury Management Policy and Strategy 2022-2023, Council adopted a number of Prudential Indicators. These Indicators are designed to ensure that any borrowing or other long-term liabilities entered into for capital purposes were affordable, sustainable and prudent.

The Indicators are required by the Local Government Act 2003 and the Revised Prudential Code of Practice in order to control Capital Finance. The Prudential Code also required that those Prudential Indicators that were forward looking should be monitored and reported. Some of the indicators are monitored by officers monthly and are only reported if they are likely to be breached, others are to be monitored quarterly by the Cabinet.

### **2. The Monitored Prudential Indicators**

#### **2.1 Affordability Prudential Indicator**

##### **2.1.1 Ratio of Financing Costs to Net Revenue Stream**

The indicator set for 2022-2023 in the Budget was:

	<b>2022-2023</b>
	<b>%</b>
Non –HRA	3.95
HRA	30.90

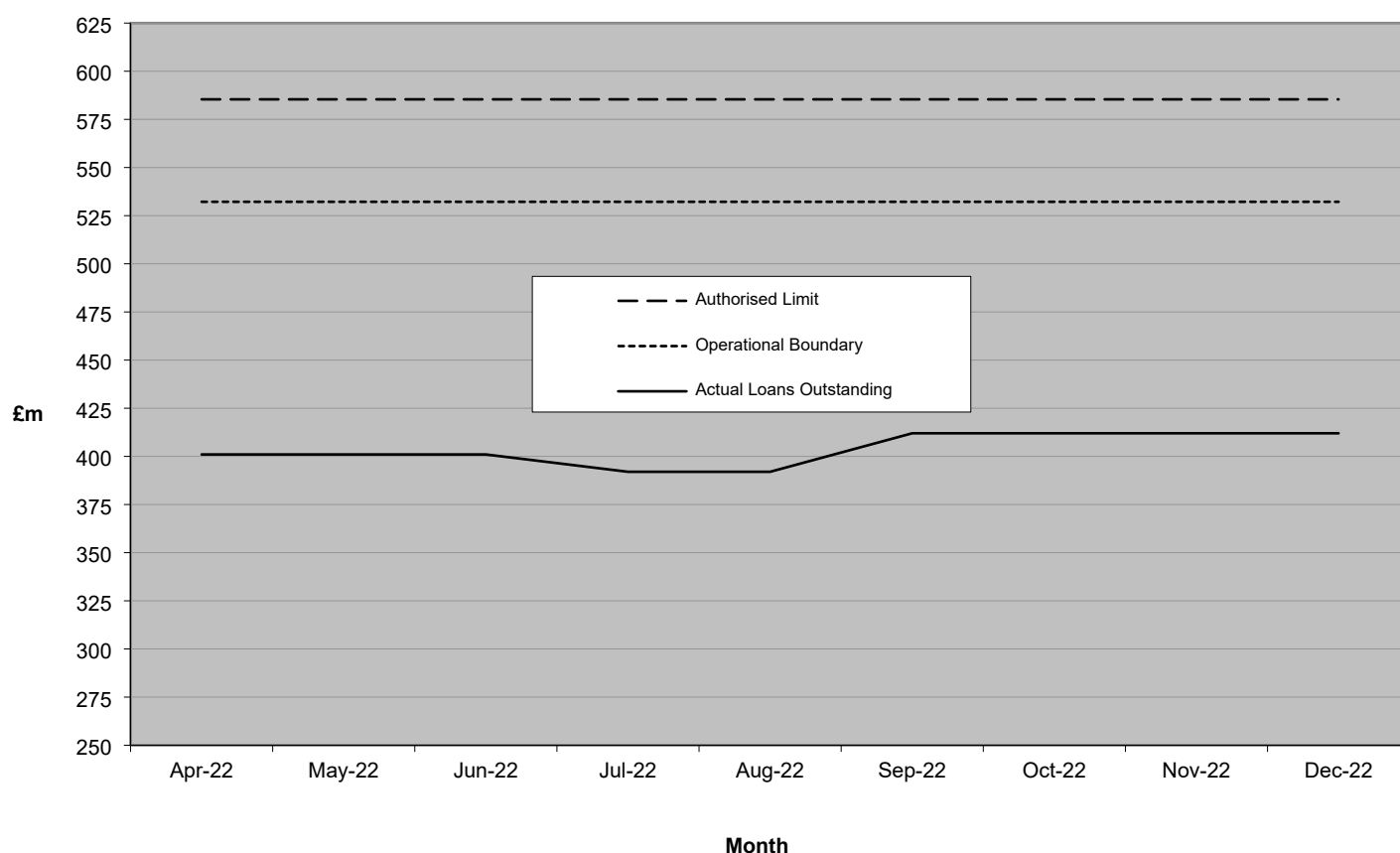
An examination of the assumptions made in calculating this indicator concluded that there have been no changes in the period.

#### **2.2 Prudence Prudential Indicators**

##### **2.2.1 The Gross Borrowing and Capital Finance Requirement (CFR) indicator**

The indicator set by the Budget for Gross Borrowing and CFR was that the Section 151 Officer envisaged no difficulty in meeting the requirement of the Gross Borrowing being less than the accumulated CFR for 2022-2023. An examination of assumptions made when calculating the Prudential Indicator show that there have been no material changes.

## 2.2.2 Authorised Limit and Operational Boundary



The actual value of loans outstanding must not exceed the Authorised Limit. In normal activity actual loans outstanding should be close but less than the Operational Boundary. The Operational Boundary can be breached in the short term due to adverse cash flows.

	Apr-22	May-22	Jun-22	Jul-22	Aug-22	Sep-22	Oct-22	Nov-22	Dec-22
	£m	£m	£m	£m	£m	£m	£m	£m	£m
Authorised Limit	585.4	585.4	585.4	585.4	585.4	585.4	585.4	585.4	585.4
Operational Boundary	532.2	532.2	532.2	532.2	532.2	532.2	532.2	532.2	532.2
Actual Loans Outstanding	401	401	401	392	392	412	412	412	412

Neither the Authorised Limit nor the Operational Boundary have been breached.

## **2.3 Treasury Management Prudential Indicators**

### **2.3.1 Interest Rate Exposure**

Position as at 31<sup>st</sup> December 2022:

	<b>Fixed Interest Rate £m</b>	<b>Variable Interest Rate £m</b>	<b>TOTAL £m</b>
Borrowed	408.57	3.00	411.57
Invested	(104.50)	(72.50)	(177.00)
<b>Net</b>	<b>304.07</b>	<b>(69.50)</b>	<b>234.57</b>
Limit	512.00	51.00	
<b>Proportion of Net Borrowing Actual</b>	<b>129.63%</b>	<b>(29.63)%</b>	<b>100.00%</b>
Limit	150.00%*	5.00%	

\*Revised limit, increased from 125.00% and reported during the mid-year report.

The authority is within limits set by the 2022-2023 indicators.

### **2.3.2 Maturity Structure Of Borrowing**

	<b>Structure at 31.12.22 %</b>	<b>Upper Limit %</b>	<b>Lower Limit %</b>
Under 12 months	0.49	15	0
12 months to 2 years	1.77	15	0
2 years to 5 years	6.76	50	0
5 years to 10 years	8.90	50	0
10 years to 20 years	20.80	50	0
20 years to 30 years	20.29	50	0
30 years to 40 years	22.52	50	0
40 years and above	18.47	50	0

The authority is within the limits set by the 2022-2023 indicators.



### **2.3.3 Maximum principal sums invested longer than 365 days**

	<b>2022-2023 £m</b>
Limit	10
Actual as at 31 <sup>st</sup> December 2022	NIL

### **3. Conclusion**

For the period 1<sup>st</sup> April 2022 to 31<sup>st</sup> December 2022 the actual Prudential Indicators to be monitored by the Cabinet are within the limits set by the Budget 2022-2023 and the Treasury Management Policy and Strategy 2022-2023. This is also true for the indicators being monitored by officers.

### **RECOMMENDATION**

**That Cabinet considers and approves the report.**

Mae'r dudalen hon yn wag yn fwriadol

## Investment Summary as at 31st December 2022

Carmarthenshire County Council

Totals			
<b>Total</b>	<b>£177,000,000</b>		
<b>Calls &amp; MMFs</b>	£65,500,000	37%	
<b>Fixed Deposits</b>	£111,500,000	63%	
<b>Specified</b>	£65,500,000	100%	

Weighted Average			
<b>Yield</b>			2.66%
<b>Maturity (Days)</b>			
Total Portfolio	Total Portfolio		53.88
<b>Long Term</b>			
AAA	-		1.00
AA	F1		60.83
A	F1		83.43
BBB	F2		0.00
CCC	C		0.00

Risk Factors		
<b>&lt; 1 year</b>	£13,440	0.008%
<b>1 - 2 years</b>	£0	0.000%
<b>2 - 3 years</b>	£0	0.000%
<b>3 - 4 years</b>	£0	0.000%
<b>4 - 5 years</b>	£0	0.000%
<b>Total Portfolio</b>	£13,440	0.008%

Maturity Structure		
<b>&lt; 1 Week</b>	£73,000,000	41%
<b>&lt; 1 Month</b>	£29,000,000	16%
<b>2 - 3 Months</b>	£46,000,000	26%
<b>3 - 6 Months</b>	£10,000,000	6%
<b>6 - 9 Months</b>	£12,000,000	7%
<b>9 - 12 Months</b>	£7,000,000	4%
<b>12 Months+</b>	£0	0%
<b>Total</b>	<b>£177,000,000</b>	<b>100%</b>

# SLY Model

## Carmarthenshire County Council

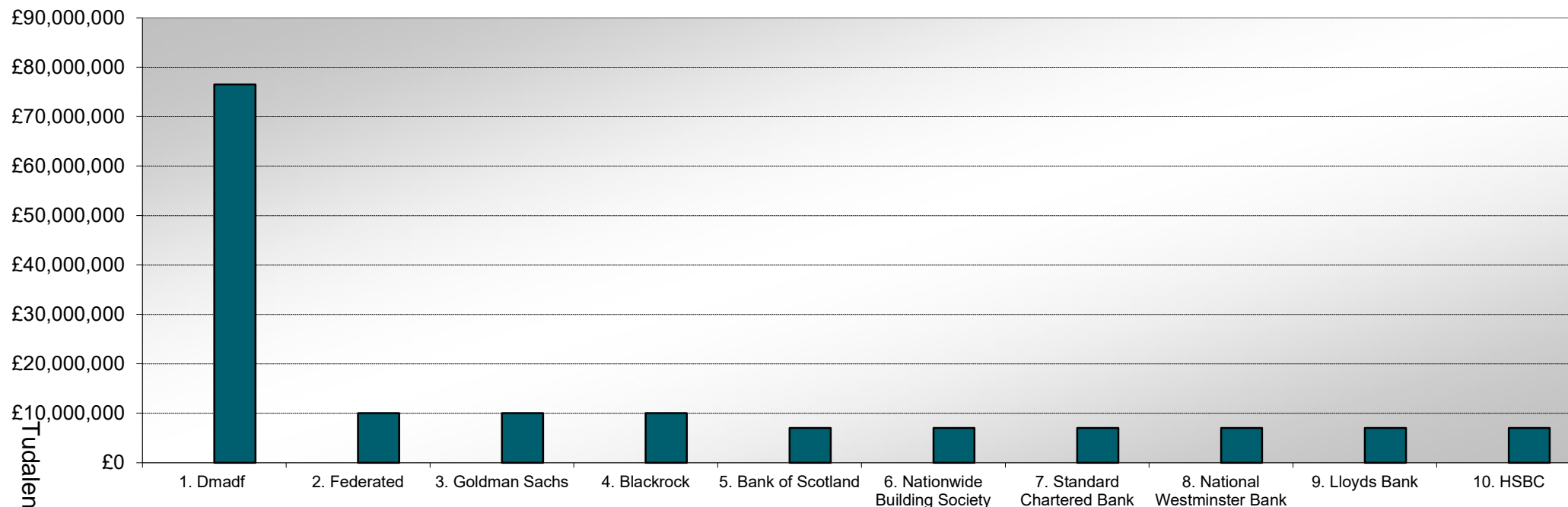
31/12/2022

Mae'r dudalen hon yn wag yn fwiadol

# Top 10 Counterparty Holdings

Carmarthenshire County Council

Counterparty	Principal	% of Total Holding	WAM (Days)	WAYield	WADefault
1. Dmadf	£65,500,000	47.81%	38	3.09%	0.002%
2. Goldman Sachs	£10,000,000	7.30%	1	2.81%	0.000%
3. Blackrock	£10,000,000	7.30%	1	2.78%	0.000%
4. Federated	£10,000,000	7.30%	1	2.75%	0.000%
5. Lloyds Bank	£7,000,000	5.11%	188	2.00%	0.048%
6. Nationwide Building Society	£7,000,000	5.11%	300	3.58%	0.077%
7. Standard Chartered Bank	£7,000,000	5.11%	1	2.92%	0.000%
8. HSBC	£7,000,000	5.11%	1	2.88%	0.000%
9. National Westminster Bank	£7,000,000	5.11%	90	2.30%	0.023%
10. Santander UK plc	£6,500,000	4.74%	1	2.11%	0.000%



Mae'r dudalen hon yn wag yn fwiadol

**CABINET**  
**20 CHWEFROR 2023**

**Y Pwnc: ADRODDIAD GRŴP GORCHWYL A GORFFEN Y PWYLLGOR CRAFFU CYMUNEDAU, TAI AC ADFYWIO - POLISI DYRANNU TAI CYMDEITHASOL BRYS**

**Y Pwrpas:** Rhoi canfyddiadau ac argymhellion y Grŵp Gorchwyl a Gorffen i'r Cabinet

**Yr argymhellion / penderfyniadau allweddol sydd eu hangen:**

Ystyried canfyddiadau Grŵp Gorchwyl a Gorffen y Pwyllgor Craffu Cymunedau, Tai ac Adfywio, a sefydlwyd i ddatblygu Polisi Dyrannu Tai Cymdeithasol Brys ac argymhell i'r Cabinet a'r Cyngor eu bod yn ei fabwysiadu fel mesur dros dro tra'n aros i adolygiad o'r Polisi Dyrannu Tai Cymdeithasol gael ei gwblhau, hynny yw

1. Argymhell bod y Cyngor yn cymeradwyo'r Polisi Dyrannu Tai Dros Dro Brys;
2. Argymhell bod y Cyngor yn cymeradwyo bod y Polisi Gosodiadau ar sail Dewis presennol yn cael ei atal tua blwyddyn, a bod y Polisi Dyrannu Tai Cymdeithasol Dros Dro Brys yn cael ei weithredu;
3. Argymhell bod y Pwyllgor Craffu yn cael y wybodaeth ddiweddaraf ym mhob cyfarfod gan swyddogion ynghylch effeithiolrwydd y newid;
4. Argymhell bod cynnwys yr adroddiadau diweddarau yn cynnwys data ynghylch y cyfnod blaenorol sy'n cyfeirio at:
  - Cyfran yr eiddo a barwyd yn uniongyrchol a'r rhai a hysbysebwyd
  - Gosod cleientiaid mewn bandiau sy'n paru'n uniongyrchol.
  - Nifer yr eiddo sy'n paru'n uniongyrchol ac yn cael eu hysbysebu gan bob ardal cysylltiad cymunedol, math o eiddo a landlord
  - Cyfran yr achosion o baru uniongyrchol a oedd yn llwyddiannus
  - Nifer yr achosion o baru uniongyrchol lle mae'r cleient yn gofyn am adolygiad o'r dyraniad, a chanlyniad yr adolygiadau hynny
  - Nifer yr achosion o baru uniongyrchol lle mae'r cleient yn gwrthod y dyraniad ond nid yw'n gofyn am adolygiad

**Y rhesymau:**

Mae angen mabwysiadu'r Polisi Dyrannu Tai Cymdeithasol Brys er mwyn mynd i'r afael â'r galw presennol digynsail am Dai Cymdeithasol.

Angen i'r Cabinet wneud penderfyniad

OES - 20 Chwefror 2023

Angen i'r Cyngor wneud penderfyniad

Na

YR AELOD CABINET SY'N GYFRIFOL AM Y PORTFFOLIO:- Y Cynghorydd Linda Evans - Cartrefi a Dirprwy Arweinydd

Y Gyfarwyddiaeth: Enw Pennaeth y Gwasanaeth: Awdur yr Adroddiad: Deryk Cundy  Kevin Thomas	Swyddi:  Cadeirydd y Pwyllgor Craffu Cymunedau, Cartrefi ac Adfywio  Swyddog Gwasanaethau Democrataidd	Ffôn:  Cyfeiriadau e-bost:  01267 224017 kjthomas@sirgar.gov.uk
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**EXECUTIVE SUMMARY  
CABINET  
20 FEBRUARY 2023**

**SUBJECT**

**COMMUNITIES, HOMES AND REGENERATIONS SCRUTINY COMMITTEE  
PRE- SCRUTINY TASK AND FINISH GROUP – EMERGENCY SOCIAL  
HOUSING ALLOCATIONS POLICY**

At its meeting held on the 29<sup>th</sup> September 2022 the Communities, Homes and Regeneration Scrutiny Committee agreed to establish a Pre-Scrutiny Task & Finish Group to develop an Emergency Social Housing Allocations Policy for Carmarthenshire to address the unprecedented situation where the Council, as with all Welsh Local Authorities and Registered Social Landlords, was facing increased demand for social housing that was exceeding the level of supply, with the position having significantly worsened over recent weeks due to a number of external factors.

In selecting this topic for review the committee identified:

- A severe shortage of affordable housing across the county both in Social Housing and the Private Rented Sector
- The Authority had a duty to house persons who were presenting as homeless or facing homelessness
- With more and more applicants for social housing in severe need, the current letting policy was not fit for purpose and the Council needed to create an interim fairer, more transparent housing register better suited to the current situation in the county

**Main Scope and Aims of the Group**

The main Scope and Aims of the group were agreed as follows:

- To agree a simplified Interim Social Housing Allocations Policy based on data and evidence
- To create a transparent process for allocating homes during the current emergency period
- To align the development of a policy with the current review of the Social Housing Allocations Policy and the development of the Rapid Re-Housing Transition Plan in line with Welsh Government Policy to make homelessness rare, brief and unrepeatable
- To develop an Emergency Interim Housing Allocations Policy and make recommendations to the Cabinet and Council for approval

The attached report details the Task and Finish Group's findings and recommendation to the Cabinet /Council for approval

**DETAILED REPORT ATTACHED?**

**YES**

**1 Task and Finish Report**

**2. Draft Emergency Social Housing Allocations Policy**

## IMPLICATIONS

I confirm that other than those implications which have been agreed with the appropriate Directors / Heads of Service and are referred to in detail below, there are no other implications associated with this report:

Signed: Linda Rees Jones

Head of Administration and Law

Policy, Crime & Disorder and Equalities	Legal	Finance	ICT	Risk Management Issues	Staffing Implications	Physical Assets
<b>YES</b>	<b>YES</b>	<b>YES</b>	<b>NONE</b>	<b>YES</b>	<b>NONE</b>	<b>NONE</b>

### **Policy, Crime & Disorder and Equalities**

A thorough Equality Impact Assessment is being carried out and will be made available once completed

### **Legal**

Advice from Counsel has been received to ensure that the policy complies with all current legislation

### **Finance**

As outlined in the 2023/24 Draft budget published on 13 December 2022, additional funding has been allocated to the Homelessness Prevention Budget line. This funding is to support local authorities to continue our 'no-one left out' approach and support ongoing homelessness prevention and relief interventions across Wales.

#### **'No one left out' funding**

Of this funding, WG are allocating **£15m** in 2023/24 to support the continuation of the 'no-one left out' approach. The purpose of the funding will be in line with the funding WG allocated in 2022/23. The 2023/24 allocation formula is 85% based on demand (in terms of average numbers in TA, TA costs and statutory demand for services).

The indicative allocation of 'No one left out' funding for Carmarthenshire for 2023/24 is £622,348.

### **Risk Management Issues**

Failure to introduce the interim policy will risk people being homeless for longer than they need be and also an increase in people in temporary accommodation and people in TA for too long.

## CONSULTATIONS

I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below

Signed: Linda Rees Jones

Head of Administration and Law

**(Please specify the outcomes of consultations undertaken where they arise against the following headings)**

<b>1. Scrutiny Committee request for pre-determination</b>	NO – this is a report produced by the Scrutiny Committee
<b>Scrutiny Committee</b>	
<b>Date the report was considered:-</b>	
<b>Scrutiny Committee Outcome/Recommendations:-</b>	

**2. Local Member(s)**

Not applicable

**3. Community / Town Council**

Not applicable

**4. Relevant Partners**

Registered Social Landlords who are part of the Common Allocations Policy

**5. Staff Side Representatives and other Organisations**

Not applicable

**CABINET MEMBER PORTFOLIO  
HOLDER(S) AWARE/CONSULTED**

YES

**Section 100D Local Government Act, 1972 – Access to Information  
List of Background Papers used in the preparation of this report:**

**THERE ARE NONE**

Mae'r dudalen hon yn wag yn fwriadol

# Communities, Homes and Regeneration Scrutiny Committee Pre Task & Finish Group Report 2022-23

Emergency Interim Social Housing Allocations  
Policy

[carmarthenshire.gov.wales](http://carmarthenshire.gov.wales)

Cyngor **Sir Gâr**  
**Carmarthenshire**  
County Council



Tudalen 235

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## **Chair's Foreword**

I am pleased to present the report of the Communities, Homes and Regeneration Scrutiny Committee's Task and Finish Group established by the Committee in September 2022 to develop an Emergency Social Housing Allocations Policy for Carmarthenshire to address the unprecedented situation faced by both the Council, and its Social Housing Partners, where the increased demand for social housing was exceeding the level of supply

Members of the Committee, at that time, felt the development of the policy to be important to address the unprecedented demand and to present a report on policy options to the Cabinet and Council for their consideration, and adoption, as an interim Emergency Policy until such time as a full review of the Common Allocations Policy was undertaken, and adopted by the Council

As part of the review, we examined the current legislative duties placed on local housing authorities, the impact of impending legislation on the private rented sector, the operation of the Housing Choice register and the 'bidding process' via 'Canfod Cartref – Home Finder' for applicants seeking Social Housing together with the operation of the Current Social Housing Allocations Policy and whether it was fit for purpose in the current climate.

I hope the recommendations we have made will deliver improvements to the allocation of Social Housing within Carmarthenshire.

I am very grateful to my fellow members of this group for their input and commitment during this review.

I would also like to extend my thanks to the officers who have provided specialist advice and support throughout.

**Councillor Deryk Cundy**

**Chair of the Task & Finish Group**

## **Background**

At its meeting held on the 29<sup>th</sup> September 2022 the Communities, Homes and Regeneration Scrutiny Committee agreed to establish a Pre-Scrutiny Task & Finish Group to develop an Emergency Interim Social Housing Allocations Policy for Carmarthenshire to address the unprecedented situation being faced by the Council, (as with all Welsh Local Authorities and Registered Social Landlords), where the increased demand for social housing was exceeding the level of supply. That situation had significantly worsened over recent weeks and months due to a number of external factors.

In selecting this topic for review the committee identified:

- A severe shortage of affordable housing across the county both in Social Housing and the Private Rented Sector
- The Authority had a duty to house persons who were presenting as homeless or threatened with homelessness
- With more and more applicants for social housing in severe need, the current letting policy was not fit for purpose and the Council needed to create an interim fairer, more transparent housing register better suited to the current situation in the county

## **Main Scope and Aims of the Group**

The main Scope and Aims of the group were agreed as follows:

- To agree a simplified Interim Social Housing Allocations Policy based on data and evidence
- To create a transparent process for allocating homes during the current emergency period
- To align the development of a policy with the current review of the Social Housing Allocations Policy and the development of the Rapid Re-Housing Transition Plan in line with Welsh Government Policy to make homelessness rare, brief and unrepeated
- To develop an Emergency Interim Housing Allocations Policy and make recommendations to the Cabinet and Council for approval



## Membership of the Task & Finish Group

The Communities, Homes and Regeneration Scrutiny Committee at its meeting held on the 29<sup>th</sup> September also agreed that the membership of the Task & Finish Group will comprise 6 Elected Members appointed to reflect the political balance of the Council as a whole, as far as possible:-



Cllr Deryk Cundy (Chair)

Labour



Cllr Betsan Jones (Vice chair)

Plaid Cymru



Cllr Ken Howells

Plaid Cymru



Cllr Martyn Palfreman

Labour



Cllr Russell Sparks

Plaid Cymru

\*NOTE Councillor Hugh Shepardson was unable to take up his seat on the Task and Finish Group which then comprised the five remaining members

## Attendance at Meetings

Attendance by members of the Task & Finish Group is shown in the table below. A total of 5 meetings were held during the period October 2022 to January 2023.

Scrutiny Committee Member	Meetings Attended	%
Cllr. Deryk Cundy (Chair)	5	100
Cllr. Betsan Jones (Vice Chair)	5	100
Cllr. Ken Howell	5	100
Cllr. Martyn Palfreman	5	100
Cllr. Russell Sparks	5	100

## Overview of information received by the group

The group received a considerable amount of information in the form of written and verbal reports, including details on current housing supply / demand, homelessness, Government legislation, Housing Choice Register and the bidding process for homes via 'Canfod Cartref – Home Finder'.

Listed below are some of the reports viewed by the group at each of its meetings-

### 1<sup>st</sup> Meeting - 11<sup>th</sup> October 2022 - Presentation on the 'Case for Change – Social Housing Allocation Policy'

#### Content –

- Homelessness – legal obligations and duties placed on the Local Housing Authority together with statistics on levels of, and current homelessness position
- Housing Choice Register – Operation of the register and the bidding process
- Case studies of homelessness
- Other pressures including:
  - the impact of Covid and Government legislation to protect tenants,
  - the impending introduction, in December 2022, of the Renting Homes (Wales) Act 2016 and its potential implications for the private rented sector
  - the impact of the Ukraine conflict and the impending Home Office Dispersal Scheme to disperse migrants throughout the United Kingdom
- Service Development and reconfiguration of the Housing HWB to prioritise prevention

2<sup>nd</sup> Meeting – 24<sup>th</sup> October 2022 – Proposals for the development of an Emergency Interim Allocations Policy

Content: - 9 Policy Proposals and Recommendations together with any associated risks and mitigating measures

3<sup>rd</sup> Meeting – 21<sup>st</sup> November 2022 – Draft Emergency Social Housing Allocations Policy

Content: Draft Emergency Interim Social Housing Allocations Policy for discussion

4<sup>th</sup> Meeting – 6<sup>th</sup> December 2022 –

Content – Draft Emergency Interim Social Housing Allocations Policy incorporating amendments made by the Group at its meeting on the 21<sup>st</sup> November 2022

5<sup>th</sup> Meeting – 10<sup>th</sup> January 2023

Content – Final Draft Emergency Social Housing Allocations Policy together with the Group's report on its findings and recommendations for consideration through the democratic process via the Communities, Homes and Regeneration Scrutiny Committee, Cabinet and ultimately Council for adoption as Council Policy

**1. First Meeting 10<sup>th</sup> October 2022 - Background information on the 'Case for Change – Social Housing Allocation Policy'**

The Group, as part of its consideration on the need for the introduction of an Emergency Social Housing Allocation Policy, received a power-point presentation detailing both the background to, and need for the introduction of an Emergency Allocations Policy divided into the following 5 distinct Sections:

- Homelessness
- Housing Register
- Case Studies
- Other Pressures
- Service Development

The main elements of these sections are outlined below.

**Homelessness duties and Legislation**

1. The recent, and on-going Covid 19 Pandemic, has resulted in a number of changes to the homelessness duties of Welsh Local Housing Authorities
2. In April 2020, Guidance was issued on widening the definition of vulnerability placing a duty on Housing authorities titled 'Everyone In' to provide a roof to everyone in need
3. November 2021, the Welsh Government launched its High-Level Action Plan to end homelessness Titled 'No Going Back', amending previous guidelines
4. May 2022, Consultation commenced on the Welsh Government's Interim Homelessness Measures and additional funding for homelessness prevention titled 'No One Left out'
5. October 2022 – Secondary Legislation came into force titled – Homelessness (Priority Need and Intentionality) (Wales) Regulations 2022.
6. The Housing (Wales) Act 2014 Sections 62, 66, 68, 73 and 75 places the following duties on Local Housing authorities:

Section 62 - Duty to Assess – anyone can present to the Local Authority who may be or, are about to be made homeless and we need to assess

Section 66 - Duty to help Prevent Homelessness. If there's a threat of homelessness e.g. landlord served notice, the duty on local authorities to help to prevent that homelessness will fall under this section.

Section 68 – Duty to secure Interim accommodation – If a person becomes homeless, and they lose the roof over their head, we have a duty to provide interim accommodation – for example if a landlord had served a Section 21 Notice and bailiffs were at the door

Section 73 - Duty to help to secure accommodation- We have a duty to find secure accommodation. That duty lasts for 2 months and then the onus will fall on Housing Authorities under Section 75 to find secure accommodation

Section 75 – Duty to secure accommodation – If people had been housed in temporary accommodation for 2 months the Local Housing Authority has a duty to provide secure accommodation

### **Housing Register and the ‘Bidding Process’**

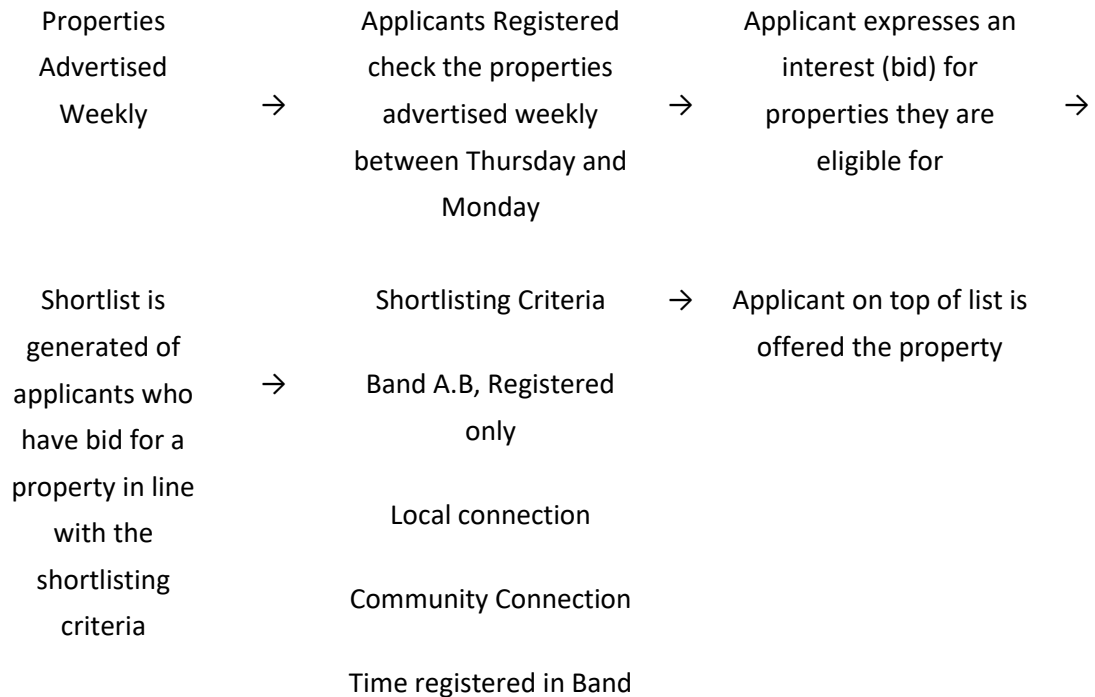
7. The Group noted that anybody can apply to be placed on the Housing Register, including persons falling within Section 62 of The Housing (Wales) Act 2014. However, whilst the Council must accept applications by law, it does not have to register them
8. All applicants requesting to be placed on the Register must provide appropriate information to enable their placement into the appropriate Council Band under Carmarthenshire’s Common Allocation Policy i.e.:

Band A – Homeless, including those falling within Section 75

Band B – Low level housing needs – e.g., overcrowding by one bedroom – people falling within Sections 66, 68 and 73

Registered only – No clear housing need with applicants requesting to be a Council Tenant

9. Once an applicant has been placed on the Register, they can bid for available properties on a weekly basis with the process being:



10. The current bidding process is not considered to be fit for purpose as some people are not bidding for properties or, are only bidding for properties that become available within specific streets/areas.

11. As of September 2022, there were more than 4,500 applicants for Social Housing on the Housing Register. Of those:

- 2,574 (60%) are registered only, with 1,078 (42%) of those not bidding for a property which equates to 25% of the Register
- 1,226 (28%) are in Band B, with 336 (28%) of those not bidding for a property which equates to 8% of the Register
- 537 (14%) are in Band A, with 89 (17%) of those not bidding for a property which equates to 2% of the Register
- Overall, 1,503 people (35%) on the Register are not bidding for properties

Band	Total No. in Band	% of whole Register	No. Bidding	No. Not Bidding	% of register not bidding
<b>Band A</b>	537	12%	448	89	2%
<b>Band B</b>	1,226	28%	890	336	8%
<b>Registered Only</b>	2,574	60%	1,496	1,078	25%
<b>Total</b>	4,337	100%	2,834	1,503	35%

12. The Council currently reviews the Register annually.

### **Other Pressures**

- 1.1 Recent Changes to the Section 21 Notice Period relating to the periods of time landlords could serve on tenants to terminate their tenancy has changed. Initially, it was extended from August 2020 from 2 months to 6 months, before reverting to 2 months in March 2022
- 1.2 In December 2022, the Introduction of the Renting Homes (Wales) Act will come into force extending the S21 Notice period to 6 months for all new contracts
- 1.3 Private Sector Landlords are leaving the sector for a number of reasons including the implications of the new Act on Section 21 Notices and other cost of living pressures;
- 1.4 Since April 2022, the Council has lost 12% of the Simple Lettings stock it manages on behalf of private landlords.
- 1.5 While the Council actively looks to buy back the stock to enable tenants to remain in their tenancies, that is not sustainable long term
- 1.6 There are currently 102 Ukrainian Families living in Carmarthenshire. 73 of those are staying with hosts/sponsors and the remaining 29 in alternative accommodation, including hotels and temporary accommodation
- 1.7 The UK scheme for hosting Ukrainian families applies for a 6-month period. This is due to expire in December 2022 and there's a possibility after this time some families may be presenting themselves as homeless to the Council
- 1.8 The Home Office Dispersal Scheme is expected to result in approximately 141-185 people being dispersed to Carmarthenshire, of which, 75% are single males thereby increasing the demand for homes within the County

### **Service Developments**

- 1.9 To help assist with these pressures, the Department has reconfigured the Housing HWB, offered incentives to private landlords to delay evictions and developed the Rapid Rehousing transition Plan to transform the homelessness service
- 1.10 Delegated authority has recently been granted to the Head of Homes and Safer Communities to directly match individuals to available properties thereby improving the time to allocate a property. To date 20 persons had been directly matched.

## 2. Second Meeting 24<sup>th</sup> October 2022 - Proposals for the Development of an Emergency Interim Allocations Policy

- 2.1 The Group having identified, and established, the need for the adoption of an Emergency Interim Allocations Policy to enable the Council to meet its Legal Obligations as a Social Landlord under The Housing (Wales) Act 2014, considered a proposals document examining various options and proposals to meeting that obligation
- 2.2 As part of that examination, the Group considered the following 9 proposals, assessing any risks associated with their introduction, how to mitigate any risk, assessing the impact of each proposal and what measures would be introduced to measure the impact of those changes.

### **Proposal 1:**

**Registered Only Band suspended to new applicants** - People being assessed as having no housing need will not be able to join the housing register under the emergency interim allocations policy.

### **Proposal 2:**

**Homes will be matched to people in the greatest need first.** Only if a property cannot be matched will it be advertised on Canfod Cartref - Home Finder.

### **Proposal 3:**

**Applicants will be offered a Reasonable or Suitable Offer.** Applicants to whom we owe a Housing Duty will be given a reasonable offer; all other applicants will be given 2 Suitable offers

### **Proposal 4:**

#### **Direct Allocation - Eligibility**

Direct Allocation framed in accordance with section 167(2) of the Housing Act 1996, permits local authorities to give additional preference to applicants who have urgent housing needs.



**In order of Additional and Reasonable Preference the following applicants will be considered in greatest need and eligible for a direct offer:**

- People who have been assessed as having an exceptional housing need and would qualify for an Emergency Direct Offer of accommodation;
- People who have been assessed under Part 2 of the Housing (Wales) Act 2014 and a section 75 duty has been accepted;
- People who are homeless or threatened with homelessness and who have been assessed under Part 2 and who are owed any duty by the authority under section 73 or 66 of the Housing (Wales) Act 2014;
- People in the existing urgent housing need 'Band A'; and
- People who have a specialist need for adapted accommodation and the availability of suitable accommodation is limited and are in 'Band A'.

**Only Applicants:**

- With exceptional circumstances, additional and reasonable preference (above); and
- Have a Local Connection will be considered for a direct offer for Social Housing where a property becomes available to let, by either CCC or an RSL Partner.
- Where we are unable to directly match an available home to people in greatest need, we will continue to advertise those properties on Canfod Cartref – applicants on the housing register can continue to bid for these homes.

When selecting applicants to be considered for nomination we will consider the size and type of property and whether the property has had disabled adaptations. People who have been assessed as having an exceptional housing need will be considered first. We will then prioritise applications in accordance with the prioritising factors below:

Prioritisation Factors	Criteria	Process
First	Community Connection Criteria	We will sort by Community Connection. People with a community connection will be considered in the first instance.
Second	Time Registered in Duty or the priority band	We will sort in Duty order (1 <sup>st</sup> S.75, 2 <sup>nd</sup> S.73, 3 <sup>rd</sup> S.66) or 4 <sup>th</sup> the time spent in the priority band. Offers will be made in Duty and date order.
Third	Support Needs	Only applicants who can be supported into settled accommodation will be considered. (See Appendix 2 for full details of support needs)
Fourth	Community Cohesion	To support a sustainable tenancy, we will consider the impact of any eligible applicant on the wider community before making the any nomination.

**Proposal 5:**

Applicants who can financially meet their own housing needs will not be able to join the housing register.

**Proposal 6:**

Applicants who fail to re-register, log-on and access their accounts or bid for properties that meet their needs will be removed from the housing register.

**Proposal 7:**

For Existing Applicants: Band A remains; Section 73 and 66 move to Band A; Band B remains; Registered Only Band remains and frozen to new applications (except for 55+, extra care and low-cost home ownership applicants).

**Proposal 8:**

Existing Social Housing Allocations Policy is suspended during the period we operate an Emergency Interim Allocations Policy.

**Proposal 9:**

Welsh Government have confirmed their 'No one left out' approach will continue for 2022-23. Additional Priority Need category due to new Secondary Legislation.

**A Public awareness campaign** will be undertaken to build public recognition of the problem through targeted communications and highlighting the need for direct allocations.

- 2.3 The Group recognised the significant change the proposals would have on the existing Canfod Cartref system where people could bid for houses and that the new proposal could be seen as restricting tenants' choice.
- 2.4 In order to address this, the Group endorsed the need for an effective communications approach to demonstrate the proposals should be seen as being a positive step to providing homes for those in need.
- 2.5 With 4,500 people on the register and only 800 homes becoming available, the introduction of an Emergency Allocations Policy at this time was seen as being necessary to provide homes for those in need
- 2.6 The Group noted the Interim allocations policy, if adopted, would become operational in early 2023 for approximately one year while an exhaustive and thorough review was undertaken of the existing Common Allocations Policy.

- 2.7 The Group recognised the Common Allocations Policy was operated by the Council and its Social Housing Partners and their input and support for the introduction and operation of the Emergency Interim Allocations Policy was vital. In that regard it agreed officers should meet with those partners to gain their views/support

### **3. Third Meeting – 21<sup>st</sup> November 2022 - Emergency Social Housing Allocations Policy**

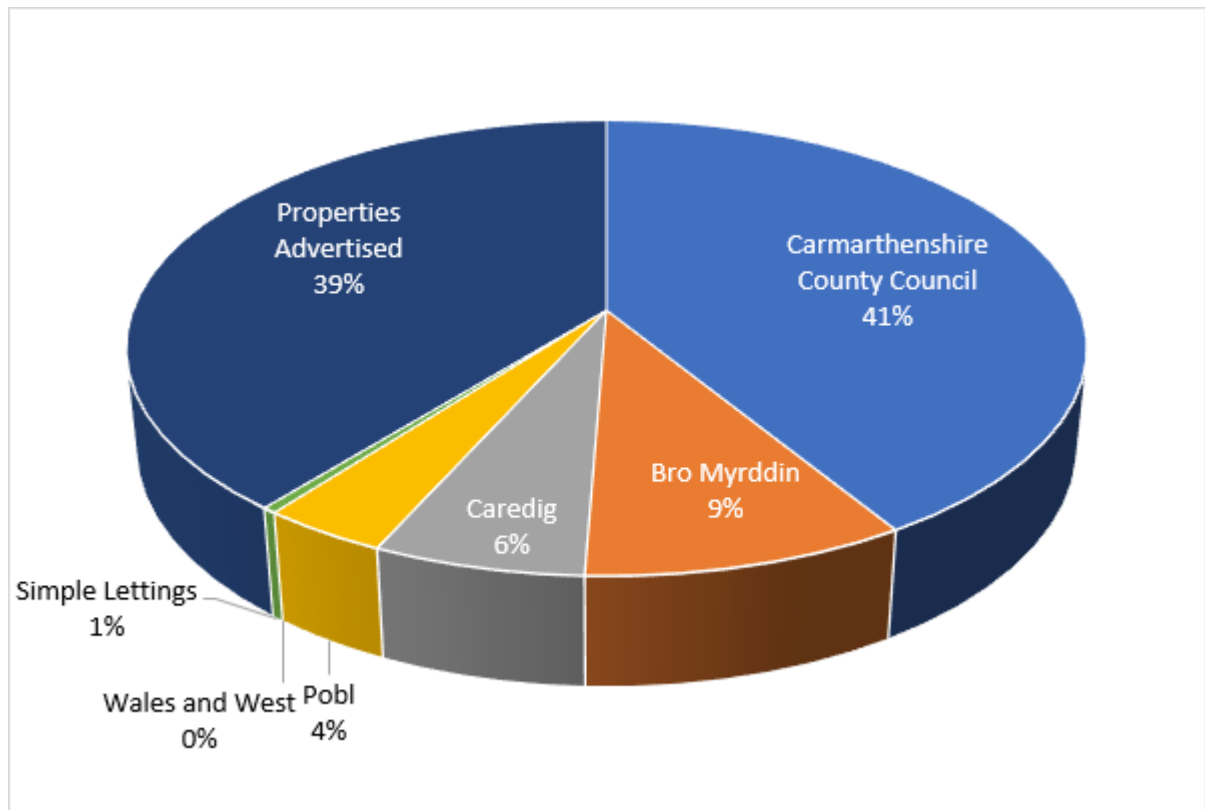
- 3.1 The Task and Finish Group, having considered the 9 Policy Proposals outlined in Section 2, turned its attention to the development of a Draft Emergency Social Housing Allocations Policy into a working document that could be accepted by the partner Registered Social Landlords as an interim arrangement, pending completion of a full review of the current Common Allocations Policy to be undertaken during 2023 for introduction in 2024
- 3.2 The Emergency Social Housing Allocations Policy (attached as an Appendix) has been developed in collaboration with the Council's Registered Social Landlords and tested with frontline staff and addresses the following main policy criteria: -
- Eligibility
  - Application and Assessment
  - Allocation Process
  - Offer of Accommodation
  - Governance Arrangements
- 3.3 If the Draft Emergency Allocations Policy is to be accepted, the Group noted the existing Common Allocations Policy, adopted by the Council in 2016, would need to be suspended to enable the Council, and its partners, to use the scarce housing resources to meet the needs of its vulnerable residents and those in greatest housing need
- 3.4 The Group noted the aims of the Emergency Allocations Policy will be to clearly set out arrangements for how social housing in Carmarthenshire will be allocated during the suspension of the Common Allocations Policy in a fair and transparent manner
- 3.5 The Draft Emergency Policy sets out how eligible people will be nominated for homes in an area in which they wished to be housed and where this is not possible, they will be offered a suitable home that meets their needs
- 3.6 The Group recognised the input of its Social Housing Partners in the development of the Emergency Allocations Policy i.e.: -
- Bro Myrddin Housing Association
  - Caredig Housing Association
  - Pobl Housing Association
  - Wales and West Housing Association

- 3.7 The Policy, if adopted will set out who is eligible for the emergency allocation of social housing, what will be considered in deciding, how an allocation and reasonable offer of a tenancy will be made together with a Right to request a review
- 3.8 The Group recognises that the Emergency Allocations Policy will meet the Council's legal responsibilities and has been developed in accordance with the Housing Act 1996 (Part 6), the Housing (Wales) Act 2014, the Social Services and Well-being (Wales) Act 2014 and the Code of Guidance for Local Authorities: Allocation of Accommodation and Homelessness (Welsh Government 2016)

#### 4. 4<sup>th</sup> Meeting – 6<sup>th</sup> December 2022

- 4.1 The Group received a presentation regarding the impact of direct matching via exceptional circumstances since the beginning of October. Data included the number of direct matches compared to the number of properties advertised by property size/type and landlord, and the number of matches by Band. It also showed the number of matches that were unsuccessful and the reasons for this.
- 4.2 Between week ending 7<sup>th</sup> October 2022 and week ending 2<sup>nd</sup> December 2022, 146 people in Band A were directly matched to available properties under exceptional circumstances approved by the Head of Housing and Public Protection.
- 4.3 During this same period 96 properties were advertised on Canfod Cartref and available for eligible applicants to bid for. This represents 39% of the properties available during that period.

Landlord	Direct Matches	Properties Advertised
Carmarthenshire County Council	101	56
Bro Myrddin	23	19
Caredig	15	3
Pobl	9	17
Wales and West	0	1
Simple Lettings	1	0
<b>Total</b>	<b>149</b>	<b>96</b>



- 4.4 The group agreed that data similar to that included within the presentation should be used to monitor the effectiveness of the policy during the interim period. This monitoring information would be reported to the Scrutiny Committee on a regular basis.
- 4.5 The Group was reminded that at its previous meeting held on the 21<sup>st</sup> November, 2022 it had considered a Draft Emergency Interim Social Housing Allocations Policy and having proposed a number of amendments thereto agreed that a revised version, incorporating any suggested amendments from the Registered Social Landlords will be submitted to its next meeting. In accordance with that request, the Group accepted the Policy document, subject to some further changes to be submitted to its meeting in January 2023 for final approval pending its submission through the democratic process for adoption by the Council as an Emergency Policy document to be operational until such time as a formal review of the Common Allocations Policy was adopted

## 5. 5<sup>th</sup> Meeting – 10<sup>th</sup> January 2023

The Group Received and Endorsed the Final Draft Emergency Interim Social Housing Allocations Policy together with the report of its findings for submission through the democratic process.

As part of its consideration of the final report, the Group received Counsel's advice on the provisions of the New 'Renting Homes (Wales) Act 2022 which came into force in December 2022 and the impact that would have on both Section 2 – Eligibility Criteria and Section 3 - Application and Assessment Process within the draft policy. That advice related to the establishment of a separate band within the Housing Register of 'No Preference' whereby no preference would be given to applicants for social housing who:

- Have the financial resources available to meet their housing costs;
- Exhibit behaviour which affects their suitability to be a tenant which is not a decision of ineligibility for the register;
- Do not have a local connection to Carmarthenshire, unless they are exempt from the local connection criteria as set out in Appendix 3 to the policy.

Counsel's advice was accepted, and the draft policy was amended to reflect that advice

## **6. Conclusions of the Task & Finish Group**

- 6.1.1 the Group, having examined the operation of the existing Common Allocations Policy and the Council's legal obligations to provide accommodation for persons presenting themselves as homeless, endorsed the need for the Introduction of the Emergency Allocations Policy via Direct Matching to enable the Council to allocate properties according to set criteria, to those presenting as homeless and in greater housing need,
- 6.1.2 The Group notes that while direct matching of people to available properties is proposed if, at any time, it's not possible to allocate all available properties at a given point, those unallocated properties would be made available via Canfod Cartref for people to bid for, as at present.
- 6.1.3 The Group also notes that the Emergency Allocations Policy is to operate for a period of approximately one year to allow for a full review to be undertaken of the existing Common Allocations Policy and its subsequent adoption by the Council

## **7. RECOMMENDATIONS**

- 7.1 To recommend the Emergency Interim Housing Allocation Policy be approved by Council
- 7.2 To recommend that Council approve that the current Choice Based Lettings Policy be suspended for approximately one year, and the Emergency Interim Social Housing Allocations Policy be implemented
- 7.3 To recommend that the Scrutiny Committee receive updates at every meeting from officers on the effectiveness of the change
- 7.3.1 To recommend that the content of the update reports include data for the previous period referring to:

- Proportion of properties directly matched and those advertised
- Banding of clients directly matched
- Number of properties directly matched and advertised, by each community connection area, type of property, and landlord
- Proportion of direct matches that were successful
- Number of direct matches where the client requests a review of the allocation, and the outcome of those reviews
- Number of direct matches where the client refuses the allocation but doesn't request a review

Mae'r dudalen hon yn wag yn fwriadol



# Emergency Social Housing Allocations Policy

Carmarthenshire County Council

*Date of County Council 2023*



[carmarthenshire.gov.uk](http://carmarthenshire.gov.uk)

Cyngor **Sir Gâr**  
**Carmarthenshire**  
County Council



Tudalen 255

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# 1: Overview



1.1 This Emergency Social Housing Allocation Policy (hence referred to as “The Policy) has been framed in accordance with section 167(2) of the Housing Act 1996, which permits local authorities to give additional preference to applicants who have urgent housing needs.

1.2 This Policy has been developed by Communities, Homes & Regeneration Scrutiny Committee Task and Finish Group. It currently replaces the existing Policy for allocating social housing approved by Full Council on 14th December 2016.

1.3 The Task and Finish Group has worked collaboratively to co-produce The Policy, engaging with our Registered Social Landlord (RSL) Partners. The proposals were tested with frontline staff and their feedback has influenced the development of this Policy.

1.4 The Policy for allocating social housing approved by Full Council on 14th December 2016 is therefore replaced by the new, revised policy (from 28 days following County Council approval) to enable the Council and its Partners to use its scarce housing resources to meet the needs of its vulnerable residents and those in the greatest need of housing.

1.5 This Policy sets out clearly interim arrangements for how we allocate social housing in Carmarthenshire, during the suspension period, in a fair and transparent manner.

1.6 The Policy sets out how we will nominate eligible applicants for homes in an area in which they wish to be housed. Where this is not possible, we may offer a suitable home elsewhere that meets their needs.

1.7 The allocation of social housing is governed by the law but reflects certain local priorities. Our local priorities have been developed because of increased demand on the Homelessness Service and on Social Housing in agreement with our Registered Social Landlord (RSL) Partners.

1.8 We operate a Common Housing Register with our RSL Partners. These organisations, together with the Council, constitute the ‘Partnership’ referred to in this document and whose details are available from the Council. This Policy applies to social housing provided by us, Carmarthenshire County Council, and the following participating RSLs:

- Bro Myrddin Housing Association
- Caredig Housing Association
- Pobl Housing Association
- Wales and West Housing Association

1.9 This is to ensure that all applicants applying for social housing have a single application process and are assessed using the same criteria. We work together with the aim to ensure all homes are allocated according to this Emergency Allocation Policy.

1.10 This policy sets out who is eligible for the emergency allocation of social housing, what we consider when we make the decision, and how we allocate and make a reasonable offer of a tenancy. The impact of the implementation of this Emergency Allocation Policy will be monitored and reported.

1.11 This policy must meet our legal responsibilities and has been developed in accordance with the Housing Act 1996 (Part 6), the Housing (Wales) Act 2014, the Social Services and Well-being (Wales) Act 2014 and the *Code of Guidance for Local Authorities: Allocation of Accommodation and Homelessness* (Welsh Government, 2016) - referred to as the “*Code of Guidance*”.

## 2: Eligibility and Preference



### *Eligibility*

2.1 Anyone can apply to be considered for housing under this Policy. Not every applicant will be eligible for housing under this Policy though not every applicant will be determined to be eligible and able to join the Housing Register (see 2.2 to 2.4 below). The Council maintains a Housing Register of housing applicants for itself, as well as for its Partners who have chosen to adopt this, Policy.

2.2 Allocations can only be made to eligible persons and the Council cannot nominate to certain people coming from abroad with limited rights to remain in the United Kingdom or who are subject to immigration control (unless they are of a class prescribed by the Welsh Ministers – see 2.4). Persons from abroad can include British Citizens who have lived outside of the Common Travel Area and are not habitually resident in the Common Travel Area.

2.3 Persons subject to immigration control who are eligible for an allocation of housing accommodation and housing assistance are listed in Regulation 3 and 5 of The Allocation of Housing and Homelessness (Eligibility) (Wales) Regulations 2014. By regulations 4 and 6 of these Regulations, the Welsh Ministers prescribe the classes of person who (whilst not subject to immigration control) are to be treated as persons from abroad who are ineligible for an allocation of housing accommodation, or for housing assistance, respectively. This is set out in Appendix One.

2.4 The Council is entitled, in accordance with S160A Housing Act 1996 to restrict access to its Housing Register by means of and in accordance with the introduction of additional eligibility conditions.

- Carmarthenshire County Council will restrict access to its housing register to a person if they or a member of their household, has been guilty of unacceptable behaviour serious enough to make them unsuitable to be a tenant of the authority; and in the circumstances at the time their application is considered, they are unsuitable to be a tenant of the authority by reason of that behaviour
- When the Council refer to “behaviour” it means anti-social behaviour and other prohibited conduct which comes within section 55 of the Renting Homes (Wales) Act 2016. This is set out in Appendix Two

2.5 We must also be satisfied that applicants do not meet any of the criteria which would prevent them from qualifying for the allocation policy. These criteria include:

- Deliberately worsening their circumstances in order to gain advantage on the policy
- Providing false information or withholding information, which is a criminal offence

2.6 To join the Housing Register applicants must be 16 years of age or over (though see 3.14 below).

2.7 It is important to note that, whilst we allow 16 and 17-year-olds to join the Housing Register, they cannot legally hold a tenancy in their own name until they turn 18. This means that they need to have someone who can act as a guarantor and hold their tenancy in trust for them.

### *Preference Overview*

2.8 Preference will be given on the Housing Register to applicants who:

- Have a housing need
- Wish to be considered for sheltered accommodation and accommodation for older people (for over 55s); requiring extra care housing (Housing with care and support; have been assessed as requiring an adapted home; or wish to register for Low-Cost Home Ownership (LCHO)
- Are unable to financially meet their own housing needs
- Are living or working in the local authority area and/or meet the local connection requirements (Appendix Three); or meet one of the requirements for having an exception to local connection requirements

2.9 No preference will be given to applicants who:

- Have the financial resources available to meet their housing costs
- Have been guilty, or a member of their household has been guilty, of unacceptable behaviour serious enough to make them unsuitable to be a tenant of the Council AND in the circumstances at the time their case is considered, they deserve, by reason of that behaviour, not to be treated as a member of a group of people who are to be given preference
- Do not have a local connection to Carmarthenshire, as defined at section 81 of the Housing (Wales) Act 2014, unless they are exempt from the local connection criteria as set out in Appendix Three

## ***Conclusion***

2.10 The Council will consider all applications for social housing that are made in accordance with the procedural requirements of this Policy. In considering applications, however, the Council must ascertain if an applicant is eligible for accommodation or whether he or she is excluded from allocation.

2.11 For further details about eligibility and exclusion please refer to Section 3. It should be noted that the law in relation to eligibility is complex and subject to change.

## 3: Application and Assessment Process



3.1 An application to join the Housing Register is subject to a housing assessment being completed. Whilst the Council will consider all enquiries for help with housing, not all applicants are eligible under this Policy to join the Housing Register (See Section 2). The application and assessment for social housing under this Emergency Allocation Policy is as follows:

### *Information, advice, and emergency assistance*

3.2 A team of dedicated Housing Hwb Advisors will discuss individual housing needs and circumstances and give appropriate information, advice, and emergency assistance.

The initial-assessment interview will allow us to fully:

- identify the urgency of the need for housing
- assess whether an applicant will qualify to join the Housing Register
- consider housing options to formulate individual housing plans
- Consider if an applicant has the financial resources available to meet their housing costs
- identify if the applicant has any reasonable prospect of being housed through registration
- identify any support required (refer where necessary)

3.3 The team can be contacted by telephone on 01554 899389 or by email via [schoptions@carmarthenshire.gov.uk](mailto:schoptions@carmarthenshire.gov.uk). Following the initial assessment, if we think the applicant may be homeless or threatened with homelessness applicants should be referred to a Housing Options Advisor. To speak to someone out of hours as an emergency phone 0300 3332222 or email [contactus@deltawellbeing.org.uk](mailto:contactus@deltawellbeing.org.uk)

3.4 The Council uses an online application process, with support being made available for our most vulnerable residents and those who are unable to complete this on their own and do not have support to do so.

3.5 A full assessment will only take place following an initial assessment interview and once we have received all the supporting documents and evidential information to support the application. We will assist our vulnerable residents to do this.



3.6 Following the assessment, we will notify applicants of the outcome of the assessment, if they are eligible or not to join the register, and if they have been placed in a Band or have no preference. The Band will be the one that most reflects their housing need. They will have the right to request a review of this decision if they do not agree with the outcome of the assessment.

3.7 A joint application will be treated as one application. The housing needs of all members of the household will be considered in assessing an application. However, we do not accept multiple applications from an applicant, meaning that no individual can have their name on more than one housing application at any one time. All applicants will be provided with a full range of realistic options to resolve their housing need, and which are tailored to their individual circumstances.

3.8 It is the responsibility of every applicant to ensure that their application details are correct at the time of registration and are subsequently updated when any circumstances change. Failure to do this may either lead to the application being cancelled, the applicant being placed in the wrong Band, or a subsequent offer of accommodation being withdrawn because application details were incorrect.

- Further, section 171 of the Housing Act 1996 provides that it is a criminal offence for a Housing Register applicant (or someone on their behalf) to knowingly or recklessly make a material statement or withhold information which the Council have reasonably required.

3.9 Applicants will be required to re-register their housing application twice a year to confirm that they still want to be considered for housing. On the 6 and 12-month anniversary of the date of their registration, applicants will be reminded that they are required to renew their application. Applicants will be notified in writing of the arrangements for completing this renewal.

3.10 Failure to complete the renewal or failure to re-register, log-on and access their accounts, or bid for properties that meet their needs, will mean that applicants will be removed from the Housing Register within the time-period specified. Applicants have the right to appeal removal from the Housing Register by providing the necessary evidence.

### ***Housing Options Assessment***

3.11 As part of the housing options assessment, we will determine whether an applicant will qualify to join the Housing Register. We must ensure applicants are eligible to join The Register and rigorous checks are undertaken to ensure only those legally eligible for social housing are registered. We need information which will include formal photo identification (e.g., passport, driving licence) and a National

Insurance Number. This will help us to make initial checks prior to registration. We will also collect information to help us ensure allocations are made fairly and in line with the Equality Act 2010.

3.12 There are some groups of people who *by law cannot* join the register regardless of their housing need or circumstances. (See Section 2 and Appendix One). These are people who:

- Come under various immigration rules and cannot claim housing help
- Live outside the Common Travel Area (UK, Channel Islands, the Isle of Man, or the Republic of Ireland) for tax purposes
- Do not have the right to live in the UK
- The Secretary of State has decided are not eligible for housing.

3.13 Under section 160A (7) & (8) of the 1996 Housing Act we may not register people who have been guilty of unacceptable behaviour. This is where we are satisfied that an applicant (or a member of an applicant's household) is guilty of unacceptable behaviour serious enough to make them unsuitable to be a tenant.

- Unacceptable behaviour means behaviour which would (if they were a contract-holder) breach section 55 of the Renting Homes (Wales) Act 2016 (anti-social behaviour and other prohibited conduct). See 2.4 and 2.5 above for further details.

3.14 Anyone who is 16 or 17 years of age will ordinarily be referred to our Social Services team or other organisations who work with young and vulnerable people. A Children's Act 1989 assessment may be carried out. If the child is deemed a child in need, they will be provided with accommodation under S20 of the Children's Act 1989. Where they are not deemed a child in need then they will be referred to the most appropriate supported or temporary accommodation provision available to accommodate them.

### ***Emergency Banding Criteria***

3.15 Applicants will be placed in a Band depending on their housing need identified through the housing assessment and according to the criteria set out in the Bands.

3.16 Under this Policy people who have been assessed under Part 2 of the Housing (Wales) Act 2014 and a section 75 duty has been accepted; and those assessed under Appendix 3 of the *Code of Practice* with additional preference will be considered eligible to join the emergency Band A to ensure that they are given adequate priority for housing.

3.17 Under this Policy the Council will maintain a Register of those applicants who are eligible and fall within:

Band A - Emergency Eligibility

Band B – Housing Need

Band C - those who are “registered only”

And those who have no preference according to this Policy (see section 2.8).

3.18 People being assessed as having no housing need will not normally have any preference on the Housing Register under The Policy. Except for those applicants

- who wish to be considered for sheltered accommodation and accommodation for older people (for over 55s); requiring extra care housing (Housing with care and support; have been assessed as requiring an adapted home; or wish to register for Low-Cost Home Ownership (LCHO)). They may be offered properties or be able to bid for properties which have not been taken up by applicants from Bands A and B.

3.19 For existing (at the time this policy is introduced) applicants in Band A, in urgent housing need, their Banding will be retained, subject to 3.8 - 3.10 above.

3.20 Homes will be matched to people in the greatest need first. Only if a property cannot be matched to an applicant in Exceptional Circumstances or in Band A will it be advertised on Canfod Cartref - Home Finder.

3.21 Social Housing is only allocated to people who have been accepted onto our Housing Register. Once eligibility to join The Housing Register has been confirmed, applicants will be placed in a Band or the “no preference” group as follows:

## **Band A - Emergency Eligibility**

### **1. Homelessness: Additional Preference**

- Applicants who have been assessed under Part 2 of the Housing (Wales) Act 2014 and a section 75 duty has been accepted

### **2. Homelessness: Reasonable Preference**

- Applicants who are homeless, and housing will relieve their homelessness (Section 73 Housing (Wales) Act 2014)
- Applicants who have a substantiated threat of homelessness and housing will prevent their homelessness (Section 66 Housing (Wales) Act 2014)
- Applicants who would be owed a homelessness duty as they need to move on from supported housing

### **3. Urgent Housing Need: Additional Preference**

- Applicants who we owe a homelessness duty as a result of violence or threats of violence likely to be carried out and who as a result require urgent rehousing, including:
  - victims of domestic or other abuse
  - victims of hate incidents.
  - witnesses of crime, or victims of crime, who would be at risk of intimidation amounting to violence or threats of violence if they remained in their current homes.
- Applicants who need to move due to high risk or life-threatening medical/welfare grounds which will not improve until more suitable accommodation is offered. This will require an assessment by an appropriate professional
- Applicants who need to move to suitable accommodation because of a serious injury, medical condition, or disability which he or she, or a member of their household, has sustained because of service in the Armed Forces
- Applicants who are currently occupying a property where there is a statutory requirement to vacate due to a prohibition order/demolition order/compulsory purchase order
- Applicants who are currently under-occupying social housing in Carmarthenshire and needs to transfer to a smaller property due to the current property being unaffordable and remaining would result in hardship

The Housing Act 1996 Section 167 gives full detail of situations where applicants should be given additional preference and/or assessed under Part 2 of the Housing (Wales) Act 2014 and we will assess applicants in accordance with this legislation fully.

### **Band B – Housing Need: Reasonable Preference**

- Applicants who need to move, as their medical/welfare condition will not improve. The assessment is not based on the medical condition alone but how their current accommodation affects their health. This includes applicants living in a mobile home, caravan or converted vehicle
- Applicants who need to move to provide or receive support and care as they cannot carry out day to day activities alone i.e., washing, cleaning, and getting in and out of bed
- Applicants who are currently under-occupying social housing in Carmarthenshire and want to transfer to a smaller property
- Applicants who want to move from an adapted home that they no longer require. This would then benefit another household who requires this specialist type of property
- Applicants occupying insanitary or overcrowded housing or otherwise living in unsatisfactory conditions
- Applicants who need to move to a particular locality in Carmarthenshire County Council, where failure to meet that need would cause hardship to themselves or others

### **Band C – Registered Only**

- Applicants who have no housing need based on the information they submitted on their application

### **No Preference Group**

- Have the financial resources available to meet their housing costs
- Have been guilty, or a member of their household has been guilty, of unacceptable behaviour serious enough to make them unsuitable to be a tenant of the Council AND in the circumstances at the time their case is considered, they deserve, by reason of that behaviour, not to be treated as a member of a group of people who are to be given preference
- Do not have a local connection to Carmarthenshire, as defined at section 81 of the Housing (Wales) Act 2014, unless they are exempt from the local connection criteria as set out in Appendix Three

## 4: Allocation Process



4.1 We are committed to ensuring that our allocations and lettings do not discriminate, and we aim to meet our obligations under the Equality Act 2010. This includes all applicants being able to access the service taking account of any vulnerability or specific needs.

### *Size, Type and Location of Homes*

4.2 We will establish where an applicant has a community connection, as well as the size and type of home they need. As far as possible, we will aim to meet their aspirations as well as their needs. We will also ask an applicant about areas where they believe they cannot live, for example due to fear of violence, harassment, or domestic abuse.

4.3 Giving applicants a choice must be set against our legal responsibilities to discharge our homeless duties and the high demand for housing in Carmarthenshire. We may not be able to meet every applicant's preference.

4.4 Appendix Four sets out which size of property applicants will be considered for.

### *Allocations – Where 'criteria for letting' applies*

4.5 Under this Policy, the following allocations will have their own criteria for letting. Further detail is provided in Appendix Five:

- **New housing developments** where Local Lettings Policies (LLPs) apply
- **Traveller sites** – Accommodation needs for traveller families are assessed under section 101 of the Housing (Wales) Act 2014
- **Adapted accommodation** – Some homes have been specially adapted to meet people's needs. This type of accommodation includes homes for people with disabilities and people with special housing requirements. To ensure we match people to adapted homes and make the best use of the accommodation we have available, an Accessible Housing Register (AHR) is operated as part of the main Register (see Operational Procedure for full details)
- **Shared accommodation** – shared lettings will allow for some self-selection of fellow sharers

## *Allocations - Where 'Exceptional Circumstances' applies*

4.6 Under this Policy, the following allocations will have a detailed and evidenced report of all exceptional circumstances approved by the Head of Housing and Public Protection or the Housing Hwb Manager and for future inspection where this power has been used by any member of the Partnership.

- **Exceptional circumstances** – For example but not exhaustive:
  - Where there is a need to provide alternative accommodation for a tenant to carry out repairs or improvements to their home or where the tenant needs to be moved as part of a regeneration scheme and the tenant has chosen not to move back in after the works have been completed
  - Where there are significant operational or management issues requiring an urgent and permanent move
  - Where an applicant has reasonable preference and where several statutory agencies are involved, and immediate provision of housing will alleviate multi-agency input
  - Any other allocation that does not fall outside of this Policy

## *Allocations - 'Exempt' from this Policy*

4.7 There are times when allocations of homes are exempt from this policy, or where homes may be allocated outside of the usual banding priorities. In the interests of transparency, we will record all such allocations.

These include those mentioned in S160 Housing Act 1996. The list below is exhaustive:

- Where there is a need to provide alternative accommodation for a tenant to carry out repairs or improvements to their home or where the tenant needs to be moved as part of a regeneration scheme
- A transfer that is permitted under section 114 or 118 of the Renting Homes (Wales) Act 2016
- Where a person succeeds to a secure occupation contract under section 73, 78 or 80 of the Renting Homes (Wales) Act 2016
- Where a tenant dies, and succession of the contract to members of their household applies under the Renting Homes (Wales) Act 2016. If the home they have gained succession for is bigger than they reasonably need, they may be offered suitable alternative accommodation. Or if the homes they succeed is an adapted property they may be offered a suitable alternative to ensure we make the best use of our stock



- Adding or removing any qualifying persons to or from a secure contract in line with the Renting Homes (Wales) Act 2016:
  - Where an occupation contract vests in or is otherwise disposed of pursuant to an order listed in section 160(3A) (d) of the Housing Act 1996.
  - Where an introductory standard contract becomes a secure occupation contract under section 16 of the Renting Homes (Wales) Act 2016
  - Where a prohibited conduct standard contract becomes a secure occupation contract under section 117 of the Renting Homes (Wales) Act 2016
  - Where there is a duty to re-house people or following a compulsory purchase, or other legal process
  - Where an applicant is homeless and in temporary accommodation that would not be suitable for more than a short period of time, or where we need to move applicants out of temporary accommodation to manage the budgetary implications
  - Where an existing contract-holder or occupant is given a substitute occupation contract, in respect of the same dwelling or substantially the same dwelling
  - Where an existing contract-holder or occupant is given a new occupation contract in respect of a different dwelling, for housing management reasons (for example, to prevent under-occupation or overcrowding, or to resolve an anti-social behaviour matter)
  - Where a minor who occupies a dwelling is given an occupation contract of the same dwelling, on reaching the age of 18
  - Where a standard or secure occupation contract (other than an introductory standard occupation contracts) is made in the circumstances set out in Schedule 3 of the Renting Homes (Wales) Act 2016 (Occupation Contracts Made with or Adopted By Community Landlords Which May Be Standard Contracts)
  - The provision of suitable alternative accommodation, where possession of a dwelling is sought or obtained (or could be sought or obtained) on estate management grounds under the Renting Homes (Wales) Act 2016



- Where the Council is ordered to provide suitable alternative accommodation by a court or tribunal or agrees to provide suitable alternative accommodation to settle or avoid a legal proceeding
- The provision of supported housing and homelessness temporary accommodation
- Where an existing license or tenancy becomes an occupation contract under the Renting Homes (Wales) Act 2016

### ***Direct Allocations***

4.8 In order to meet the needs of its residents in greatest housing need, all the Council and RSL vacancies will be considered for direct allocation under this Policy for applicants:

- With exceptional circumstances followed by those in Band A; and
- Who have a Local Connection (See Appendix Three)

4.9 When selecting applicants to be considered for direct allocations we will consider the size and type of property (See Appendix Four) and whether the property has had disabled adaptations. We will prioritise applicants in accordance with the following prioritising factors:

Prioritisation Factors	Criteria	Process
First	Time Registered in Duty or the priority band	We will sort in Duty order (1 <sup>st</sup> S.75, 2 <sup>nd</sup> S.73, 3 <sup>rd</sup> S.66, 4 <sup>th</sup> Urgent Housing Need) based on the time spent in the priority band. Offers will be made in Duty and date order
Second	Community Connection Criteria	We will sort by Community Connection (see Appendix Three for full details of community connection). Only people with a community connection will be considered in the first instance. If there are no applicants with a community connection, we may consider other applicants who have expressed a preference to live in that community
Third	Identified support Needs	Only applicants who can be supported to live in settled accommodation will be considered. (See Appendix Six for full details of support needs definitions)
Fourth	Community Cohesion	To support a sustainable tenancy, we will consider the impact of any eligible applicant on the wider community before making the nomination

4.10 Where we are unable to directly match an available home to people in greatest need, we will continue to advertise those properties on Canfod Cartref – any applicants in Bands A, B and C on the Housing Register can continue to bid for these homes. When selecting applicants for advertised homes, the offer is made to the highest banded applicant (with local connection, community connection and time waiting used to help us to shortlist between people in the same Band).

## 5: Offer of accommodation



### *The Offer of Direct Allocation*

5.1 The offer is made in line with the prioritisation criteria set out in section 4.9 above.

5.2 Once an applicant has been identified for a property, we will carry out a further verification of their eligibility and priority to ensure all information is accurate and correct before a formal offer is made. An offer will not be made if;

- Since joining the register an applicant has become ineligible
- The Priority Band was found to have been incorrectly awarded due to the information provided by the applicant
- Circumstances have changed since the Priority Band was awarded and the applicant is no longer entitled to the same level of priority

5.3 We will verify all applicants' details and request proof in certain circumstances to confirm the information given is correct. Failure to provide the required information may mean we will withdraw the offer.

5.4 It is the applicant's responsibility to keep us up to date of any changes to their housing needs or household make up. It is critical that we have accurate contact details. If the applicant fails to respond to our contact, we will bypass them for the nomination and may remove them from the Housing Register.

5.5 It is an offence to give a false statement or to withhold information in connection with making a housing application. Where there is evidence of such an offence, we will initiate legal proceedings against the applicant and take steps to end any tenancy gained fraudulently.

### *Reasons why an RSL may refuse a nomination*

5.6 It is important to note that RSLs also carry out their own verification processes and they may refuse to accept an applicant as a tenant if they do not meet the guidelines set out in their own policies. This would include applicants who owe a rent debt but who have been allowed onto the Register.

5.7 RSLs will also carry out an affordability check when allocating properties to ensure that applicants are able to afford the rent for the property.

5.8 If, for any reason, the RSL is considering refusing an applicant for a property they will contact the applicant to let them know and the applicant will be given an opportunity to request a review of the decision. If the Council do not agree with the decision of the RSL, we will negotiate with them, but we may have to move on to another nomination if that negotiation is unsuccessful.

5.9 RSLs may also prevent an offer going ahead where the property is not considered to be suitable for an applicant. This may include issues of public safety, risk, or sustainability of the tenancy. An offer may not be made or may even be withdrawn if an applicant's support needs are such that the housing provider, in consultation with the Council, deems that the applicant will be unable to maintain an independent tenancy. This decision may also be informed by the input from other partner agencies involved in a case. In these circumstances there must be a sufficient care, or support, package available to ensure the tenancy is likely to be successfully maintained.

### *Reasonable Offers*

5.10 Applicants in Band A will be offered a Reasonable Offer or a Suitable Offer (Part 6 HA 1996). Applicants to whom we owe a Housing Duty will be given a Reasonable Offer to discharge our Homelessness Duty; all other applicants will be given 2 Suitable Offers. See Appendix Seven for an explanatory flow-chart.

5.11 Where an applicant has been made an offer of the size and type, they need, we shall set out the offer, the consequences of not accepting the offer and their right of review if they refuse the offer in line with HWA 2014.

5.12 If the applicant does not consider the offer to be reasonable, refuses the offer and submits a request for a review, the property shall be re-allocated in-line with the prioritisation criteria above. Should the review be upheld the applicant will be offered a further 'Reasonable Offer'.

5.13 Should the review not be upheld; the applicant will be removed from the eligibility Band A and reassessed.

5.14 We may make a suitable offer to applicants in Band A who we do not owe a Housing Duty to. Where an applicant has been offered a home of the size and type, they need, we shall make up to two offers setting out the offer, the consequences of not accepting the offer, and their right of review if they refuse the offer.

5.15 If the applicant does not consider the second offer to be suitable, refuses the offer and submits a request for a review, the second property shall be re-allocated in-

line with the prioritisation criteria above. Should the review be upheld the applicant will be offered a further 'Suitable Offer'.

5.16 Should the review not be upheld the applicant will be removed from the eligibility Band A and reassessed.

5.17 Where an eligible applicant is 18-35, the offer of a shared tenancy will normally be considered a Reasonable or Suitable Offer as this is consistent with the offer of accommodation in the private rented sector and the level of help applicants get with all or part of their rent, unless the applicant can demonstrate affordability of a 1-bedroom home or provide evidence from an appropriate professional that shared housing would not be an appropriate offer.

### *The Review Process*

5.18 The applicant has the right to review any of the following decisions:

- The applicant disagrees with the decision not to place them in the Emergency Band
- The applicant considers that a decision has been reached based on incorrect information
- The applicant has been treated as ineligible based on their immigration status
- The applicant has been treated as ineligible to join the register due to unacceptable behaviour
- The applicant disagrees with a Reasonable or Suitable Offer of accommodation

5.19 Applicants must request a review of a decision within 21 days of being notified in writing of the decision. They must give reasons why they wish to have the decision reviewed including where they believe an incorrect decision has been made.

5.20 The applicant has a right to representation as part of the review. Examples of who may make representation include family members, support workers, social workers, or local members.

5.21 The review will be carried out by a senior officer of the Council. The reviewing officer will not have been involved in making the original decision.

5.22 The applicant should normally be notified of the outcome of the review within 8 weeks of the review request.

## 6: Governance Arrangements



### *Councillors, RSL Board members, staff, and their relatives*

6.1 The primary role of our Councillors (as outlined in statutory guidance) is to develop and approve the Policy and to hold officers of the authority to account for their actions.

6.2 Councillors cannot be involved in assessing housing applications or the allocation of housing. However, this does not prevent them from seeking or providing information on behalf of their constituents. Councillors will be informed of any vacant homes in their ward and when they are reallocated.

6.3 Officers of the authority and RSLs are responsible for applying this Emergency Policy and allocating according to its rules. To ensure that we are treating all applicants fairly, any application for housing from Councillors, employees of Partners, Board members, or associated persons must be disclosed. Canvassing is not allowed.

6.4 These applications will be assessed in the normal way, but any allocation of housing must be approved by the Head of Housing and Public Protection. For RSLs, they must also have the allocation approved at Board level and make the Welsh Government aware of the allocation.

### *Publicising the policy*

6.5 We will publish this Policy and make it freely available. We will provide a copy free of charge to anyone who requests one as well as making it available online. Advice on this policy is available through the Housing Options and Advice Team on 01554 899389 or email [schoptions@carmarthenshire.gov.uk](mailto:schoptions@carmarthenshire.gov.uk)

### *Reviewing the policy*

6.6 This Policy has been produced in agreement with participating RSLs. We will notify those it may affect in writing, and within a reasonable period, of the changes in this Policy. Regular review of policy to inform Any subsequent changes will require scrutiny members review before County Council approval.

6.7 A set of operational procedures which will underpin this Emergency Policy document will be approved by the Head of Housing and Public Protection. The Partnership (as set out in 1.8) will be involved prior to any changes.



## ***Appendix One – Persons subject to immigration control who are eligible for an allocation of housing accommodation***

The following classes of persons subject to immigration control are persons who are eligible for an allocation of housing accommodation under Part 6 of the 1996 Act—

Class A – a person who is recorded by the Secretary of State as a refugee within the definition in Article 1 of the Refugee Convention and who has leave to enter or remain in the United Kingdom;

Class B – a person—

- (i) who has exceptional leave to enter or remain in the United Kingdom granted outside the provisions of the Immigration Rules; and
- (ii) whose leave to enter or remain is not subject to a condition requiring that person to maintain and accommodate themselves, and any person who is dependent on that person, without recourse to public funds

Class C – a person who is habitually resident in the United Kingdom, the Channel Islands, the Isle of Man or the Republic of Ireland and whose leave to enter or remain in the United Kingdom is not subject to any limitation or condition, other than a person—

- (i) who has been given leave to enter or remain in the United Kingdom upon an undertaking given by the person's sponsor;
- (ii) who has been resident in the United Kingdom, the Channel Islands, the Isle of Man, or the Republic of Ireland for less than five years beginning on the date of entry or on the date on which the undertaking was given in respect of the person, whichever date is the later; and
- (iii) whose sponsor or, where there is more than one sponsor, at least one of whose sponsors is still alive;

Class D – a person who has humanitarian protection granted under the Immigration Rules

Class E – a person who is habitually resident in the United Kingdom, the Channel Islands, the Isle of Man, or the Republic of Ireland and who has limited leave to enter the United Kingdom as a relevant Afghan citizen under paragraph 276BA1 of the Immigration Rules.

Class F — a person who has limited leave to enter or remain in the United Kingdom on family or private life grounds under Article 8 of the Human Rights Convention, such leave granted under paragraph 276BE (1), paragraph 276DG or Appendix FM of the Immigration Rules, and



who is not subject to a condition requiring that person to maintain and accommodate themselves, and any person who is dependent on that person, without recourse to public funds.

Class G – a person who is habitually resident in the United Kingdom, the Channel Islands, the Isle of Man, or the Republic of Ireland and who has been relocated to the United Kingdom under section 67 of the Immigration Act 2016 and has limited leave to remain under paragraph 352ZH of the immigration rules.

Class H – a person who is habitually resident in the United Kingdom, the Channel Islands, the Isle of Man, or the Republic of Ireland and who has been granted Calais leave to remain in the United Kingdom under paragraph 352J of the immigration rules.

Class I — a person who is habitually resident in the United Kingdom, the Channel Islands, the Isle of Man, or the Republic of Ireland and who has limited leave to remain in the United Kingdom as a stateless person under paragraph 405 of the Immigration Rules.

Class J — a person –

- (i) who has limited leave to enter or remain in the United Kingdom by virtue of Appendix Hong Kong British National (Overseas) of the Immigration Rules<sup>16</sup>;
- (ii) whose leave to enter or remain is not subject to a condition requiring that person to maintain and accommodate themselves, and any person who is dependent on that person, without recourse to public funds; and
- (iii) who is habitually resident in the United Kingdom, the Channel Islands, the Isle of Man, or the Republic of Ireland.

Class K — a person—

- (i) who is granted leave to enter or remain in the United Kingdom in accordance with the Immigration Rules, where such leave is granted by virtue of—
  - (aa) the Afghan Relocations and Assistance Policy; or
  - (bb) the previous scheme for locally employed staff in Afghanistan (sometimes referred to as the ex-gratia scheme); or
- (ii) with leave to enter or remain in the United Kingdom not coming within sub-paragraph (i), who left Afghanistan in connection with the collapse of the Afghan government that took place on 15 August 2021, but excluding a person (P)—
  - (aa) who is subject to a condition requiring P to maintain and accommodate themselves, and any person who is dependent on P, without recourse to public funds; or
  - (bb) who has been given leave to enter or remain in the United Kingdom upon an undertaking given by P's sponsor and has been resident in the United Kingdom, the Channel Islands, the Isle of Man or the Republic of Ireland for less than five years beginning on the date of entry or the date on which P's sponsor gave the undertaking in respect of P, whichever date is the later, and whose sponsor or, where there is more than one sponsor, at least one of whose sponsors, is still alive; and

Class L — a person who has been granted leave to enter or remain in the United Kingdom by virtue of Appendix Ukraine Scheme of the Immigration Rules.



## ***Appendix Two – Section 55 of the Renting Homes (Wales) Act 2016***

### **Section 55 Anti-social behaviour and other prohibited conduct**

(1) The contract-holder under an occupation contract must not engage or threaten to engage in conduct capable of causing nuisance or annoyance to a person with a right (of whatever description)—

(a) to live in the dwelling subject to the occupation contract, or

(b) to live in a dwelling or other accommodation in the locality of the dwelling subject to the occupation contract.

(2) The contract-holder must not engage or threaten to engage in conduct capable of causing nuisance or annoyance to a person engaged in lawful activity—

(a) in the dwelling subject to the occupation contract, or

(b) in the locality of that dwelling.

(3) The contract-holder must not engage or threaten to engage in conduct—

(a) capable of causing nuisance or annoyance to—

(i) the landlord under the occupation contract, or

(ii) a person (whether or not employed by the landlord) acting in connection with the exercise of the landlord's housing management functions, and

(b) that is directly or indirectly related to or affects the landlord's housing management functions.

(4) The contract-holder may not use or threaten to use the dwelling subject to the occupation contract, including any common parts and any other part of a building comprising the dwelling, for criminal purposes.

(5) The contract-holder must not, by any act or omission—

(a) allow, incite, or encourage any person who is living in or visiting the dwelling to act as mentioned in subsections (1) to (3), or

(b) allow, incite or encourage any person to act as mentioned in subsection (4).

(6) This section is a fundamental provision which is incorporated as a term of all occupation contracts; section 20 provides that this section—

(a) must be incorporated, and

(b) must not be incorporated with modifications.

## ***Appendix Three – Local Connection and Community Connection definition and areas***

We have two connection factors used when prioritising an allocation, which relate to a person's requirement for that specific vacant property.

**Local connection** – the applicant has a connection to the County of Carmarthenshire

**Community connection** – the applicant has a connection to the community area where the property is situated

### **Local Connection to Carmarthenshire**

Local Connection is defined in Section 81 of the Housing (Wales) Act 2014.

A person has a local connection with the area because:

- the person is, or in the past was, normally resident there, and the residence is or was of the person's own choice
- the person is employed there
- of family associations
- because of special circumstances

Applicants who do not have a local connection with Carmarthenshire or who do not fall under 'special circumstances' or meet one of the requirements for having an exception to local connection requirements will not be considered under this Emergency Allocations Policy.

### **Community Connection to an Area**

Community Connection to an area within the county will usually be the area where an applicant currently lives. However, it can also apply to an area where they lived previously, have family living, work closely to, or have children in school close by. Applicants can select one area where they wish Community Connection to apply considering the following criteria

- Applicants who have lived in the community area for a continuous period
- Applicants who are working in the community area
- Applicants who have previously lived in the community area for a continuous period but have had to move out of the area to access accommodation; and/ or have a close relative who has resided in the area, and it has been assessed they need to continue to live in the area to provide essential support
- Serving members of the Regular Forces who have a community connection to the area (e.g., previously lived here/ close relatives currently living here)

## Community Connection Areas

Applicants will be classified as having a community connection to the following area groupings:

<b>Grouped Community Connection Areas</b>		
<b><u>Llanelli Town</u></b>	<b><u>Ammanford</u></b>	<b><u>Carmarthen</u></b>
Elli	Ammanford	Carmarthen Town North and South
Bigyn	Betws	Llangunnor
Glanymor	Penygroes	Abergwili
Tyisha	Saron	Carmarthen Town West
	Llandybie	
<b><u>Llanelli East</u></b>	Tycroes	<b><u>Rural North</u></b>
Hendy		Cenarth and Llangeler
Llangennech		Llanfihangel ar-Arth
Bynea	<b><u>Amman Valley</u></b>	Llanybydder
Llwynhendy	Garnant	Cynwyl Elfed
	Glanamman	
<b><u>Llanelli West</u></b>	Cwarter Bach	<b><u>Rural West</u></b>
Pembrey		Laugharne Township
Burry Port	<b><u>Gwendraeth</u></b>	Trelech
Hengoed	Gorlas	Llanboidy
Trimsaran	Glyn	St Clears and Llansteffan
Kidwelly and St Ishmael	Llannon	Whitland
	Pontyberem	
<b><u>Llanelli North/Rural</u></b>	Llangyndeyrn	<b><u>Llandovery/Llandeilo</u></b>
Swiss Valley		Llandovery
Dafen and Felinfoel	<b><u>Rural Central</u></b>	Llandeilo
Lliedi	Llanddarog	Manordeilo and Salem
	Llanegwad	Cilycwm
	Llanfihangel Aberbythych	Llangadog

If an applicant can demonstrate any other reason that they have a connection with a different community area, then we will offer flexibility to register them for that area. An example of flexibility is where the applicant is living near the boundary of a community area.

These 'community connection area' groups are designed to give applicants choice over a wider area than just a single village or town. This helps balance need against areas with little or no social housing.

## Appendix Four – Location, type, and size of property

Properties will be allocated which are appropriate to the size of the household. However, in some areas we may not have the size of home to meet exact needs.

To ensure we can maximise the use of the stock, an offer of a property may be made which is smaller or larger than would normally be made. We will ensure individual assessments are completed for applicants whose household does not fit within the standards in the table before making the offer.

Household	Size	Property Type
Single people and/or couples	1 bed	Bedsit, shared house/flat, 1 bedroom flat
Single people or couples 55 and over	1 bed	Bedsit, 1 bedroom flat 1 or 2 bed bungalows and sheltered housing
Household expecting their first baby (and in receipt of the MATB1 certificate)	2 beds	2-bedroom flats, maisonettes, and houses
Household with one child*	2 beds	2-bedroom flats, maisonettes, and houses
Household with two children of same sex aged under 16 years	2 beds	2-bedroom flats, maisonettes, and houses
Household with two children of opposite sex where one is over 10 years	3 beds	3-bedroom house
Household with three or four children	3 beds	3 - or 4-bedroom houses (if available as limited stock of this size, and dependant on age and sex of children)
Household with five or more children	4 beds	4 - or 5-bedroom houses (if available as limited stock of this size, and dependant on age and sex of children)

*\* **Households with children** – this means a person in receipt of child benefit. We do not consider a requirement to provide a secondary home. The household size requirement for pregnant applicants with children will need to be considered based on the ages of the children and if they would be able to share with the expected child.*

There are exceptions to this which are outlined as follows:

**Older people's housing or 'Sheltered Housing'** is normally reserved for those aged 55 years plus. This may vary in Extra Care Accommodation where the criteria may be based on care and health needs. For Council Schemes, an assessment will be carried out by a Sheltered Scheme Officer. To be considered, people will normally:

- Be over 55, (although some schemes may have a higher minimum age requirement)
- Be able to evacuate the building by themselves in the event of a fire (for Council-owned complexes)

The same priority arrangements are then applied.

**Bungalows** will normally be allocated to households with a family member over the age of 55. If there are no applicants who meet these criteria, people with disabilities and people with special housing requirements will be considered taking account of their circumstances.

**Adapted properties** will be allocated where a member of the household has been assessed by an Occupational Therapist and where it has been determined they require adaptations.

**Extra Care** – These are specialist facilities for applicants who require support and care. The assessment will be made based on the Extra Care Facilities criteria.

## Appendix Five – ‘Criteria for Letting’

<p><b>Local Lettings Policies (LLPs)</b></p>	<p>In some circumstances, particular areas may have a formally agreed local lettings policy. A local lettings policy would be in place to make sure that homes in that area are given in a way that helps to tackle issues. To agree a local letting policy it should be based on the following test:</p> <p>Clear definition of what is to be achieved by the local lettings policy.</p> <p>Clear evidence to back up the need of the local lettings policy.</p> <p>Any potential equality impact has been considered; how long the local lettings policy is to be operational and when the local lettings policy is to be reviewed.</p> <p>A local lettings policy must be approved by the Executive Board Member for Housing (Council) and the housing association board for RSL LLPs before it can be put into place. It must have partnership approval to ensure any adverse unintended impact on other partner landlords are mitigated and the review period agreed.</p> <p>An example is, when looking at new housing developments, a local lettings plan is required to ensure a sustainable community cohesion is sought.</p> <p>The Executive Board Member for Housing would need final sign off following partnership approval.</p>
<p><b>Sensitive Lettings (individual properties)</b></p>	<p>An individual property may be a ‘sensitive let’. This could be where there is a confirmed history of antisocial behaviour or criminal activity at that property or in close vicinity.</p> <p>A property will only be designated a sensitive let with the approval of the Head of Housing (Council) or by a manager of equal seniority (housing association). If a property is a sensitive let, certain households will not be considered for that property.</p>

	<p>Once the property has been let it will no longer be classed as a sensitive let. Letting in this way should be as an exception and not the rule.</p> <p>It must have partnership approval to ensure any adverse unintended impact on other partner landlords are mitigated and the review period agreed.</p>
<b>Traveller sites</b>	<p>Accommodation needs for traveller families are assessed under section 101 of the Housing (Wales) Act 2014. If the assessment identifies needs within the area with respect of the provision of sites on which mobile homes may be stationed the Council must exercise its powers in section 56 of the Mobile Homes Wales Act 2013.</p> <p>Regard has been given to the Welsh Government's publication, "Travelling to a better future" and its guidance on Managing Gypsy and Traveller Sites. The process for allocating a pitch would still be based on priority, local connection, community connection and time waiting if there were 2 or more interested applicants.</p>
<b>Adapted Accommodation</b>	<p>Some homes have been specially adapted to meet people's needs. This type of accommodation includes homes for people with disabilities and people with special housing requirements.</p> <p>To ensure we match people to adapted homes and make the best use of the accommodation we have available, an Accessible Housing Register (AHR) is also operated as part of the main register.</p> <p>Specific housing needs are identified and assessed as part of the initial housing enquiry. As part of this process an assessment may be undertaken by an occupational therapist. The result of this assessment will dictate the level of need and the type of adapted property required.</p>
<b>Shared accommodation</b>	<p>Shared lettings may be allocated outside of the policy to allow the ability for some self-selection of fellow sharers to ensure sustainability of the tenancy. A local letting plan should be developed before allocation.</p>

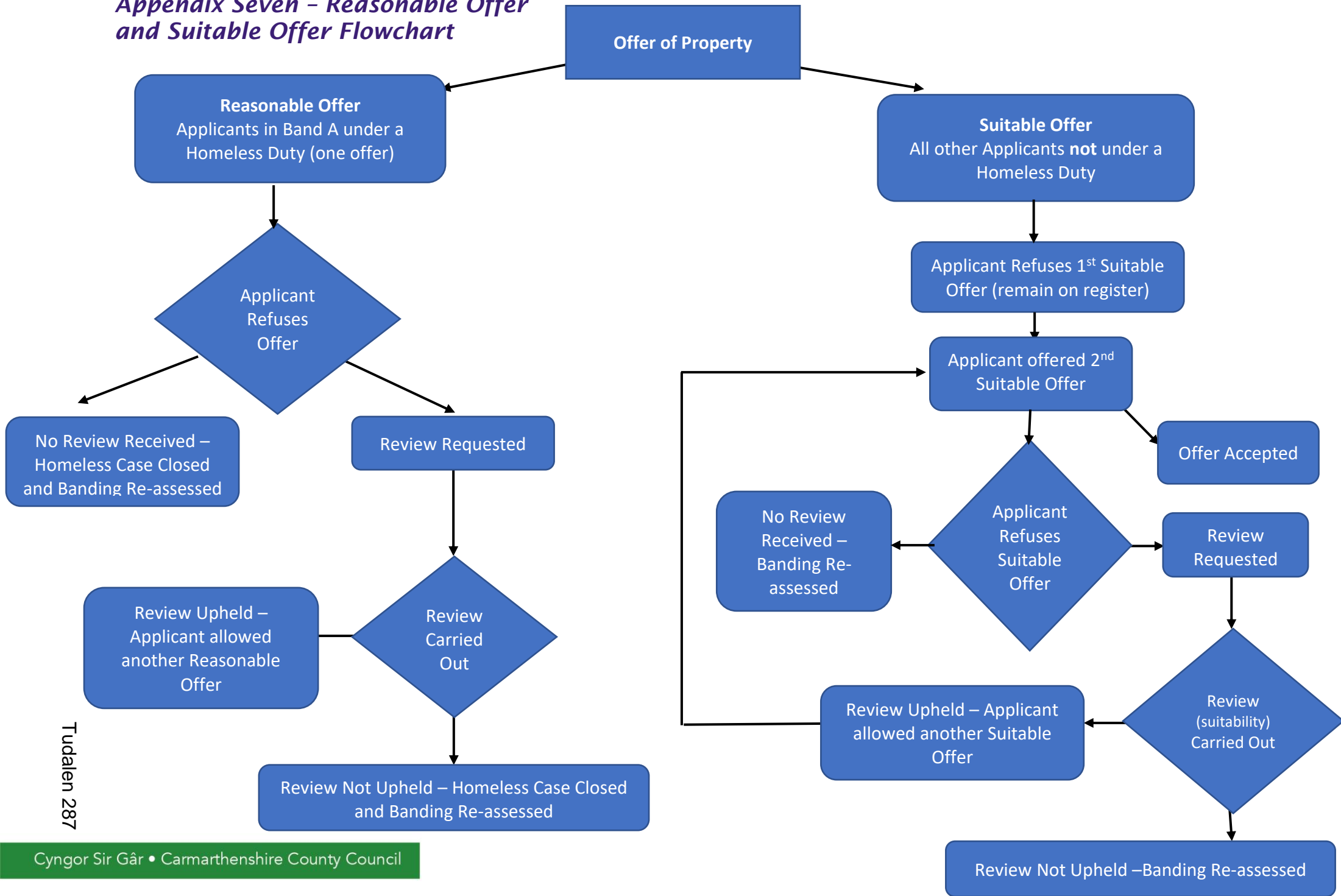
## ***Appendix Six – Identified Support Needs***

- **Low Needs** - likely to be a significant proportion who have no or very low support requirements and who can be supported into settled accommodation with either a low level of support or potentially just signposting
- **Medium Needs** – alongside Low Needs, likely to be the majority who will require a Rapid Rehousing service with temporary floating support. May also require support from other professional services to live independently in settled accommodation
- **High Needs** - this category is where we would expect to see those who have persistent complex needs and/or a history of repeat rough sleeping and who should be offered, as a default, a form of intensive housing-led support such as Housing First
- **Intensive Needs** (*potentially 24/7 support requirements*) - these should be those who are unable to live independently, perhaps due to concerns around risk to self or others or perhaps even choice. Our expectations would be that professionals are engaged from a health and social care sectors to ensure their care and support is fit for purpose. Where someone is identified as falling into the Intensive Needs category, moving into settled accommodation must continue to be the objective

*Rapid Rehousing Transition Plans: Guidance for Local Authorities and Partners Developing a Rapid Rehousing Transition Plan 2022 to 2027 October 2021*



**Appendix Seven – Reasonable Offer and Suitable Offer Flowchart**



Tudalen 287

Mae'r dudalen hon yn wag yn fwiadol

## Y CABINET

20 CHWEFROR 2023

## PWNC

## STRATEGAETH RHAGLEN CYMORTH TAI 2022-2026

**Y Pwrpas:**

Mae'n ofyniad gan Lywodraeth Cymru i lunio Strategaeth Cymorth Tai (2022 – 26) ar gyfer Sir Gaerfyrddin.

**Yr Argymhellion / Penderfyniadau Allweddol Sydd Eu Hangen:**

Gofynnir am benderfyniad i gymeradwyo'r Strategaeth a'r cynllun cyflawni a fydd yn cael eu cyhoeddi ar wefan y Cyngor, fel sy'n ofynnol gan Lywodraeth Cymru.

**Y rhesymau:**

Mae'r strategaeth hon yn nodi blaenoriaethau strategol Cyngor Sir Caerfyrddin a'i asiantaethau partner ar gyfer gwasanaethau atal digartrefedd a gwasanaethau cymorth sy'n gysylltiedig â thai dros y 4 blynedd nesaf (2022-26). Mae'n diweddarau'r blaenoriaethau blaenorol a gafodd eu cynnwys yn hen strategaeth digartrefedd yr Awdurdod Lleol, a Chynllun Cyflawni'r Grant Cymorth Tai ar gyfer 2021-22. Datblygwyd y blaenoriaethau drwy gyfrwng ymarfer asesu angen cynhwysfawr a oedd yn cynnwys ymgysylltu'n uniongyrchol â rhanddeiliaid o fewn yr Awdurdod Lleol, darparwyr gwasanaethau cymorth a defnyddwyr gwasanaeth.

**Angen i'r Cabinet wneud penderfyniad :** OES – 20 Chwefror 2023

**Angen i'r Cyngor wneud penderfyniad :** NAC OES

YR AELOD CABINET SY'N GYFRIFOL AM Y PORTFFOLIO:-

Cyng. Linda Davies Evans (Dirprwy Arweinydd a Deiliad y Portffolio Cartrefi)

Y Gyfarwyddiaeth:

**Cymunedau**

Enw Pennaeth y  
Gwasanaeth: **Chris  
Harrison**

**Swydd:**

Pennaeth Comisiynu  
Strategol ar y Cyd

Ffôn 07554 332946

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**EXECUTIVE SUMMARY**  
**CABINET**  
**20<sup>TH</sup> FEBRUARY 2023**

**HOUSING SUPPORT PROGRAMME (HSP) STRATEGY 2022-2026**

The Housing Support Grant (HSG) is an early intervention grant programme to support activity, which prevents people from becoming homeless, stabilises their housing situation, or helps potentially homeless people to find and keep accommodation. The HSG does not fund the statutory duty on local authorities to prevent homelessness, instead HSG funded services augment, complement and support the statutory service to ensure that the overall offer Authorities provide helps people into the right homes with the right support to succeed. It supports vulnerable people to address the, sometimes multiple, problems they face, such as debt, employment, tenancy management, substance misuse, violence against women, domestic abuse and sexual violence, and mental health issues. Support is person centred, aimed at supporting people to secure and maintain sustainable housing by addressing the mental health and substance misuse or other problems they face, helping to improve their health and well-being and/or helping them progress into, or nearer to, a job or training opportunity based on their specific circumstances.

The HSG is a grant mechanism which funds part of an overall 'Housing Support Programme' that encompasses both the statutory homelessness duty funded through the revenue settlement and the non-statutory housing support preventative services funded through the HSG. Viewing both as a whole allows local authorities to take a systematic approach to reducing homelessness and the impact of homelessness and unstable housing; directing resources and activity to those areas which will have the greatest impact, in turn reducing demand on public services and improving health and well-being outcomes.

We are experiencing, along with all Local Authorities in Wales, an unprecedented demand for housing where demand is exceeding supply and with the position significantly worsening in the last few weeks as a result of external factors.

The current challenges in the housing market come soon after the market was already placed under severe pressure during the pandemic. Over this period all authorities saw an increase in demand for homes as the impact of the pandemic made some households vulnerable and the impact of the increased eligibility for housing support being passed to local authorities from Government.

We responded exceptionally well to Welsh Governments (WG) 'everyone-in' and recently 'no-one left out' approaches ensuring that we fully met the widening of our responsibilities effectively. The profile of eligible individuals meant that there was also unprecedented demand for single person accommodation. Inevitably, this resulted in growing numbers of people in temporary accommodation (TA) and, because of challenges for them to move on and growing numbers of people to whom we owe a full housing duty to, there has simply not been the supply to meet demand.

As an Authority we have also made some rapid changes and restructured services to enable us to move from the reactive stage to prevention and bring together the main elements of the prevention programme under one umbrella. This will ensure that the transition to Rapid Rehousing is made effectively and will ensure that early intervention and prevention is our key priority moving forward. We want to make sure that homelessness is rare, brief, and unrepeatable.

In developing this 4-year Strategy, we were required to undertake a comprehensive needs assessment which will be reviewed in 2 years. The assessment is a statement of what the Authority knows about the needs and future demand for homelessness prevention and housing support services. The delivery plan sets out how the Local Authority will deliver the priorities identified in the assessment.

The Needs Assessment shows that there has been a significant increase in the pressure for the Local Authority to temporarily accommodate people due to the COVID-19 pandemic and this is reflected in 25% increase of people accommodated in emergency accommodation between 2019 and 2021. Many of the individuals that typically end up in emergency accommodation have multiple needs and need a wide range of services to assist them.

The Needs Assessment shows that demand for suitably located, fit for purpose housing outstrips supply, particularly in relation to one bedroom accommodation, despite the best efforts of the Council to create new options for temporary accommodation, supported accommodation and permanent housing. This makes the role of prevention even more urgent and the need to support people to be able to maintain their existing accommodation.

The Housing Support Grant funds a range of floating support, supported accommodation refuge and alarm services. Early intervention services can reduce undue escalation and avoid a crisis, with knock-on impacts to health, inclusion and independence.

The Needs Assessment shows that the highest number of referrals for support were received for:

- Generic / floating support / peripatetic (tenancy support services which cover a range of users' needs)
- People with mental health issues
- Women experiencing domestic abuse
- Young people with support needs (16-24)

In addition, a relatively high number of people refer to HSG funded services with alcohol or substance misuse issues as the lead need. However, stakeholders state a far higher proportion have this as a secondary need along with mental health where the two co-occur.

The creation of the Housing Support Programme strategy is an opportunity to produce a rationalised and coherent planning mechanism to align the prevention of homelessness with providing the support necessary to ensure people are supported into and able to maintain settled accommodation. The strategy incorporates the local authority's previous duty to produce a homelessness strategy. Therefore, this single strategy for homelessness prevention and support and the mechanisms to develop the strategy, will be used to inform the authority's approach towards rapid rehousing.



## **1. Policy, Crime & Disorder and Equalities**

The impact assessment considered the 3 strategic priority areas of the HSP strategy against each of the protected characters contained in the Equality Act. In each case, the assessment identified that the priorities would bring positive impacts to individuals with these characteristics, especially individuals who are considered vulnerable due to their age or sexual orientation, where specific services are currently being provided to address their needs.

An area where implementation of the strategy may also bring some significant improvements is in relation to the availability of suitable accommodation. The needs assessment has highlighted that accommodation in general remains a priority in Carmarthenshire and the delivery of more accommodation has been identified as a strategic priority. Through positive partnership working, Carmarthenshire will work to provide more housing solutions, which will include options for individuals with a disability, bringing a number of positive impacts. The impact assessment did consider whether residents may be indirectly affected due to race, with some residents of different races also having different cultural or language requirements, which may pose a barrier to accessing services. However, the Housing service continues to make provision to address these issues wherever possible, through the use of translation services and the availability of information in alternative languages or formats. This will continue to be monitored through the life of the strategy, to ensure that services adapt to any changes in provision that may impact on a particular group.

The assessment considered whether the strategic priorities and delivery of the HSP strategy would impact on a person's ability to access and use services through the medium of Welsh. The assessment concluded that there is currently sufficient provision in place across the local authority and its partners to enable service users to access services in their preferred language and the implementation of this strategy will not negatively impact on the Welsh Language Measure.

The HSP strategy will bring several positive impacts for children:

- Reduced time in temporary accommodation
- Improved accommodation options for households
- Raising awareness of the support available for households that are struggling
- Improved support provision for households

Whilst the HSP programme does not directly support children, the priorities identified in this strategy will result in a number of positive impacts for households, which will improve the experiences of children contained within them.

### 3.Finance

Implementation of this Strategy and delivery against the identified strategic priorities will require significant investment. This comes from a variety of sources, including:

- The HSG allocation to Carmarthenshire totalled £8.7m in 2021-22. The same amount has been confirmed for the following financial years ending 31<sup>st</sup> March 2025. The Welsh Government approach in providing a static grant position will mean that provision may have to reduce as 'cost of living' increases will need to be accounted for.
- From the Council's General Fund for homelessness
- Welsh Government Grants, including Social Housing Grant of for social housing development.

Our view is that Carmarthenshire requires more investment in HSG funding than what is currently provided to help us meet need in as comprehensive and timely way as possible and we will continue to discuss this with Welsh Government – particularly as the proposed redistribution of HSG funds across Wales was suspended due to the pandemic.

## CONSULTATIONS

I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below

Signed: Chris Harrison

Head of Strategic Joint Commissioning

#### 1. Scrutiny Committee request for pre-determination

YES

**If yes include the following information: -**

**Scrutiny Committee**

**Communities, Homes & Regeneration**

**Date the report was considered:-**

**26<sup>th</sup> January, 2023**

**Scrutiny Committee Outcome/Recommendations:-**

**UNANIMOUSLY RESOLVED that the Housing Support Programme (HSP) Strategy 2022-2026 be endorsed.**

**2.Local Member(s) - N/A**

**3.Community / Town Council - N/A**

**4.Relevant Partners**

A range of local stakeholders were involved in developing this needs assessment. Stakeholders included council departments, statutory partners such as the Hywel Dda University Health Board and the Probation Service, along with representatives from Registered Social Landlords and Housing Support Grant providers. Stakeholders were engaged via online workshops, one to one interviews and via questionnaire. A number of themes were identified:



- Maintaining accommodation and homelessness prevention
- The right accommodation
- The right support
- Partnership working
- Mental health
- Complex needs
- Young people
- Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV)

Feedback was also sought from vulnerable people who were using, or had used, services. This provided valuable information and intelligence that contributed to the formulation of the strategy. A summary of the feedback revealed that:

- The majority of people were happy with their service. They valued the help provided and that the support workers were knowledgeable and reliable.
- Services were generally very responsive, starting within two weeks of referral.
- Housing and finances were the main areas people received support with.
- There was a comment on the complexity of different providers being involved with a service user, and another who raised the need for training to be a larger part of the support offered.
- Service users were concerned about a lack of move on opportunities and the capacity of refuges to work with very young children and support parents to enable to be with their children.

**5. Staff Side Representatives and other Organisations - N/A**

<b>CABINET MEMBER PORTFOLIO HOLDER(S) AWARE/CONSULTED</b> YES	<b>Include any observations here</b>
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**Section 100D Local Government Act, 1972 – Access to Information**  
**List of Background Papers used in the preparation of this report:**  
**THERE ARE NONE**

Mae'r dudalen hon yn wag yn fwriadol

Carmarthenshire County Council

# Housing Support Programme (HSP) Strategy 2022–26



[sirgar.llyw.cymru](http://sirgar.llyw.cymru)  
[carmarthenshire.gov.wales](http://carmarthenshire.gov.wales)

**WITH POCKETS OF ALREADY HIGH LEVELS OF DEPRIVATION LOCALLY, PRESSURE FROM RISING LIVING COSTS, HIGH MARKET RENTS AND THE SIGNIFICANT CHALLENGE IN EXIT PLANNING FROM THE EXCESSIVE USE OF TEMPORARY ACCOMMODATION, THE SCALE OF THE CHALLENGE IS CONSIDERABLE.**

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# Foreword

I am delighted to present Carmarthenshire County Council's housing Support Programme Strategy 2022-2026.

The Strategy builds upon the existing efforts and progress being made by not only the Local Authority, but also its key stakeholders and partners to look forward and develop homes and solutions to meet the current and future demand and prevent future homelessness.

There is also a clear recognition of the 'everyone in and no one left out' approach and careful consideration into ensuring our solutions meet the needs of our communities, which are often multifaceted and diverse by nature. This includes broadening the range of accommodation to give people brighter and sustainable futures, and where homelessness cannot be prevented, ensure that it is brief and non-recurrent.

We welcome the rapid rehousing approach to homelessness and the additional financial support and guidance from Welsh Government to support us in accelerating much of our, and our partners', social housing development programmes that will increase the creation of high quality affordable, low carbon homes at pace and scale to work to better meet the needs of our community going forward.

We also recognise the importance of the private rental sector in seeking solutions to reducing homelessness, therefore I look forward to strengthening our relationship with this sector in the future in seeking sustainable housing solutions for our residents.

Whilst this paves the way for innovative solutions through better prevention and rapid responses to homelessness, we also recognise the significant challenges ahead. With pockets of already high levels of deprivation locally, pressure from rising living costs, high market rents and the significant challenge in exit planning from the excessive use of temporary accommodation, the scale of the challenge is considerable, but together with our partners we are committed to helping the most vulnerable in our communities throughout Carmarthenshire.

**I therefore welcome and commend this strategy in providing us with the strategic framework for housing support and homelessness prevention in Carmarthenshire.**

# Purpose of this Strategy

This strategy sets out our approach in continuing to support our most vulnerable residents – those who are at risk of, or experience homelessness and those who need support to maintain their tenancies and live as part of their communities.

**SINCE THE COVID-19 PANDEMIC WE HAVE STEPPED-UP THE SERVICES THAT THE COUNCIL PROVIDE TO ENSURE THAT EVERYONE WHO NEEDS SHELTER IS ACCOMMODATED AND CAN RECEIVE SUPPORT.**

There is much more that we need to do to prevent homelessness and make homelessness rare, brief and unrepeated. This Strategy will inform the future development of the Rapid Rehousing Transitional Plan which will set out our intention to provide the range and volume of accommodation that is needed to meet demand and how it will be allocated.

Included in this document are our priorities and those of our partner agencies for homelessness prevention, homelessness relief and housing related support services over the coming four years (2022-26). It refreshes earlier priorities that were included in the Council's former homelessness strategy, which was reviewed in 2018, and the Housing Support Grant Delivery Plan for 2021-22. Development of the priorities was informed by a comprehensive need assessment exercise which included direct engagement with stakeholders within the Council and providers of support services. More information on the needs assessment process and findings is provided in this strategy.





The Housing Support Grant (HSG) forms a key element of the overall strategy. This is an early intervention grant programme to support activity which prevents people from becoming homeless, stabilises their housing situation or helps potentially homeless people to find and keep accommodation. The grant is designed to augment, complement and support statutory services, thus ensuring that the overall local offer helps people into the right homes, with the right support to succeed. It makes a significant contribution to the implementation of Part 2 of the Housing Act (Wales) 2014 which focuses on homelessness prevention. Services supported through the HSG should be person centred and address multiple problems vulnerable people who are homeless or likely to become homeless often face (for example debt, unemployment, substance misuse, violence against women, domestic and sexual abuse and mental health problems). The services should ultimately reduce the need for costly intervention in these areas by other public services.

Strategic planning is key to ensuring alignment of the HSG and Carmarthenshire's statutory duties to prevent and relieve homelessness and the effective commissioning of HSG services. This will help ensure that homelessness is prevented and that people needing services are supported appropriately. This will also help ensure value for money is achieved in deploying the grant. Welsh Government requires a single strategy incorporating Carmarthenshire's homelessness prevention and support and covering the statutory homelessness duty funded through the revenue settlement and non-statutory, preventative services funded through the HSG. The strategy recognises the inter-dependency between these elements and more widely with other public services providing support to vulnerable people. The strategy recognises the inter-dependency between these elements and more widely with other public services providing support to vulnerable people.

# Introduction

Carmarthenshire County Council is the 3<sup>rd</sup> largest local authority by geography in Wales covering some 2,395 square kilometres. It borders Ceredigion to the north; Powys, Neath Port Talbot and Swansea to the east; the Bristol Channel to the south; and Pembrokeshire to the west.

The three largest towns are Llanelli, Ammanford, and Carmarthen (the county town and administrative centre). The Carmarthenshire population is one of the sparsest in Wales at just 78 people per km<sup>2</sup> who live across a diverse County of both urban and rural communities. Llanelli, Carmarthen and Ammanford are home to 25% of the population. 60% of the population live in rural areas.

The total population is projected to grow by an average of 373 people a year between 2021 and 2040, and there will likely be an accompanying growth in the use of the health and social care services in Carmarthenshire. In addition, the proportion of people aged 80+ will increase by more than 50% in a similar time frame, will likely contribute to greater pressure being placed on health and social care services in the future.

Deprivation in Carmarthenshire is largely concentrated in the main urban centres of the local authority: Llanelli, Ammanford and to a lesser extent Carmarthen. Llanelli features the highest level of deprivation in the Authority with four areas in the south of the Town and Llwynhendy 3 to the east of the town, ranked as among the 10% most deprived in Wales. These are the only areas in Carmarthenshire ranked among the 10% most deprived.

Some of the rural towns and villages, such as Pembrey, Burry Port, Llandybïe, Kidwelly and Trimsaran, feature higher levels of deprivation. These places all feature areas that are ranked amongst the 10% to 30% most deprived in Wales, with the majority of these areas featuring particularly high levels of income, employment, and education deprivation.

In mid and north Carmarthenshire deprivation is generally at very low levels, with many of the areas in this part of the County ranking among some of the least deprived in the country.

**This is reflected in 54% of small areas Carmarthenshire ranking among the 50% most deprived, which is higher than the regional average of 42% and the national average.**

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THE TOTAL POPULATION IS PROJECTED  
TO GROW BY AN AVERAGE OF

**373**

PEOPLE A YEAR BETWEEN  
2021 AND 2040



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TEMPORARY ACCOMMODATION  
NEEDS PEAKED AT THE END OF THE  
SUMMER IN 2020 WITH CLOSE TO

**120**

HOUSEHOLDS IN TEMPORARY  
ACCOMMODATION **THIS**  
**REMAINS HIGH COMPARED**  
**WITH PRE-PANDEMIC LEVELS**



## Homelessness and Covid-19

A clear trend, which is mirrored across Wales, is the growing proportion of single people presenting to us as homeless. The Covid-19 pandemic resulted in a considerable amount of people being newly eligible to be housed by the Council from March 2020. The situation is currently unchanged meaning that all who present are in 'priority need'. This is also referred to as the 'Everyone In' policy.

### **We responded exceptionally well to Welsh Governments 'everyone-in' and recently 'no-one left out' approaches ensuring that we fully met the widening of our responsibilities effectively.**

The profile of eligible individuals meant that there was also unprecedented demand for single person units. Inevitably this resulted in growing numbers of people in temporary accommodation (TA) who because of challenges for them to move on, and growing numbers of people to whom we owe a full housing duty there has simply not been the supply to meet demand.

This change in policy increased the number of people requiring temporary and emergency accommodation. We normally catered for 70 households at any one time but this rapidly increased to 140 households in temporary accommodation with over a hundred of these being single people. The situation was added to by larger numbers of prison leavers single

people who had been 'sofa surfing' (staying with friends or other people's homes) no longer being able to remain and coming forward for housing.

#### **Despite the immediate challenges we face Welsh Government have indicated that:**

- there will be no going back on the 'no-one left out' approach;
- that transitional legal arrangements are being drafted which have been consulted upon;
- they have made three-year funding available for Rapid Rehousing Project Leads; and
- the first iteration of the Rapid Rehousing Transition Plan (agreed by Cabinet in September 2022) is now required for us to set out our current position and the actions that need to take place to deliver the plan over the next 5 years.

As an authority we have also made some rapid changes and restructured services to enable us to move from the reactive stage to prevention and bring together the main elements of the prevention programme under one umbrella. This will ensure that the transition to Rapid Rehousing is made effectively and will ensure that early intervention and prevention is our key priority moving forward.

**The main reasons why people contact us in relation to housing/homelessness issues in the first place are:**

- Parents won't accommodate;
- Family or friends will no longer accommodate e.g., sofa surfing;
- Notice from landlord in private rented sector;
- Relationship breakdown with partners; and
- Domestic abuse;

Our first duty is to consider how we help people to not become homeless and avoid the need to be re-housed. With an increase in demand our existing services need to develop to ensure they continue to focus on prevention, and avoid people moving into housing crisis.

The need for temporary accommodation peaked towards the end of the summer in 2020, and remains high compared with pre-pandemic levels, with close to 120 households in temporary accommodation. This represents an increase of 60% in the total number of households in temporary accommodation (primarily single people) compared with prior to the pandemic, suggesting that need remains (and will continue to remain) at an elevated level.

**Our main longer term solutions to resolve housing/homelessness issues are:**

- to either rehouse by the Council or Housing Associations;
- rehousing in the private rented sector; and
- supporting people to remain in their homes using a range of methods.

An applicant must be assessed under several sections of the Housing Act, which is complex for both applicants and caseworkers. The increase in demand has come at a time when there has also been supply challenge in the housing market, with reduced availability and affordability of accommodation in the private sector and reduced numbers of people that we have been able to help access accommodation in the private rented sector through our support in 2021.

## Ukraine Resettlement

**As of 10th August 2022, total Ukrainian arrivals within Carmarthenshire through both routes - Homes for Ukraine (H4U individual sponsorship) and the Super Sponsor Scheme (SS Forge Inn St Clears) is as follows:**

- 82 Ukrainian Households. 216 individuals 130 Adults - 86 Children.
- 9 Ukrainian households in the Forge Inn St Clears.
- 64 Ukrainian households currently staying with hosts/sponsors.
- 8 Ukrainian households in temporary accommodation.
- 82 Expression of Interest (EOI) to become a Host/Sponsor have confirmed they are still interested and want to progress to DBS. However, there will be a % drop off at DBS and property inspection before any matching to a family.
- 20 rooms (52 individuals) can also be accommodated at the Ivy Bush commissioned directly by WG and who could be re-settled anywhere in Wales.

Ukrainian arrivals household size	No. of Households
Households arrived	73
Single person	13
2-person household	25
3-person household	19
4-person household	11
5-person household	2
6-person household	3

The above households are dispersed throughout the County many of which have children in local schools. This may influence where they want to settle in the County in the future.

**Should Welsh Government implement some form of quota system from their Welcome centres then we would anticipate several hundred additional households requiring homes.**



## **Asylum Seekers Dispersal Scheme & people with no recourse to public funds (NRPF)**

In addition to the Ukraine pressures the Home Office has recently advised us that we can anticipate receiving 141 Asylum Seekers of which it is estimated 70% will require single person accommodation by December 2023.

**These remain challenging times and we recognise we need to be prepared for increasing numbers of people who will need help with housing, with increasingly complex needs, and this strategy will help us respond to this growth in demand.**



# Vision and Principles

Our vision and principles for preventing and alleviating homelessness is grounded in the framework of our Corporate Strategy 2022-2027, Developing Carmarthenshire Together: one Council, One Vision, One Voice.

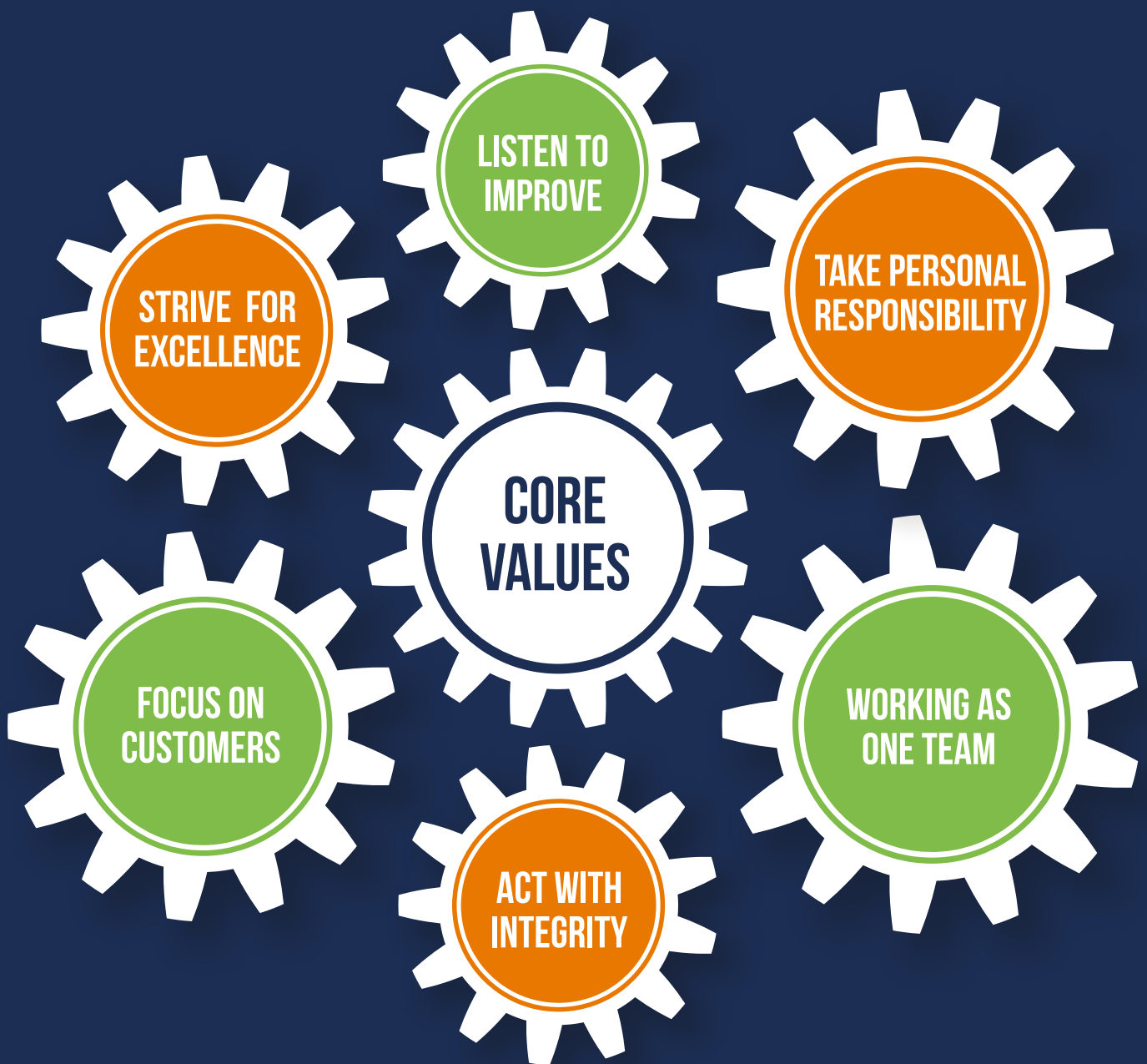


Our vision for the County states that:

**‘LIFE IS FOR LIVING, LET’S START, LIVE AND AGE WELL  
IN A HEALTHY, SAFE AND PROSPEROUS ENVIRONMENT’**



**OUR CORE VALUES ARE SET OUT IN THE ILLUSTRATION BELOW AND DEMONSTRATE OUR FOCUS ON OUR RESIDENTS AND EXCELLENCE IN SERVICE DELIVERY TO THEM.**



**Our 4 well-being objectives** provide the framework through which we will deliver our strategy for homelessness prevention, alleviation and housing related support.

These objectives are set out under four headings

<p><b>Enabling our children and young people to have the best possible start in life (Start Well):</b></p> <p>Giving young people a strong start in life will contribute to the prevention of homelessness.</p>	<p><b>Enabling our residents to live and age well (Live and Age Well):</b></p> <p>People who are homeless will be supported to maximise their housing opportunities and find meaningful and fulfilling employment.</p> <p>We will ensure that people are able to stay in their homes as they age.</p>	<p><b>Enabling our communities and environment to be healthy safe and prosperous (Prosperous Communities):</b></p> <p>We will pay attention to the needs of people with complex needs and ensure that we are not meeting the needs of the current generation at the expense of future generations.</p>	<p><b>To further modernise and develop as a resilient and efficient Council (Our Council):</b></p> <p>We will ensure local and regional partnership working is efficient and effective and adds value to the work of the Council.</p>
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In summary our vision for homelessness is that:

## ‘HOMELESSNESS IS PREVENTED, OR WHERE IT OCCURS IT IS RARE, BRIEF AND UNREPEATED’

Start Well	Live and Age Well	Prosperous Communities	Our Council
<b>Outcomes we hope to achieve</b>			
<ol style="list-style-type: none"> <li>1. Improved opportunities for all residents in literacy, numeracy and digital skills to upskill for employment.</li> <li>2. Reducing the inequalities faced by children from disadvantaged backgrounds which may affect their later life chances.</li> <li>3. Families facing difficulties are supported to provide stable, safe and secure home environments for their children.</li> </ol>	<ol style="list-style-type: none"> <li>1. Help and support to alleviate the effects of the ‘cost of living’ crises and poverty in the County.</li> <li>2. A reduction and working towards an end to homelessness.</li> <li>3. Availability to good quality and energy efficient affordable homes in the County.</li> <li>4. Recognise and seek to limit the disproportionate barriers faced by marginalised groups in accessing services and support which allow them to live and age well.</li> <li>5. Improved preventative services to meet the demands of an ageing population.</li> <li>6. Improved opportunities for all residents in literacy, numeracy and digital skills to upskill for employment.</li> </ol>	<ol style="list-style-type: none"> <li>1. People feel empowered to lead active and healthy lives through access to fit for purpose services and provision.</li> </ol>	<ol style="list-style-type: none"> <li>1. Make better use of digital technology to further transform our services into smarter, efficient service processes and to deliver a better experience for customers.</li> <li>2. Ensuring the Council is using its resources economically, efficiently and effectively.</li> <li>3. Increased public engagement through engagement, participation and consultation.</li> </ol>



## Corporate Strategy

Our Economic Recovery and Delivery Plan<sup>1</sup> sets clear goals and actions for the next two years that will support the recovery of the County's economy from the social and economic impacts of the Covid-19 pandemic and Brexit.

**OUR PLAN SETS OUT THE SHORT-TERM PRIORITIES AND IMMEDIATE ACTIONS THAT WILL PROTECT JOBS, SAFEGUARD BUSINESSES, AND BUILD STRONG, SUSTAINABLE, RESILIENT COMMUNITIES.**

### The actions in the plan are focused on supporting:

- **Businesses** – safeguarding existing businesses, supporting new start-ups and growing businesses in the foundational and growth sectors to become more productive and competitive, including the green economy.
- **People** – protecting jobs, responding to the expected increases in unemployment, helping people gain the skills needed for the jobs that will become available, and creating new and better-skilled employment opportunities.
- **Places** – ensuring a fair distribution of opportunities through investing in the infrastructure and adaptation of our strategic growth areas, town centres, the rural economy and regenerating our most deprived communities.





**Increasing the supply of homes and meeting housing need will help support some of the immediate priorities identified in the economic recovery plan, including:**

- **The need to build strong communities** – by creating over 2,000 homes we will help ensure that we deliver the right homes in the right places. This will include providing affordable homes for young and working age people in both rural and urban areas, helping them remain in the County, increasing footfall in our primary towns and protecting the Welsh language and culture in rural areas;
- **Replacing and safeguarding jobs** – the investment associated with this plan exceeds £300million. This will support local businesses and the supply chain, creating and safeguarding jobs, helping to replace the 3,000 jobs that have already been lost.

- **Growing the green economy** – developing energy-efficient new homes, with the latest renewable technology and the delivery our commitments outlined in the Housing Decarbonisation and Affordable Warmth Strategy will help support the Council’s Net Zero Carbon targets and the circular economy. These new build and retrofit programmes will support the development of the green economy, the construction industry and build local skills.

**INCREASING THE SUPPLY OF HOMES IS RECOGNISED IN THE PLAN AS A KEY DRIVER OF ECONOMIC RECOVERY AND GROWTH.**

## Well-being Plan

Our Well-being Plan draws from the Assessment of Local Well-being which identified a number of challenges that individuals face throughout their lives, including deteriorating physical and mental health, the breakdown of social networks and relationships, changing economic circumstances and becoming trapped in a cycle of poverty. The longer-term implications for the wellbeing of individuals, their families and their communities, can be immense when they don't get help or support at the right time, particularly in the early years of life. The key goal in the Well-being Plan that impacts on this Strategy is: 'to make sure that people have the right help at the right time; as and when they need it'

**This is to be achieved in the short, medium and long term:**

### **Short term:**

#### **Changing the Model of Delivery**

The plan aspires to transform service delivery to enable individuals, families and communities to take early preventative measures for the benefit of their own well-being. This included raising awareness, establishing a single point of contact to access information, and the development of a common training programme for staff across organisations based on the Make Every Contact Count (MECC) approach.

### **Medium Term:**

#### **Information Sharing**

Building on the short-term action, establish procedures and systems to continue to support the change of service provision and enable service users to take personal preventative measures. This included the development of a mechanism for organisations to coordinate and share key information to enhance the capacity and capability of public service partners to support individuals to take early preventative action.

### **Longer Term:**

#### **Ambition**

Enhanced collaboration of services to ensure that people get the right help at the right time, as and when they need it. This may be innovative county-wide and local responses such as mobile or co-location of services.

**THE KEY GOAL IN THE WELL-BEING PLAN THAT IMPACTS ON THIS STRATEGY IS: 'TO MAKE SURE THAT PEOPLE HAVE THE RIGHT HELP AT THE RIGHT TIME; AS AND WHEN THEY NEED IT'.**

## West Wales Population Assessment

The West Wales Care Partnership Population Assessment provides a high-level strategic analysis of care and support needs of citizens and support needs of carers across the West Wales region.

### **The overarching recommendations of the Population Assessment are:**

#### **Voice and control**

Ensure that maintaining people's dignity and protecting individuals from neglect and abuse must lie at the heart of all services. Ensure all services are available in Welsh for those who require them.

Ensure that people needing care and support and carers are involved meaningfully at all stages in the planning, delivery and review of services. This needs to happen at strategic level, engaging with citizens over the future shape of care and support and expectations on individuals to promote their own wellbeing and operationally, ensuring that assessment and care planning allows people to express personal outcomes and influence decisions regarding the support needed to attain them.

#### **Prevention and early intervention**

Build on the considerable foundations in place across the service areas covered in the assessment to ensure appropriate services are available to prevent or delay the need for ongoing care and support and that the prevention ethos underpins all levels and types of care. Specifically, opportunities should be taken to develop consistent preventative frameworks across services, which build on existing good practice, facilitate transition between children and adult's services and demonstrably reduce the need for ongoing care and support. This includes investing in the development of community-based preventative services, including social enterprise, cooperatives, user-led and third sector provision thus building the resilience of communities and, thereby, of people needing care and support.

#### **Wellbeing**

Prioritise support for carers and families, enabling them and those they care for to live fulfilled and independent lives for as long as possible. Further improve transition services to facilitate effective planning across services and ensure that young people continue to receive appropriate care and support into early adulthood.

#### **Co-operation, partnership and integration**

Create an environment which permits radical change and encourages innovation rather than trying to do more of the same with less. Develop consistent delivery models across service areas and the region, based on a shared strategic vision and the principles within the Social Services and Wellbeing Act 2014; ensuring common standards to all residents in West Wales.



## Approach to homelessness across the region

Regional working forms an important part of improving our service delivery. We work with neighbouring authorities to form the Regional Housing Support Collaborative Group (RHSCG) co-terminus with Hywel Dda and Powys Health Boards. The RHSCG does not play a governance role within HSG, instead their role is to provide a forum for collaborative working. Individual authorities are not accountable to RHSCGs.

The Regional Partnership Board (RPB) provides the mechanism through which collaborative working, between Health, Social Care and Housing is developed and is the mechanism through which the RHSCG builds a close working relationship so that services can be jointly commissioned, designed or focused to optimise the complementary purposes of supported Housing, Health and Social Care. The RPB is continuing to develop their role, structures and approach to securing better outcomes through collaboration. This means that we are operating in an evolving and dynamic environment and the ways of working with RPBs will need to be developed over time.



# National Context

Welsh Government has maintained a consistent focus on tackling homelessness in the context of broader UK Government policy such as austerity and welfare reform.

The impact of other non-devolved policy areas such as policing and prisons on homelessness is also monitored and responded to as appropriate. Under Part 2 of the **Housing (Wales) Act 2014**, Local authorities have a strengthened duty to prevent and relieve homelessness which has led to a strengthening of local partnership arrangements.

The guiding principle remains one of preventing homelessness, but where this is not possible, ensuring it is brief and non-repeated. There is a renewed commitment to reform homelessness services to focus on prevention and rapid rehousing. Understanding what works, what is promising, and what isn't effective will be crucial to Welsh Government in delivering its policy goals.

More detail on how the national context has developed since the Housing (Wales) Act came into being can be found in Appendix 1.

A person-centred, multi-agency approach to homelessness requires a contribution from, and alignment with other services. These service areas are themselves subject to specific legislation and policy, all broadly coalescing around the principles of prevention/ early intervention, person-centred support, promoting independence and providing sustainable solutions. Relevant legislation and policy are summarised below.

## **The Wellbeing of Future Generations (Wales) Act 2015**

The Act seeks to strengthen existing governance arrangements for improving the social, economic and cultural wellbeing of Wales to ensure that present needs are met without compromising the ability of future generations to meet their own needs. Public bodies listed in the Act need to think about the long term, work better with people, communities and each other and look to prevent problems and take a more joined up approach.

## **Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015**

The Act emphasises the focus on prevention and partnership approaches to working with VWDASV.

### **Social Services and Wellbeing (Wales) Act 2014**

The Act makes provision for improving the well-being outcomes for people who need care and support, and carers who need support and co-ordination and partnership by public authorities with a view to improving the well-being of people.

The Act recognises the increase in the number of people accessing social services. In order to help meet and reduce the demand it outlines the need for increased comprehensive early intervention and intensive support services.

### **Substance Misuse Delivery Plan: 2019 to 2022 (Wales)**

This sets out the Welsh Government's key policy and operational priorities and has been reviewed to consider where it needs to be updated in light of COVID-19.

### **Equality Act 2010**

This Act covers the whole of the UK and provides protection for people discriminated against because they are perceived to have, or are associated with someone who has, a protected characteristic. Protection applies to the provision of services and public functions. In addition, a new Socio-Economic Duty was introduced in Wales in 2020 which requires public bodies, when making strategic decisions such as deciding priorities and setting objectives, to consider how their decisions might help reduce the inequalities associated with socio-economic disadvantage.

## **The Future Programme for Government**

The Programme for Government outlines key commitments to legislate in line with the key recommendations in the documents below in relation to homelessness and care experienced young people.

### **Specifically Welsh Government has committed to:**

1. Explore radical reform of current services for looked after children and care leavers;
2. Fundamentally reform homelessness services to focus on prevention, rapid rehousing and;
3. Support innovative housing developments to meet care needs
4. Improve joint working across housing and social services, utilising corporate parenting responsibilities

# Needs Assessment

## Needs Assessment process

A Needs Assessment has been undertaken by the Council and from this a Statement of Need has been produced that uses the findings from the Needs Assessment to identify the key issues for the Housing Support Programme Strategy, our statutory duties to prevent and alleviate homelessness and in the context of our wider strategic objectives. The Statement of Need is summarised below.

## Preventing Homelessness

Housing Support services exist to help prevent homelessness, social exclusion, isolation and institutionalisation. The Welsh legal and policy framework makes it clear that early intervention reduces undue escalation and avoids a crisis, with knock-on impacts to health, inclusion and independence. The Needs Assessment shows clearly that demand for housing outstrips supply, despite our best efforts to create new options for temporary accommodation, supported accommodation and permanent housing. This makes the role of prevention even more urgent and the need to support people to maintain their existing accommodation. Our success at preventing homelessness has been maintained over the Covid period but it is below both the Welsh and regional average. We have identified a number of key actions to improve positive prevention outcomes, some of this change is already taking place with the development of the Housing Hwb Service.

## Independence Skills

The Carmarthenshire Wellbeing Plan sets out activity to make sure that people have the right help at the right time; as and when they need it. In the short term this includes transforming models of delivery to empower people via raising awareness, establishing a single point of contact to access information, and the development of a common training programme for staff across Public Service Board organisations based on the Make Every Contact Count (MECC) approach. People at risk of homeless will be a key target group for this approach.

There are significant numbers of young people presenting as homeless in Carmarthenshire and being referred into supported accommodation and floating support services. The needs of young people include training and skills development to live independently. There are a number of challenges that relate to young people transitioning to adulthood when and young adults need help to advocate for themselves.

HSG funded Supported Accommodation for Young People provides training flats to develop the skills and confidence in young people to manage their own accommodation. More could be done to provide training for people in basic skills needed to live independently.

### Support to prevent homelessness

Our Homelessness Team have made a range of changes in how they work to meet increased demand. There are a range of floating support services provided by HSG funding that work with people in their own accommodation to help develop skills and address issues that could lead to homelessness. Flexible models of support that work with people in temporary accommodation and follows them into settled accommodation should be further developed.

Most people supported have multiple needs and support should adapt and flex up and down according to need. Support capacity will shift its focus from managing crises to prevention and multi-agency support, specially tailored to individual's needs is required for complex cases.

It is recognised that there is no universal support needs assessment in place to ensure a more accurate and consistent assessment is undertaken for those who require support services. As a result, it is difficult to plan effective services to focus advice and assistance for people to help them move on and sustain their accommodation in the longer term.

### Data sharing enhances prevention planning

Understanding the activity of system partners such as Health, Probation and Education and having access to the information they have on people's needs is vital to effectively plan services and provide support early, before crises develop.

The Carmarthenshire Wellbeing Plan includes the development of a mechanism for Public Service Board organisations to coordinate and share key information, to enhance the capacity and capability of public service partners to support individuals to take early preventative action.

Strengths in good joint working with organisations such as Probation needs to be built upon, particularly in relation to NHS mental health and substance misuse services.

**MOST PEOPLE SUPPORTED  
HAVE MULTIPLE NEEDS  
AND SUPPORT SHOULD  
ADAPT AND FLEX UP  
AND DOWN ACCORDING  
TO NEED.**

## Accommodation

There has been a significant increase in single people being homeless and requiring permanent one bedroom accommodation. There is a marked shortfall between the current demand for one-bedroom properties and the supply of available housing. There is a plan to develop over 2000 more homes of mixed size and tenure across all parts of Carmarthenshire by 2026, however this was prepared prior to the pandemic. Other development plans have ambitious targets to build new housing, especially social housing, but this will be over a number of years and there will continue to be a shortfall in accommodation to meet the scale of homelessness presentations since the pandemic.

**We have seen a very recent surge in homeless presentations this has led us to have to manage reactively to meet immediate pressing need.**

**The very recent surge in presentations is caused by a number of external factors that have caused an increase in demand and a decrease in the supply of properties for rent:**

- The renting Homes Act has created concern for some landlords. WG's delay in implementing the Renting Homes Act from July to December 2022 created uncertainty for landlords and increased the numbers of Section 21 Notices (no-fault evictions) being served on private rented sector (PRS) tenants. (These require only a two-month notice period as per the 'Housing Act 1988');
- Loss of landlords and their properties from the Private Rented sector resulting in an inability to prevent homelessness and discharge our duty via this route;
- The lack of supply has increased market rents. Market rents local to Carmarthenshire are now substantially higher than Local Housing Allowance (LHA) making the market unaffordable for many applicants;
- Some evidence of landlords serving Section 21 notices so they can secure a higher rent as the market soars; and
- Some landlords cashing in on recent rises in property prices and exiting the rental market.

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MORE THAN

**2000**



PROJECTED AS  
PRESENTING HOMELESS  
(SECTION 62) BY THE END OF THE YEAR

---

OF THE HOUSEHOLDS IN  
TEMPORARY ACCOMMODATION

**75%**



REQUIRE A ONE-BEDROOM PROPERTY

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**In addition, recent immigration and Asylum Policy is beginning to place further pressure on the housing sector. In particular:**

- Applicants with no recourse to public funds (NRPF) having to be accommodated in TA indefinitely under WG's 'no-one left out' approach whilst their application to remain is being considered by the Home Office;
- Unquantified demand for homes from Asylum & Protection Transformation full dispersal regional shares; and
- Increasing and unquantified demand for homes from Ukraine households- this is projected to rise substantially.

**Whilst the system has, with some difficulty coped to date the signs are now that we are seeing severe stress in the system. This includes:**

- In mid-2022 more than 2000 people projected as presenting homeless (section 62) by the end of the year this was more than 20% higher than pre pandemic levels.
- That of these that presented for whom we have a full duty (section 75) we are housing more households than ever before and were projected to be a third higher in 2022 than in pre pandemic levels at 440 households. This was achieved by direct matching to social housing at greater levels than ever before.

- Despite this improved performance the number waiting for housing for whom we had a full duty rose from 180 households in 2021 to 327 at the end of June 2022.
- The current accommodation needs of people in a Section 75 Duty highlights the impact of the lack of supply of 1-bedroom and shared accommodation options for single people and couples. 68% require a 1-bedroom home.
- Of the households in temporary accommodation 75% require a one-bedroom property with the average length of stay in temporary accommodation now at 18 weeks.
- Whilst we have increased supply of temporary accommodation from a pre pandemic level of 99 to 132 units availability of properties has not enabled us to keep up with demand.
- There is a consistent demand for Temporary Accommodation. The increase in demand from households served with a Section 21 Notice has been dramatic with notices being served on a broad range of households who would not have previously presented as homeless. This is explored in more detail in the next section.



The number of section 21 notices being issued is unprecedented. We are seeing Landlords issuing 50 a month up from a pre-April 2022 level of 1-2 a month. Whilst we are meeting some of the most urgent demand through direct allocations into social housing, we are struggling to meet demand.

As a result of this dramatic increase the number of Section 21 (no fault) eviction notices being served we have seen the demographics of people presenting as homeless changing. This cohort of people are unlikely to be able to sustain or obtain accommodation in the private rented sector due to both the implementation of the Renting Homes Act and overall cost of rentals.

We have Homelessness Caseworkers investigate the reasons as to why landlords are serving Section 21 Notices and try to negotiate for tenants to remain, however, primarily landlords are indicating that they wish to leave the sector as they no longer want the responsibilities that the new Act will bring. It is felt that the publicity caused by the suspension of implementation of the act served to alert landlords to the coming change and brought forward landlords wishing to exit from the rental market altogether.

**The following size properties are required by Section 21 Notice applicants alone (age calculations and household compositions analysed):**

	No. of Households
<b>1 bedroom Need Under 55's</b>	<b>49</b>
<b>1-2 bedroom Need Over 55's</b>	<b>31</b>
<b>2-bedroom Need</b>	<b>74</b>
<b>3-bedroom Need</b>	<b>34</b>
<b>3 - 4-bedroom Need</b>	<b>2</b>
<b>4-bedroom Need</b>	<b>4</b>
<b>5-bedroom Need</b>	<b>1</b>
<b>Total</b>	<b>195</b>

**Almost 60% of households (115) with a Section 21 Notice require family type accommodation of between 2-5 bedrooms. We also hold data of the breakdown by area within Carmarthenshire where households are looking to settle.**

An average of at least 10 households per week present as homeless or are threatened with homelessness because of being served with a Section 21 Notice. We anticipated this continuing until the implementation of the Renting Homes Act in December 2022. Therefore, an additional 200 households were likely to present in this period. Based on the current split of single/families who have presented this could result in a further 120 families, 50 single households, and 30 single households over the age of 55 presenting due to a Section 21 Notice.

We have engaged in detail with landlords and 60% of landlords giving notice to their tenants so they can sell the property and only 9% because of rent arrears. This information has been gathered as part of the homeless investigation process. Caseworkers have tried to really understand the reasons why landlords have been issuing so many notices and have tried to give options to remain letting in the sector.

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**We have:**

- negotiated to clear rent accounts or top up rents;
- offered to refer for additional support to assist people with managing tenancies; and
- promoted our in-house Social Lettings Agency and the benefits of the scheme so they no longer have to manage the tenancy day to day.

Landlords are repeatedly turning down this assistance and are continuing to state that they want to leave the sector. The reasons they are giving for turning down Social Lettings is because they would only get Local Housing Allowance (LHA) Rent and they can sell their property and get more money that way. This has also been confirmed by Shelter Cymru in our regular monthly meetings.

**The level of demand this is creating is becoming very difficult to meet with limited temporary accommodation offers for families. This is resulting in a rise in the number of complaints and Councillor enquiries coming through in relation to applicants who are being served with Notices.**

These enquiries, in a lot of circumstances, are going straight to officers who are trying to deal with multiple challenges. This creates an added pressure and is becoming increasingly unsustainable.

**IN OUR RAPID REHOUSING  
TRANSITIONAL PLAN, WE WILL SET  
OUT HOW WE WILL MOVE TOWARDS  
PROVIDING MORE SUSTAINABLE  
MODELS OF ACCOMMODATION AND  
SUPPORT THAT MEETS THE NEEDS OF  
EVERYONE CURRENTLY IN EMERGENCY  
PROVISION AND FUTURE DEMAND.  
MAKING SURE PEOPLE REACH SETTLED  
HOUSING AS QUICKLY AS POSSIBLE  
RATHER THAN STAYING IN TEMPORARY  
ACCOMMODATION FOR EXTENDED  
PERIODS WILL BE THE GOAL.**

### Temporary Accommodation

Twice as many people have been housed by homelessness services than pre-pandemic levels, and the overwhelming majority of those are single people. An analysis in February 2021 found of the 109 people in temporary accommodation around half of people were suitable for Rapid Rehousing with low levels of floating support and half requiring a Housing First based model of medium to high support.

There is an insufficient supply of supported accommodation for young people. Stakeholders raised a range of concerns regarding temporary accommodation.

“young people being placed in temporary accommodation and exposed to substance misuse and mental health issues”

“It is hard to access accommodation, particularly for people who are well known to the system and return a number of times. Although there are some successes through intensive work with individuals”.

“The right accommodation is key, putting a lot of people with multiple, complex needs in temporary accommodation is a challenge. For example, there are those who are trying to break from peer pressure from people who are having to share with people not yet ready to manage their mental health or substance misuse.”

There is a need to review the balance of provision between temporary accommodation, supported accommodation, Housing First and Rapid rehousing. Stakeholders feel that Housing First does not work as effectively in Carmarthenshire as it does in neighbouring counties.

**We need to work with our colleagues and with key partners such as health, social care, housing providers and the criminal justice sector in order to develop, resource and implement a fit-for-purpose housing support plan for both temporary and settled accommodation including a shared understanding of referral pathways and of service eligibility criteria.**

### Private Rented Sector

The Private Rented Sector provides an outlet for the Council to discharge its homelessness duty. The Council has a well-established Social Lettings Agency with a portfolio of 160 houses (March 2022) which proved to be an extremely valuable resource during the pandemic.

Rising house values in Carmarthenshire have meant that some private landlords set rents significantly higher than the Local Housing Allowance meaning they are no longer accessible to the Council and tenants are not able to make up the difference. This is a particular problem in Carmarthen Town.

The Council will need to evolve the Agency and improve the offer to landlords and prospective tenants from the register to ensure that it continues to grow and meet the needs of the service and its stakeholders. The Private Rented Sector Leasing Scheme, introduced in April 2022, where private property owners are encouraged to lease their properties to the Council in return for a rent guarantee and additional funding to improve the condition of their property, is being promoted and may assist securing accommodation in the PRS.

We are actively encouraging applicants to look in the Private Sector however we have seen the number of properties available to rent drop and those that are available are clearly unaffordable to our clients coming through the system.

We subscribe to an independent service 'Hometrack'. Hometrack obtain their data by regular contact with letting agents around the UK. They provide a rolling average, and the data below covers the period from 15 months ago to 3 months ago. The data shows that in many areas there have been no lets of a particular size property in that ward in the 12 months to March 2022.

Those properties that are available to rent are unaffordable to many people. When coupled with cost-of-living pressures this on food, fuel and travel these gaps are not bridgeable for most of the families being served notices and are being outbid in any case by households who are able to spend a greater proportion of their income on rent.

**MAKING SURE PEOPLE  
REACH SETTLED  
HOUSING AS QUICKLY AS  
POSSIBLE RATHER THAN  
STAYING IN TEMPORARY  
ACCOMMODATION FOR  
EXTENDED PERIODS WILL  
BE THE GOAL.**

## Support

Services work in eleven agreed localities across Carmarthenshire to ensure coherence of service to people in each locality. There are a range of local referral mechanisms which are inconsistent and it is currently challenging to obtain a single, consistent dataset of referrals and outcomes for housing related support.

As part of developing our Rapid Rehousing Transitional Plan we will analyse available support needs data on people accessing homelessness services; developing our plans based on people's levels of need; planning seamless services for presentations likely on an annual basis in the future. We will ensure our support needs assessments provide the necessary information for us to focus our advice and assistance for people to help them move on and sustain their accommodation in the longer term.

Support providers have indicated that recruitment and retention of staff is becoming an issue. There are few people presenting for interview when support staff opportunities are advertised leading to a workforce that is less capable of providing support to citizens whose needs are becoming ever more complex.

**SERVICES WORK  
IN ELEVEN AGREED  
LOCALITIES ACROSS  
CARMARTHENSHIRE  
TO ENSURE COHERENCE  
OF SERVICE TO PEOPLE  
IN EACH LOCALITY.**





### Complexity and significant life changes

Improvements are needed in the support for people facing significant change for example leaving hospital, prison, school or care settings. Information sharing is an important starting point to help partner organisations target support at the point where an individual's needs change.

Our partners and stakeholders highlight they are receiving referrals for people with increasingly complex needs. Accommodation and support options both on a temporary and long term basis needs to be planned and tailored to support these needs. Improvements for services for people with co-occurring mental health and substance misuse issues are needed.

Improvements in our multiagency approach and commitment to sharing intelligence and joint solutions are needed to avoid people falling through gaps in services, and removing silo-working will help address barriers to independent living that some of our clients face.

We will develop a Local Rapid Rehousing Partnership group to overcome some of these barriers. This partnership group will work together to develop the Plan and highlight opportunities where partners can better align their resources. Third sector homelessness and housing support providers will be critical partners during the transition to rapid rehousing.

Most stakeholders agreed mental wellbeing is a significant issue and that the pandemic has further increased the scale of need and entrenched inequalities relating to mental health.

There are high numbers of referrals to services for Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV). Stakeholders felt that current refuges are not suitable as they are shared accommodation and so not appropriate for all women and their families and none provide 24/7 on-site support, and there are no refuges for men.

**More suitable refuges are required that can accept people with high needs as well as improved floating support services for people still in their own homes – where appropriate and safe. There needs to be range of support 24/7 and dispersed accommodation. A clear pathway for move-on to settled accommodation, and improved options are needed.**

# Strategic Priorities

**Three high level, strategic priorities have been established for this Strategy derived from:**

- Conclusions of the needs assessment undertaken to inform this strategy.
- Duties on us under the Housing Act and subsequent policy drivers.
- The core aim of preventing homelessness and supporting people to have the capability, independence, skills and confidence to access and/or maintain a stable and suitable home and the suggested mechanisms for achieving this as stated in the Welsh Government's HSG Guidance.
- Assessment of existing regional and local priorities for preventing homelessness and supporting people under the HSG.
- Evidence of the impact of emergency response provision brought in during the pandemic, many of which should be maintained and consolidated if long-term demand is to be met effectively.

Actions are set out in Annex A under each of the priorities. A number of these are by their nature long-term; whilst tangible impact is expected as implementation progresses, full benefits will often take longer to be realised. This needs to be reflected when allocating funding and monitoring impact. Relevant priorities and supporting actions will also be reflected within the forthcoming Rapid Rehousing Transition Plan which will be prepared by September 2022.

Work will be undertaken to ensure full alignment of the strategic priorities with other commitments across a range of Council services, for example but not exclusively, care and support and youth services and thereby provide for holistic, joined up services for all sections of the population. As well as optimising outcomes for the individual, this will help ensure best use of available resources.



## Strategic Priority 1: Preventing Homelessness

In line with the national mission, we will, identify priorities with our partners, and commission an appropriate range of support services to ensure that in future homelessness is prevented, or where it occurs it is rare, brief and unrepeatable.

Housing support services exist to help prevent homelessness, social exclusion, isolation and institutionalisation. Prevention is core business in homelessness services and fundamental to our approach is to return to business as usual with a focus on homeless prevention and a return to, and improvement on pre-pandemic performance levels. Early intervention aims to reduce undue escalation to avoid a crisis situation, with knock-on impact to health, inclusion and independence.

**We will focus on the following areas to strengthen our approach to prevention. We will:**

- 1a) Provide a seamless service for people threatened with Homelessness;
- 1b) Develop an early intervention Housing Hwb offer for people threatened with Homelessness;
- 1c) Empower people with the skills needed to maintain their accommodation;
- 1d) Strengthen our corporate parenting approach in relation to the future accommodation needs of care experienced young people;
- 1e) Ensure support enables people to maintain their accommodation and prevent homelessness.
- 1f) Ensure internal data and data from system partners is used effectively to plan services.

## Strategic Priority 2:

### The right accommodation for people who become homeless

Fundamental to the Housing Support Programme is to help people live independently in the community. This includes not just access but assessing and influencing supply and suitable accommodation. Housing supply, particularly single bedroom units is in particularly high demand. We will aim to learn from our experience of delivering the Housing First model in developing Rapid Rehousing and a refreshed approach to supporting people to find the right accommodation with the right support from the outset.

**WE WILL CONTINUE TO INNOVATE OUR OFFER AS MORE BECOMES KNOWN OF USER NEEDS.**

**Our focus will be on ensuring people can move to settled accommodation quickly, with the use of temporary accommodation being limited. We will:**

- 2a) Use the data we capture from Support Needs Assessments to ensure where it is needed, we provide the right, good quality temporary accommodation;
- 2b) We will review our ongoing capital build programme together with those of our RSL Partners to ensure that there is consistency between homelessness data and our Local Housing Market Assessment (LHMA), Social Housing Grant (SHG) Programme, and Local Development Plans;
- 2c) Explore options for shared settled accommodation, particularly for younger people. Taking account of the individual's circumstances and preferences;
- 2d) Engage with private landlords to develop options for temporary and settled accommodation, ensuring the necessary pre-tenancy and ongoing support is available to them and their tenants; and
- 2e) Develop a Local Rapid Rehousing Partnership Group to improve joint planning and commissioning arrangements with key partners e.g. social services, Probation and the Local Health Board (LHB).

### **Strategic Priority 3:**

#### The right support for people who become homeless

We know that timeliness and suitability of support is something that our service users depend upon. We will continue to innovate our offer as more becomes known of user needs. We recognise we need to build a single consistent system of referral, assessment and support that is simple to use both for service users and provider agencies.

We need to ensure that all our services (in house or commissioned) are bilingual and that a genuine, active offer of being assessed and supported through the medium of Welsh is enshrined in all of our commissioning arrangements.

**We also recognise we need to work with partners to build the model of support for people with complex needs including prison leavers and people with mental health and substance misuse challenges. To focus on providing improved support we will:**

- 3a) Ensure that assessment of support needs are carried out and that relevant and timely support is available at the first point of contact;
- 3b) Develop a 'Housing Support Gateway Service' to ensure consistent referral, assessment and delivery processes;
- Through the Local Rapid Rehousing Partnership Group develop specialist Support for people experiencing significant life change – leaving hospital, prison, school, care settings; and survivors of domestic violence and abuse
- Develop protocols for assessments to be carried out alongside partners who provide specialist support, to ensure a more accurate and consistent assessment is undertaken for those who require those support services for crises and complex needs.

# Stakeholder Engagement

A range of local stakeholders were involved in developing this needs assessment.

Stakeholders included council departments, statutory partners such as the NHS and Probation, along with representatives from Registered Social Landlords and HSG providers. Stakeholders were engaged via online workshops, one to one interviews and via questionnaire.



**A list of stakeholders who participated is set out below:**

- Strategic Housing, CCC
- Regional Coordinator Homelessness, CCC
- Housing Solutions CCC
- Carmarthenshire Homelessness
- Forum members
- Llanelli Mind
- The Wallich
- Youth service homelessness service
- Nacro
- Consensus Support
- Threshold
- Caredig (previously Family Housing)
- 16-25 youth support service
- Llamau
- Members of Co-occurring mental health and substance misuse health board

**The key themes arising from stakeholder engagement are summarised below:**

- People need the skills and understanding to maintain their tenancies, for young people this should commence in schools and colleges.
- Many people do not have basic skills due to the way they've been brought up, foster care, parents with substance abuse, learning difficulties, even busy working parents etc.
- It was felt the boundaries of the HSG should be pushed to provide more 'skilling-up' options.

- Having more, accessible information about what current services exist is important.
- The Council could develop a one stop shop, café, information sharing centre and provide workshops.
- Early intervention prevention work with 16-25 year olds and NEETs have services in schools – there needs to be better corporate approach to how these use contribute to homelessness prevention.
- Identification, support and tracking of people at risk of potential homelessness could be further improved by linking up intelligence from both internal and external sources.

**HAVING MORE, ACCESSIBLE  
INFORMATION ABOUT  
WHAT CURRENT SERVICES  
EXIST IS IMPORTANT.**

### The right accommodation

- Young people can at times be placed in temporary accommodation and be exposed to substance misuse and mental health issues.
- It is hard to access accommodation, particularly for people who are well known to the system and return a number of times. However, stakeholders highlighted that because they have had to work with people intensively, they have had success with some cases that initially it seemed they wouldn't.
- The right accommodation is key, putting a lot of chaotic people in the same accommodation is problematic. One service user stated he felt his opportunity to improve his wellbeing was being sabotaged by others, especially through peer pressure.

- Housing First does not work as effectively in Carmarthenshire as it does in neighbouring counties. This was partly because it was felt the Carmarthenshire approach doesn't follow the model as closely, and that there is also a lack of accommodation for Housing First.
- A key challenge is the lack of accommodation for Housing First and move on from temporary accommodation.
- It is very difficult to access the Private Rented Sector especially in Carmarthen as there is a £200 shortfall between rents and the Local Housing Allowance.



### **The right support**

- Support should adapt and flex up and down according to need
  - Most people have multiple needs
  - People with multiple needs have multiple agencies supporting them. Some even stop when they know another agency is involved as their roles overlap.
  - Good assessments are needed from the beginning, the current referral processes into HSG services was described as 'clunky' and that it comprised of ticking boxes of needs.
  - There needs to be a streamlined assessment hub or Gateway for all requests for HSG and homelessness referrals/presentations.
- When people are conducting assessments they need to consider real life living
    - Life skills
    - Good role models
    - Basic cooking skills
    - Budgeting and paying utilities
    - The benefits of what you eat, fresh versus frozen
    - Basic hygiene
    - How to make a bed
    - How to use a washing machine
    - Support to claim universal credit and financial hardships funds
  - There is an overly bureaucratic expectation that everyone has an assessment, risk assessment and support plan, but sometimes people just need signposting.
  - Joint working between the Housing Department and Probation needs to improve.
  - Joint working with the NHS mental health or substance misuse services is required and an improvement in information sharing from them to HSG funded support services.



### Mental health

- The mental health crisis which had already existed was further compounded by the pandemic. The scale and complexity of mental health challenges have increased and are more entrenched.
- Most stakeholders agreed mental wellbeing is a significant issue, and that better joint responses from statutory and third sector partners are required.

### Young people

- Accessing the right support for young people transitioning to adulthood can be challenging.
- Care experienced young people need an improved corporate parenting approach to planning for their future accommodation needs.
- Overall levels of need amongst young people have increased and become more complex.





### Complex needs

- Access to short term accommodation for complex issues needs to be improved and better planning for longer term accommodation options is required.
- As mental health and substance misuse co-occur so frequently it should assumed in the commissioning of services and wider partnership arrangements.
- NHS stakeholders highlighted a desire for better training in this area.
- Having a multi-agency planned approach for individuals who regularly 'fall through the gaps' in services is required.

### Violence against women, domestic abuse and sexual violence

- Refuge services for complex needs need to be developed.
- Some current Refuges are not suitable in design. For example, there is some shared accommodation which wouldn't be appropriate for women with older male children. None are 24/7 support, have on call but not on site.
- More move on options are required.
- There is a need for gender specific services due to family trauma and for those who are survivors, also need services for men who have experienced trauma.

**OVERALL LEVELS OF NEED  
AMONGST YOUNG PEOPLE  
HAVE INCREASED AND  
BECOME MORE COMPLEX.**

# Impact Assessments

## Impact Assessment Process

A comprehensive impact assessment exercise has been carried by the housing service to assess the impact of the 3 strategic priority areas. The assessments were conducted by members of the HSG service, using templates from Carmarthenshire County Council and Welsh Government. Carmarthenshire County Council have developed an integrated Impact Assessment that takes into consideration the impact that a particular project or proposal

will have on the ability of the council to fulfil its wider legislative requirements, including the Welsh Language (Wales) Measure 2011 and the Equalities Act 2010 (Wales). The Children's Rights Impact Assessment (CRIA) was conducted using a Welsh Government template, which looked at the impact of the priorities on children's rights and how the strategy can support and promote these rights.



## Key Findings

### Equality Impact Assessment

The impact assessment considered the 3 strategic priority areas of the HSP strategy against each of the protected characters contained in the Equality Act. In each case, the assessment identified that the priorities would bring positive impacts to individuals with these characteristics, especially individuals who are considered vulnerable due to their age or sexual orientation, where specific services are currently being provided to address their needs.

An area where implementation of the strategy may also bring some significant improvements is in relation to the availability of suitable accommodation. The needs assessment has highlighted that accommodation in general remains a priority in Carmarthenshire and the delivery of more accommodation has been identified as a strategic priority. Through positive partnership working, Carmarthenshire will work to provide more housing solutions, which will include options for individuals with a disability, bringing a number of positive impacts. The impact assessment did consider whether residents may be indirectly affected due to race, with some residents of different races also having different cultural or language requirements, which may pose a barrier to accessing services. However, the Housing service continues to make provision to address these issues wherever possible, through the use of translation services and the availability of information in alternative languages or formats. This will continue to be monitored through the life of the strategy, to ensure that services adapt to any changes in provision that may impact on a particular group.

### Impact Assessments Welsh Language Assessment

The assessment considered whether the strategic priorities and delivery of the HSP strategy would impact on a person's ability to access and use services through the medium of Welsh. The assessment concluded that there is currently sufficient provision in place across the local authority and its partners to enable service users to access services in their preferred language and the implementation of this strategy will not negatively impact on the Welsh Language Measure.

### Children's Rights Impact Assessment (CRIA)

#### The HSP strategy will bring several positive impacts for children:

- Reduced time in temporary accommodation.
- Improved accommodation options for households.
- Raising awareness of the support available for households that are struggling.
- Improved support provision for households.

Whilst the HSP programme does not directly support children, the priorities identified in this strategy will result in a number of positive impacts for households, which will improve the experiences of children contained within them.

# Implementing, Monitoring and Reviewing the Strategy

## Working with Partners

As the Public Policy Institute for Wales summarises in its Tackling Homelessness, A Rapid Evidence Review 2015 report:

**‘The evidence shows that homelessness is a complex problem. It often has multiple causes that interact with one another in ways that vary at the individual level and require engagement with multiple policy areas’.**

The root causes that lead to homelessness and/or evident housing support needs among vulnerable individuals and households are profoundly interconnected. Therefore, the successful implementation of this strategy fundamentally depends on co-ordination, joint planning, commissioning and delivery of services (by both internal local authority departments, statutory partners and the housing sector).

In practice, this collaborative approach is played in Carmarthenshire through participation in the Mid and West Wales RHSCG which covers the Powys and Hywel Dda University Health Board areas. Whilst the

County Council is not directly accountable to the RHSCG, the regional structures provide a forum for practice sharing, spreading proven effective practice and addressing common opportunities and challenges. This has included joint working on the development of local HSP strategies across the region and the RHSCG will also oversee delivery of regional priorities emerging from local plans.

Similarly, the Regional Partnership Board (RPB) provides an obvious mechanism for engaging with health, social care and other partners responsible for the delivery of care and support in the County. It provides an ideal forum for collaboration, for example in the commissioning of services which promote wellbeing of citizens through the provision of appropriate housing and related support. Current strengthening of RPBs in response to the recent White Paper ‘Rebalancing Care and Support’ (2021) presents an opportunity for further development of these links, ensuring that health and care services align with housing support and supporting a person-centred approach. This is reflected in the identified strategic priorities supporting actions.

Existing links will also continue with the Area Planning Board for Substance Misuse Services and the VAWDASV Strategic and Delivery Groups, to ensure alignment of services and approaches to support as well as optimisation of available resources.

## Funding Sources

Implementation of this Strategy and delivery against the identified strategic priorities will require significant investment.

### **This comes from a variety of sources, including:**

- The HSG allocation for County, which totalled £8.8m in 2021/22. Indicative allocations of the same amount are in place until end March 2025.
- The Council's Housing Revenue Account
- The Social Housing Grant
- Phase 1 and 2 of the Economic Resilience Fund and the Hardship Fund, both established in the wake of the Covid-19 pandemic

Allocation of resources to support specific actions will be finalised at implementation stage and, for Housing Support Services, reflected in the forthcoming HSG Delivery Plan.

## **Monitoring, Reviewing and Evaluation Arrangements**

The HSP Strategy is framed over a 4-year period and implementation will be subject to ongoing review, including a formal mid-point review after 2 years.

Implementation will be overseen by the CCG & HSG Board, which has responsibility for delivery of the HSG programme and associated resources within the wider housing and homelessness context. The Board will monitor delivery of the priorities and receive reports on outcomes and impact. It meets quarterly and is chaired by the Director of Community Services and Director of Education & Children

Regular interaction also takes place with the HSG National Advisory Board, on which all local authorities across Wales are represented. The Housing Information Network is another important forum, which promotes cross-Wales approaches to homelessness and enables sharing of experiences and information as well as arranging training and development for relevant staff.

# Appendix 1

Housing and homelessness policy and practice has continued to evolve in the period since the Housing Act came into force. This evolving landscape has included:

- Publication in 2016 of **'Preventing Homelessness and Promoting Independence'** – essentially a pathway to economic independence for young people through housing advice, options and homelessness prevention.
- Publication in 2016 by Barnardo's of the **Care Leaver Accommodation and Support Framework** aimed at supporting effective planning and provision of housing and support for young people and care leavers.
- Introduction by Welsh Government of the **'Housing First'** recovery-orientated approach to ending homelessness that centres on quickly moving people experiencing homelessness into independent and permanent housing and then providing additional support and services as needed.
- A series of focused campaigns including the **End Youth Homelessness Cymru Campaign 2018**, focusing on the needs of the LGBT+ community, supporting those with mental health issues and reducing links between homelessness and educational disengagement and the care system.
- Significant additional investment by Welsh Government, notably **£10m in 2019-20 to tackle youth homelessness** through enhancing current provision and developing new services; and launch of a **£4.8m innovation fund** in 2019-20 supporting 26 projects across Wales to new and innovative approaches to housing support.
- Welsh Government's consultation document, **'Ending homelessness: A high-level action plan: 2021-2026'**, building on Phase 2 planning guidance and produced in response to earlier work undertaken by the Homelessness Action Group in 2020.
- A requirement on Local Authorities to finalise a **Rapid Rehousing Transition Plan** by the end of September 2022.
- A renewed emphasis, in response to the Covid-19 pandemic on reducing street homelessness by providing temporary accommodation solutions, leading to publication by Welsh Government of **Phase 2 planning guidance** requiring local authorities and their partners to plan to ensure that all those brought into temporary accommodation are supported into long term accommodation, that the emphasis remains on prevention and keeping homelessness a rare, brief and non-repeated experience.
- **Phase 3 planning guidance (2020)** supporting the design and development of resilient, sustainable services for the future.



**Specific strategic commitments within Welsh Labour's Programme for Government (2021), including:**

1. To fundamentally reform homelessness services to focus on prevention and rapid rehousing.
2. Building of 20,000 new low carbon social homes for rent over the period 2021 to 2026.
3. Support for co-operative housing, community-led initiatives, and community land trusts.
4. Development of a national scheme restricting rent to local housing allowance levels for families and young people who are homeless or are at risk homelessness.
5. Ensuring Rent Smart Wales landlords respond quickly to complaints of racism and hate crime and offer anything appropriate support.

**Further commitments within the Labour/Plaid Cymru Cooperation Agreement (November 2021), including:**

1. Taking immediate and radical action to address the proliferation of second homes and unaffordable housing, using the planning, property and taxation systems
2. Establishment of Unnos, a national construction company, to support councils and social landlords to improve the supply of social and affordable housing.
3. Publication of a White Paper to include proposals for a right to adequate housing, the role a system of fair rents (rent control) could have in making the private rental market affordable for local people on local incomes and new approaches to making homes affordable.
4. Ending homelessness through reform of housing law, enacting the Renting Homes Act to give renters greater security and implementing the Homeless Action Group recommendations.

Further significant changes will be introduced in December 2022 when the Welsh Government enacts the provisions of its **Renting Homes (Wales) Act 2016**. Key changes, which strengthen the rights and protections of tenants include:

- Replacement of current tenancies and licences, including assured shorthold, assured and secure tenancies with secure occupation contracts (generally issued by community landlords – local authorities and housing associations) and standard occupation contracts (generally issued by private landlords).
- Increased duties on landlords to set out respective duties of the landlord and contract holder (tenant).
- Minimum notice period for termination of a contract where there is no fault to 6 months and requirement for at least 6 months to have elapsed since the start of a contract before any such notice is issued.
- Increased protection for contract holders from break clauses, which can only be issued by landlords where certain conditions are met.

- Requirement that all rented properties are fit for human habitation and that landlords keep the structure and exterior of the property in good repair.
- Protection for remaining tenants subject to a joint contract where one contract-holder leaves the property.
- Enhanced contract succession rights for certain groups, including some carers.

**These changes will have obvious implications for local authorities and other agencies with duties to prevent and relieving homelessness, in terms of existing tenants or contract holders having enhanced protection from the risk of becoming homeless, but also potentially on the availability of suitable properties in an area and private landlords willing to rent.**



# Annex A: Action Plan

## Strategic Priority 1 – Preventing Homelessness

Priority	Action required to deliver the priority	Timescales / By when	Lead Person	Outcome / Outputs
1a) Provide a seamless service for people threatened with Homelessness	Develop a resource plan for the Housing Hwb Service to provide housing related support services from first point of contact through to settled accommodation.	September 2022	Housing Hwb Manager	<p>Support Needs assessments carried out at first point of contact to ensure people receive targeted support at the earliest opportunity.</p> <p>Improve Homelessness Prevention outcomes and break the cycle of repeat Homeless presentations.</p> <p>Gathering Needs Assessment data to inform Rapid Rehousing transition Plan and future commissioning and service delivery.</p>
1b) Develop an early intervention Housing Hwb offer for people threatened with Homelessness	Pilot the delivery of front-line Homelessness Services and Pre-Tenancy Support in 3 of the Councils main Town Hwb's, Llanelli, Carmarthen and Ammanford.	April 2022 – 23	Housing Hwb Manager	<p>Increase the offer to people threatened with Homelessness.</p> <p>Increase options to People who are unable to communicate via telephone or email.</p> <p>Evaluation of Pilot to determine need for longer term provision, and impact on homelessness prevention.</p>

## Housing Support Programme (HSP) Strategy 2022-26

Priority	Action required to deliver the priority	Timescales / By when	Lead Person	Outcome / Outputs
1c) Empower people with skills needed to maintain their accommodation.	Review provision of training for both support providers and service users.  Implement a minimum training benchmark for support staff in line with Welsh Government's guidance and regional agreement.	December 2022	RHSCG/ RDC HSG lead	Improve the quality and effectiveness of support to people receiving a service.  Increased training may also contribute to the development and retention of staff into the sector.
	Increase the resources available to the pre-tenancy team to provide training to individuals entering the PRS.	September 2022	Housing Hwb Manager/ Pre-tenancy lead/ HSG Development Lead	Increase in the number of people who are able to sustain settled accommodation  Increase in the number of people who take up the offer of settled accommodation in the PRS.  Improve sustainability skills, and reduction in the number of evictions.
	Deliver basic homelessness training and pre-Tenancy advice to Comprehensive Schools.	Ongoing	Youth Support Services/ Pre-Tenancy Support Lead	Young people will have an understanding of the responsibilities that come with managing a tenancy including budgeting.  Young people will be made aware of the issues that contribute to homelessness and where to seek support.  Reduction in the number of young people presenting as homeless.

## Housing Support Programme (HSP) Strategy 2022-26

Priority	Action required to deliver the priority	Timescales / By when	Lead Person	Outcome / Outputs
1d) Strengthen our corporate parenting approach in relation to the future accommodation needs of care experienced young people	Ensure an improved corporate parenting approach to development of skills including the development of the youth support service.	September 2022	Development Lead	<p>Young people in training flats and shared accommodation will receive floating support from the youth service.</p> <p>Young people will be supported to become independent. Using an internal support provider will ensure collaborative working with key agencies for better outcomes.</p>
	Review partnership working with Early Intervention and Prevention with Youth Services and schools.	December 2022	HSG Lead/ Youth Support Service Lead	Targeted approach to young people at risk of homelessness. Outcomes will be seen through WHO12 data.
1e) Ensure support enables people to maintain their accommodation and prevent homelessness.	Submit Rapid Rehousing Transition Plan.	September 2022	Housing Hwb Manager	Corporate approval and submission of Plan to Welsh Government.
	Review commissioning of low level support.	January 2023	Housing Hwb Manager/ HSG	Complete Support Needs Mapping Assessment of people accessing front-line homelessness services.
	Support Rent Smart Wales agenda in particular energy efficiency and fuel poverty.	Ongoing	HSG/ Development lead	<p>Continue to appropriately support people who remain rough sleeping, are in temporary accommodation and those recently moved into settled accommodation.</p> <p>Make available enough of the right support to assist people to secure and sustain settled accommodation.</p>

## Housing Support Programme (HSP) Strategy 2022-26

Priority	Action required to deliver the priority	Timescales / By when	Lead Person	Outcome / Outputs
1e) Ensure support enables people to maintain their accommodation and prevent homelessness.	Full evaluation of floating support to ensure support is relevant to changing needs and meets the aims of the Rapid Rehousing Transition Plan.	January 2023	HSG/ Development Lead/ Housing Hwb Manager	Support is appropriate to changing needs and is flexible enough to provide effective support to those that need it to prevent homelessness.
1f) Ensure internal data and data from system partners is used effectively to plan services.	Work with the PSB to support activity around better data sharing.	January 2023	RHSCG/ RDC HSG lead	To ensure that comprehensive data is available and can be used to effectively plan future services.

## Strategic Priority 2 – The right accommodation for people who become homeless or at risk of homelessness

Priority	Action required to deliver the priority	Timescales / By when	Lead Person	Outcome / Outputs
2a) Use the data we capture from Support Needs Assessments to ensure where it is needed, we provide the right, good quality temporary accommodation	Review existing temporary accommodation placements to determine if applicants are suitable to be offered settled accommodation	September 2022	HSG/ Development Lead/ Housing Hwb Manager	To ensure that people have the opportunity of settled accommodation as quickly as possible – with the necessary support to sustain their tenancies.
	Continue an open dialogue with RSL partners, review existing Social Housing Allocations Policy and look at assistance with TA.	March 2023	Housing Hwb Manager	To ensure that the allocation policy meets the aims of the Rapid Rehousing Transition Plan and that in the short-term good quality temporary accommodation is available to those that need it.
2b) We will review our ongoing capital build programme together with those of our RSL Partners	<p>Review the Four-Year Housing Regeneration and Development Delivery Programme to support the delivery of over 2,000 homes for rent and sale.</p> <p>Develop a plan for gaps in accommodation identified in the Rapid Rehousing Transition Plan.</p>	September 2022	Housing Hwb Manager/ Investment and Development Services	To ensure that there is consistency between homelessness data and our Local Housing Market Assessment (LHMA), Social Housing Grant (SHG) Programme, and Local Development Plans; and that the aims of the Rapid Rehousing Transition Plan is met.
2c) Explore options for shared settled accommodation, particularly for younger people. Taking account of the individual's circumstances and preferences;	Develop robust corporate parenting approach to joint working and commissioning accommodation for care experienced young people and young people 16-18.	Ongoing	HSG Lead Homeless Services	Recommendations are made on the right accommodation options for young people and the plan needed to commission them.

## Housing Support Programme (HSP) Strategy 2022-26

Priority	Action required to deliver the priority	Timescales / By when	Lead Person	Outcome / Outputs
2d) Engage with private landlords to develop options for temporary and settled accommodation, ensuring the necessary pre-tenancy and ongoing support is available to them and their tenants	Further develop the Private Rented Sector Leasing Scheme	March 2023	Housing Hwb / Pre-Tenancy Advice Service	Increased availability of good quality, affordable accommodation in the PRS. Improved security for tenants who will be offered minimum terms.
	Review and further develop the options available to bring empty homes into occupation. Where appropriate, encourage use of Simple Lettings/ Private Rented Sector Leasing scheme.	March 2023	Home Improvement Services	Increased number of properties available for rent.
2e) Develop a Local Rapid Rehousing Partnership Group to improve joint planning and commissioning arrangements with key partners e.g. social services, Probation and the Local Housing Board (LHB).	Review Housing First model of support programme	September 2022	HSG/ Development Lead / Homeless Services	Recommendations made for Housing First and Rapid Rehousing.
	Develop the Rapid Rehousing Transition Plan	September 2022	Housing Hwb Manager	Rapid Rehousing Transition Plan developed.
3a) Ensure that assessment of support needs are carried out and that relevant and timely support is available at the first point of contact	Improve marketing and promotion of support services and referral system through website and social media pages.	January 2022	HSG/ Development Lead	Publicising the availability and accessibility of support services will encourage individuals and other services to refer at an earlier stage, allowing focus on prevention.
	Increase the capacity of support in B&B accommodation.	March 2022	HSG/ Systems lead	Individuals who are in B&B will be able to access support when they need it, not just between 9-5.

### Strategic Priority 3 – The right support for people who become homeless

Priority	Action required to deliver the priority	Timescales / By when	Lead Person	Outcome / Outputs
3b) Develop a 'Housing Support Gateway Service' to ensure consistent referral, assessment and delivery processes	<p>Review of referral and assessment processes</p> <p>Review single point of access for HSG funded services.</p>	March 2023	Housing Hwb Manager/ HSG	People will receive the right level of support to meet their needs, reviewed regularly to enable them to sustain settled accommodation.
3b) Through the Local Rapid Rehousing Partnership Group develop specialist Support for people experiencing significant life change – leaving hospital, prison, school, care settings	Co-design commissioned services with service users, providers, Council departments, and Health, Probation and Education partners.	March 2023	Housing Hwb Manager/ HSG	Services will be designed with multi-agency and service user input to ensure they are fit for purpose and provide the right support.

## Housing Support Programme (HSP) Strategy 2022-26

Priority	Action required to deliver the priority	Timescales / By when	Lead Person	Outcome / Outputs
3b) Develop protocols for assessments to be carried out alongside partners who provide specialist support, to ensure a more accurate and consistent assessment is undertaken for those who require those support services for crises and complex needs	Develop a proactive and responsive inclusions panel 'Gateway' of supported accommodation and hostel providers along with substance misuse and mental health practitioners to minimise the risk of eviction or exclusion from services for people with complex needs co-occurring mental health and substance misuse challenges	September 2022	Housing Hwb Manager	Evictions from TA for people experiencing complex needs will be reduced. This will reduce the number of people found 'intentionally homeless' and the number of repeat applications from this group.
	Continue with Plans to improve services for VAWDASV including those with complex needs.  Develop closer working relationships with our Domestic Abuse partners and fully engage with the VAWDASV delivery group to Develop a training plan for frontline staff.	July 2022	HSG Lead	Identify all services available for those experiencing domestic abuse to increase options for them to remain in their home safely.  To increase confidence in dealing with clients experiencing domestic abuse and to raise awareness of all services available.



## Housing Support Programme (HSP) Strategy 2022-26

Priority	Action required to deliver the priority	Timescales / By when	Lead Person	Outcome / Outputs
3b) Develop protocols for assessments to be carried out alongside partners who provide specialist support, to ensure a more accurate and consistent assessment is undertaken for those who require those support services for crises and complex needs	<p>Review partnership working opportunities to improve strategic working with system partners, particularly Hywel Dda Health Board. Work closely with the HB around funding for complex needs and where HSG can compliment this.</p> <p>Review multiagency working and case conferencing arrangements to support HSG providers giving holistic support.</p>	March 2023	HSG/ Development lead / Housing Hwb Manager	Joint working will improve outcomes for individuals with complex needs who are often passed between services.
	<p>Continue to provide support drop-in service at Temporary Accommodation including DDAS. Continue co-location of CTAP support service within the B&amp;B</p>	Ongoing while using B&B as temporary accommodation	HSG lead/ Homeless Services	Individuals able to access multiple support from within TA, improved outcomes and joint working between services



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**Tudalen 360**

**Y CABINET  
20 CHWEFROR 2023**

**PWNC:**

**CYNLLUN PONTIO AILGARTREFU CYFLYM 2022 - 2027**

**Y Pwrpas:**

Pwrpas yr adroddiad hwn yw:

- Cyflwyno'r Cynllun Pontio Ailgartrefu Cyflym Drafft i'w gymeradwyo
- Cyflwyno'r camau lefel uchel sy'n cael eu hargymell yn y Cynllun i'w gymeradwyo

**Yr Argymhellion / Penderfyniadau Allweddol Sydd Eu Hangen:**

Argymhellir bod y Cabinet yn cymeradwyo:

- R1 - y Cynllun Pontio Ailgartrefu Cyflym a'i Grynodedb Gweithredol
- R2 - cyflwyno'r cynllun yn ffurfiol i Lywodraeth Cymru a'i gyhoeddi ar wefan y Cyngor ar ôl iddo gael ei gyfieithu i'r Gymraeg

**Y rhesymau:**

- Cyflwyno'r cynllun i'r Cabinet i'w gymeradwyo cyn ei gyhoeddi

**Angen i'r Cabinet wneud penderfyniad :** OES – 20 Chwefror 2023

**Angen i'r Cyngor wneud penderfyniad :** NAC OES

YR AELOD CABINET SY'N GYFRIFOL AM Y PORTFFOLIO: -

**Y Cyngorydd Linda Evans - yr Aelod Cabinet dros Gartrefi a Dirprwy Arweinydd**

Y Gyfarwyddiaeth:  
Cymunedau

Enw Pennaeth y  
Gwasanaeth:

Jonathan Morgan

Awdur yr Adroddiad: Joy  
Williams

Swyddi:

Pennaeth Tai a  
Diogelu'r Cyhoedd

Arweinydd Polisi  
Ailgartrefu Cyflym

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# EXECUTIVE SUMMARY CABINET 20<sup>TH</sup> FEBRUARY 2023

## RAPID REHOUSING TRANSITION PLAN 2022-2027

### 1. **BRIEF SUMMARY OF PURPOSE OF REPORT.**

The purpose of this report is to fulfil the Welsh Government requirement for the LA to produce a Rapid Rehousing Transition Plan for 2022 – 2027.

The Plan contains a series of High-Level Actions that will enable us to transition to a Rapid Rehousing Approach that will help us to make homelessness in Carmarthenshire rare, brief, and unrepeated.

#### **Context**

In 2019 the Welsh Government Minister for Housing tasked a panel of experts termed the Homelessness Action Group with answering 4 key questions related to the prevention and alleviation of homelessness in Wales.

Recommendations from this group helped form the Welsh Government Action Plan [Ending homelessness in Wales: a high level action plan 2021 to 2026 \(gov.wales\)](https://gov.wales/government-action-plan-ending-homelessness-in-wales) which requires all local authorities in Wales to develop and submit a Rapid Rehousing Transition Plan (RRTP) by September 2022 and deliver on this plan as part of its Housing Support Programme Strategies.

Rapid Rehousing is an internationally recognised approach designed to provide people experiencing homelessness with secure, settled, and self-contained housing as quickly as possible. Rapid rehousing includes the following characteristics:

A focus on helping people into permanent accommodation at the same time as, rather than after, addressing any other support needs.

No requirement to be assessed for 'housing readiness' in order to access accommodation. Offering a package of assistance and multi-agency support, specially tailored to individual needs where this is required.

Helping people experiencing homelessness or at risk of homelessness with lower or no support needs, and in doing so preventing complex needs or chronic problems from occurring or escalating.

Rapid rehousing recognises that the vast majority of people who have experienced homelessness, even those who have been severely marginalised and homeless for a long time, are able to maintain their tenancies in self-contained housing, with the right level of support. Providing a home as quickly as possible will help avoid the destabilising and

marginalising effects of prolonged homelessness or prolonged stays in emergency or temporary settings while remaining homeless.

If rapid rehousing can be widely adopted then the need for many forms of temporary accommodation should diminish, although the Welsh Government recognises that there will continue to be a need for temporary housing solutions at times. [Ending homelessness in Wales: a high level action plan 2021 to 2026 \(gov.wales\)](#)

The development of Rapid Rehousing clearly places an emphasis on the provision of housing as a fundamental element of recovery from homelessness, homelessness cannot be resolved with just housing alone. For Rapid Rehousing to work, we must work in partnership with key services such as health and criminal justice. We must also harness both the third sector and voluntary organisations who provide services that support and help tenants build confidence and a connection within a community.

### Proposed immediate and short-term actions

The Rapid Rehousing Transition Plan has been drafted. Detailed operational delivery plans will be developed to fulfil the high-level actions proposed in the plan once the plan is approved. The Rapid Rehousing Project Board will oversee the implementation of these delivery plans.

The following actions are recommended to take this work forward:  
It is recommended that Cabinet approve:

- R1 - the Rapid Rehousing Transition Plan and its Executive Summary
- R2 - the formal submission to Welsh Government and publication on the Council Website following Welsh translation

**DETAILED REPORT ATTACHED?**

**YES – Rapid Rehousing Transition Plan and Executive Summary *Draft***

## IMPLICATIONS

I confirm that other than those implications which have been agreed with the appropriate Directors / Heads of Service and are referred to in detail below, there are no other implications associated with this report:

Signed: **Jonathan Morgan Head of Housing and Public Protection**

Policy, Crime & Disorder and Equalities	Legal	Finance	ICT	Risk Management Issues	Staffing Implications	Physical Assets
<b>YES</b>	<b>NONE</b>	<b>YES</b>	<b>NONE</b>	<b>YES</b>	<b>YES</b>	<b>NONE</b>

**Policy, Crime & Disorder and Equalities**

Other than the review of the Social Housing Allocations Policy which will have its own route through the political decision-making process there are no other policy decisions included in the Plan.

As any major policy change is taken forward, we will carry out detailed Equality Impact Assessments and publish any impacts and mitigations identified.

**Finance**

The financial resources to deliver The Plan are dependent on a variety of different sources. Should any future grant funding not be available we may need to revisit the priorities set out in this plan.

Funding to deliver The Plan comes from a variety of different sources including:

- The Housing Support Grant
- The Council's General Fund for homelessness
- The Council's Housing Revenue Account
- Welsh Government Grants, including Social Housing Grant

**Risk Management Issues**

Failure to adopt and publish the Plan will leave us in contravention of the Welsh Government's directive and without a strategic direction to improve the prevention and alleviation of homelessness in the County.

**Staffing Implications**

ODR to create Housing Hwb structure approved 4th May 2022.

# CONSULTATIONS

I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below

Signed Jonathan Morgan Head of Housing and Public Protection

**1. Scrutiny Committee request for pre-determination**

YES

**If yes include the following information: -**

**Scrutiny Committee**

**Communities, Homes & Regeneration**

**Date the report was considered:-**

**26<sup>th</sup> January, 2023**

**Scrutiny Committee Outcome/Recommendations:-**

**UNANIMOUSLY RESOLVED that the Rapid Rehousing Transition Plan 2022-2027 be endorsed.**

**2. Local Member(s) N/A**

**3. Community / Town Council N/A**

**4. Relevant Partners**

Engagement with key stakeholders and Partners through the Rapid Rehousing Project Board, chaired by the Cabinet Member for Housing, has taken place throughout the development of The Plan

**5. Staff Side Representatives and other Organisations**

Managers and Team Leaders have been fully involved in the development of The Plan

**CABINET MEMBER PORTFOLIO  
HOLDER(S) AWARE/CONSULTED**

YES

**Section 100D Local Government Act, 1972 – Access to Information  
List of Background Papers used in the preparation of this report**

**THERE ARE NONE**

Mae'r dudalen hon yn wag yn fwriadol



# Rapid Rehousing Transition Plan Executive Summary 2022 to 2027

Carmarthenshire County Council

September 2022



[carmarthenshire.gov.uk](http://carmarthenshire.gov.uk)

Cyngor Sir Gâr  
Carmarthenshire  
County Council



Tudalen 367

# Foreword



Our vision for Carmarthenshire is that ***Life is for living, let's start, live and age well in a healthy, safe and prosperous environment***. I believe a good quality affordable home is central to this vision and vital for each citizen to be able to live well.

Over recent years we have faced considerable challenges which have impacted on the ability of some to live well. The Covid-19 pandemic and the cost-of-living crisis have meant that some have found themselves excluded from society, unable to secure employment or training, unable to secure vital services and at risk of ill health. The threat of homelessness can be a result of any of these factors and whilst some are able to resolve this themselves others cannot and turn to the council for help.

We are seeing people turning to us for help in greater numbers than ever before and we are committed to help everyone who needs us and uphold the Welsh Government commitment that no one is left out. This increased demand, however, requires the right services and resources to meet it effectively.

This plan outlines how we intent to transform our homelessness services so that they are fit for purpose to meet current and future need and create an environment where homelessness is rare, brief, and unrepeated. To deliver on this plan, we intend to:

- Review the allocation of social housing
- Develop the housing related support offer by streamlining support assessment and referral processes
- Develop the right temporary accommodation that meets current and future need
- Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing
- Develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing
- Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing
- Develop and commission the right housing related support services to support the Rapid Rehousing vision

Although the responsibility to publish this Plan lies with the Council, there are a wide range of partners involved, including Housing Associations, support and accommodation providers, service users, advice agencies, the Health Board, the third sector and local authority services such as Housing, Social Services and Commissioning. I am grateful to each of these partners for their contribution to the development of this Plan and their commitment to take it forward.

The extent and complexity of the issues that face the Council and its partners over the next five years should not be under-estimated. However, we will strive to face these challenges in partnership, ensuring that the people of Carmarthenshire are able to access safe, secure, and sustainable accommodation.

I have great pleasure in presenting this Rapid Rehousing Transition Plan. It shows great ambition and commitment between ourselves and our partners. It provides an exciting opportunity for us all ***working together to end homelessness in Carmarthenshire by providing homes and support at the right time.***

**Diolch yn fawr iawn,**



**Cllr. Linda Davies Evans Deputy Leader and Cabinet Member for Housing**

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# 1: Introduction



## National Context

Welsh Government has maintained a consistent focus on tackling homelessness in the context of broader UK Government policy such as austerity and welfare reform. The Housing (Wales) Act 2014 prescribed new duties for Councils in relation to homelessness. Prior to its implementation, the legal duties for Councils focussed on those priority households who became homeless and then only if they passed a number of ‘tests’ that would determine if they were legally entitled to assistance. Since the Act, Councils have the duty to assist all households who face homelessness, regardless of the need to ‘fit’ into the priority need categories.

The Homelessness Action Group (HAG) was set up by the Welsh Government Minister for Housing and Local Government in June 2019 to answer 4 key questions related to the prevention and alleviation of homelessness in Wales.

- *What framework of policies, approaches and plans is needed to end homelessness in Wales? (What does ending homelessness actually look like?)*
- *What immediate actions can we take to reduce rough sleeping between now and the winter of 2019/20, and to end rough sleeping altogether?*
- *How do we put the delivery of rapid and permanent rehousing at the heart of preventing, tackling, and ending homelessness?*
- *How can we ensure joined-up local partnerships and plans are put in place to prevent, tackle and end homelessness throughout Wales?*

[Terms of reference: Homelessness Action Group | GOV.WALES](#)

Recommendations from this group helped form the Welsh Government Action Plan [Ending homelessness in Wales: a high level action plan 2021 to 2026 \(gov.wales\)](#) which requires all local authorities in Wales to develop and submit a Rapid Rehousing Transition Plan (RRTP) by September 2022 and deliver on this plan as part of its Housing Support Programme Strategies.

## Rapid Rehousing

Rapid Rehousing is an internationally recognised approach designed to provide people experiencing homelessness with secure, settled, and self-contained housing as quickly as possible. Rapid rehousing includes the following characteristics:

- A focus on helping people into permanent accommodation at the same time as, rather than after, addressing any other support needs.
- No requirement to be assessed for 'housing readiness' in order to access accommodation.
- Offering a package of assistance and multi-agency support, specially tailored to individual needs where this is required.
- Helping people experiencing homelessness or at risk of homelessness with lower or no support needs, and in doing so preventing complex needs or chronic problems from occurring or escalating.

Rapid rehousing recognises that the vast majority of people who have experienced homelessness, even those who have been severely marginalised and homeless for a long time, are able to maintain their tenancies in self-contained housing, with the right level of support. Providing a home as quickly as possible will help avoid the destabilising and marginalising effects of prolonged homelessness or prolonged stays in emergency or temporary settings while remaining homeless.

If rapid rehousing can be widely adopted then the need for many forms of temporary accommodation should diminish, although the Welsh Government recognises that there will continue to be a need for temporary housing solutions at times. [Ending homelessness in Wales: a high level action plan 2021 to 2026 \(gov.wales\)](#)

The development of Rapid Rehousing clearly places an emphasis on the provision of housing as a fundamental element of recovery from homelessness, homelessness cannot be resolved with just housing alone. For Rapid Rehousing to work, we must work in partnership with key services such as health and criminal justice. We must also harness both the third sector and voluntary organisations who provide services that support and help tenants build confidence and a connection within a community.

### ***Our Corporate vision***

Our vision and principles for preventing and alleviating homelessness are grounded in the framework of our Corporate Strategy, "**Moving Forward in Carmarthenshire**".

Our vision for the County states that:

***'Life is for living, let's start, live and age well in a healthy, safe and prosperous environment'***

These remain challenging times and we recognise we need to be prepared for increasing numbers of people, with increasingly complex needs, who will need help with housing. The

Housing Support Programme (HSP) Strategy 2022-26 established three high level strategic priorities which will help respond to the growth in demand

*Strategic Priority 1: Preventing Homelessness*

*Strategic Priority 2: The right accommodation for people who become homeless*

*Strategic Priority 3: The right support for people who become homeless*

## ***Our vision for Rapid Rehousing***

Through engagement with a range of stakeholders and partners we have developed a shared vision for Rapid Rehousing based on robust intelligence. It is important that this statement is both aspirational and realistic. The importance of a person-centred approach and improved process was noted.

***“Working together to end homelessness in Carmarthenshire by providing homes and support at the right time”***

## ***Our approach***

The pandemic has seen an increase in the number of people in TA. Increasing the number of people who are owed full housing duty.

The demand for TA presents itself during challenging times in a housing market where affordable and available accommodation are in limited supply and support for people to access accommodation in the private sector reduced.

A collaborative approach will be vital for rapid rehousing to have the necessary impact reducing the need for TA, also reducing any stigma, cost, and experience of homelessness.

The restructure of the homes and safer communities has resulted in a move from the reactive stage to prevention of homelessness, with housing hwb services providing essential front-line work resulting in steps forward to the implementation of rapid rehousing and ensuring early intervention and prevention.

The aim is to ensure homelessness is rare brief and unrepeatable.

## ***Governance arrangements***

A collaborative approach is necessary to successfully implement this strategy. We will work closely with the Mid and West Wales RHSCG. And the local CCG/HSG Board which is responsible for approving local spend in relation to the Housing Support Grant and the Children and Communities Grant. The Regional partnership board (RPB) provides a

mechanism for engaging with partners responsible for delivering care and support in the county. Links will also be maintained within a multitude of areas to ensure the transitional plan is delivered through the alignment of services and approaches to support as well as optimise available resources.

The recently established Rapid Rehousing Project Board provides further governance for the work. Made up of senior members of the local authority, Housing Associations and support providers. The group will provide oversight for the delivery plans of the Rapid Rehousing Action Plan.

The **governance structure** showing how the transition fits within the structure of the Housing Division and within the wider local authority service provision and local partners is shown over.

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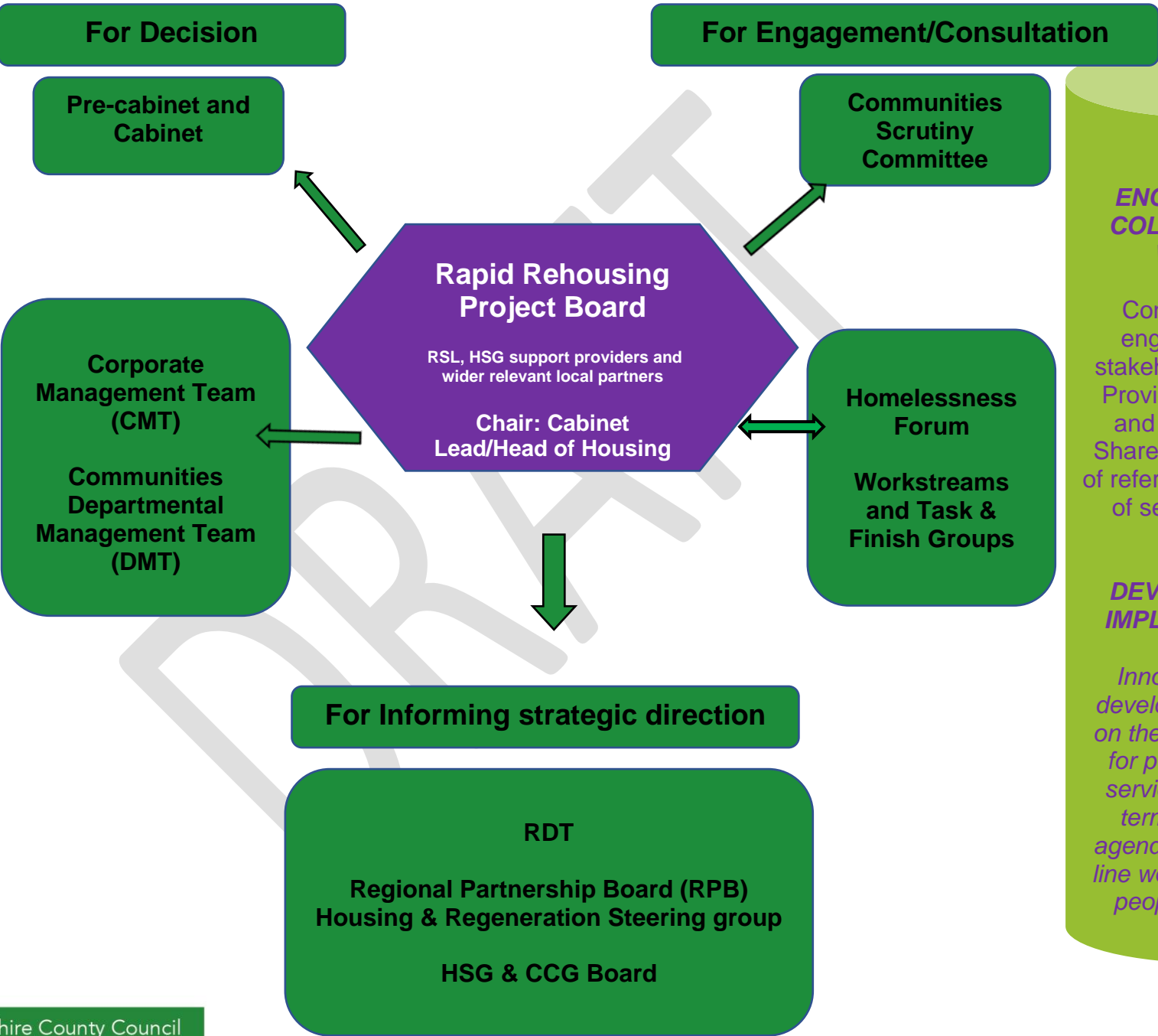
**STRATEGIC PLANNING**

*Development of Strategic and Corporate plans coordinated to enhance and complement services identifying contributions from key partners or demands on resources*

**COLLABORATIVE PLANNING & REVIEWING**

*Support HSG commissioning and capital build programme. Identifying Procurement Options for Grants and Tendering*

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**ENGAGEMENT & COLLABORATIVE WORKING**

*Consultation and engagement with stakeholders, Support Providers, Landlords and Service Users Shared understanding of referral pathways and of service eligibility criteria*

**DEVELOPMENT & IMPLEMENTATION**

*Innovative service development focusing on the greatest impact for people receiving services and a long-term preventative agenda including front line workers as well as people with a lived*

## 2: Homelessness data

### and analysing need



Carmarthenshire is a semi-rural county with 3 main urban areas. It has an aging population with a large proportion of Welsh speakers. The Council and Housing Associations are building a significant number of homes for social rent but there continues to be a need for social housing across the county particularly 1-bedroom homes.

The local authority currently operates a choice-based lettings system to allocate social housing with applicants “Banded” according to their need. The number of people awaiting housing indicates demand outstrips supply, particularly those needing 1-bedroom housing. Supply is particularly low for people under 55 years needing 1-bedroom accommodation.

There has been a growing proportion of single person households becoming homeless. The number and proportion of single person homeless households has spiked during the pandemic, for Section 73 cases, with outcomes generally worse for each duty when compared with multiple person households.

In 2020/21, compared with preceding years, there is a clear trend of more people progressing through from relief duty to final duty, which is reflected in other local authorities in Wales. In addition, there is a far higher proportion of people being positively discharged compared with the proportion of successful prevention or relief duty outcomes.

There is an increase in the number of households presenting because of a s21 Notice. Many private landlords state that they are selling their properties and so these tenancies are being lost from the market.

More young people are at risk of homelessness, many with complex needs, who will find it difficult to access and then sustain accommodation. Prison leavers are a significant group that present as homeless to the Local Authority often presenting several times and having multiple duties.

Substance Misuse does not feature highly in the stated needs of people referred but stakeholders state that mental health and substance misuse co-occur so frequently it should be assumed. People with co-occurring needs still get bounced between mental health and substance misuse services. The need for a ‘wet house’ in the County has been identified and by 2040 it is projected that 10 units of supported housing will be needed for people with complex needs/dual diagnosis, with stakeholders suggesting this may be an underestimate.

## 3: Assessing Support Needs



More than a third of single homeless people presented with support needs that required intensive support even if for a short period of time.

There are some individuals with complex needs who have presented as homeless several times.

Substance misuse and mental health are emerging as more significant challenges

The needs of younger people (16-25) are more complex.

Current data capturing processes do not allow for in-depth, accurate reporting on support needs or outcomes achieved.

There are a range of services funded by HSG that deliver the Housing First model, provide supported accommodation and floating support.

Many HSG services are legacy Supporting People contracts and have not been reviewed for some time.

There is uncertainty around how efficacious or strategic the existing commissioning arrangements are.

A significant proportion of HSG is used to support people with dementia via a floating support model compared to other local authorities.

There are multiple local referral systems making it difficult to gain an overall picture of referrals through data.

A review of data collection and analysis is required.

A review of referral pathways is required.

Significant numbers of young people were referred into the Youth Accommodation Panel, further analysis is needed of the outcomes from this panel.

The Mental Health Accommodation Panel only requests referrals when a vacancy arises in a supported accommodation project. Therefore, it does not give an indication of demand or waiting list for the service. It was also noted that many tenants stay in the accommodation for longer than intended, possibly indicating that longer term accommodation solutions are needed.

There was insufficient information to understand the outcomes for Learning Disability HSG funded services

## 4: Temporary Accommodation Supply



There was growth in the need for temporary accommodation, which peaked towards the end of the summer 2020. Need has since dropped but remains elevated compared with pre-pandemic levels, with close to 120 households in temporary accommodation. This represents an increase of 70% in the total number of households in temporary accommodation compared with prior to the pandemic, suggesting that need remains (and will continue to remain) at an elevated level.

Due to the current housing market, the role of the Private Rented Sector in providing temporary accommodation has decreased and it appears likely that it will continue to play a smaller role in the future.

### Baseline

Temporary Accommodation Type	Baseline Capacity (Units as at 31/03/22)	Groups accepted – any exclusions	Onsite services available	Service charges (Y/N)	Notes
Triage Centres	0	N/A	N/A	N/A	
Temporary Accommodation	212	All groups accepted	Floating support provided	Yes	Some units have CCTV
Refuge accommodation	15	Women only	Intensive support	Yes	
Supported Accommodation	112	Needs led	Housing related support	Yes	
B&B/hotels	31	All groups accepted	Floating support provided	Yes	Provision has on-site security

Table 23 Baseline provision of temporary accommodation in 2022

# 5: Temporary Accommodation Transformation



## Context and vision

In the context of this plan the vision and priorities for temporary accommodation (TA) in Carmarthenshire are:

- The need to move away from the significant use of B&B particularly following the Covid years
- Reducing the length of stay for households in temporary accommodation
- Lessening the impact of hardship, particularly in the interest of our clients; and
- Ensuring financial stability of the service

Our use of B&B:

- should be for emergency placement where no other options are available
- should be for a short period of time, amounting to days not weeks or months; and
- should avoid placing families in such accommodation, favouring more stable/ suitable accommodation in areas that are convenient to them

All as outlined in the '[The Homelessness \(Suitability of Accommodation\) \(Wales\) Order 2015](#)'.

## Transformation Plan

There is an urgency to revisit plans associated with single person Temporary Accommodation and disperse it to the wider area of Llanelli and other two townships Carmarthen and Ammanford.

The initial plan was concerned with increased single person TA in the Llanelli area due to the effects it was having on vulnerable people and their ability to manage tenancies.

The plan was aimed at delivering a 'like for like' in terms of numbers but across a wider geographical area within a certain radius of the Llanelli Town Centre, close to services.

A tender pack was put together with a service specification and key performance indicators on the provision of new, dispersed TA stock.

Following the Covid-19 pandemic and changes to Welsh Government guidance a review of the number of units required is necessary including where these need to be located, the

services to support this accommodation provision. The timescales for delivering this plan need to be carefully considered. This is dependent on learning from the revised allocation process. The need for a triage assessment centre has also been identified. The funding for this transformation relies on the reviewing of existing short-term housing related support accommodation and remodelling or decommissioning and recommissioning of services. Housing and HSG colleagues will work together to develop the justification and specification for this service in conjunction with partners. The provision of a triage centre means a needs assessment can be completed whilst still accommodated people in the short term. Ensuring that the right accommodation is sourced first time means repeat homelessness is reduced, and people have a home that meets their needs.

Three refuges are currently funded delivering women only provision. These settings are supporting those with complex needs and those experiencing domestic abuse. The new service being commissioned that integrates prevention, early intervention, support, and protection to ensure a holistic approach for people experiencing domestic abuse may go some way to respond to this. We currently have four short term supported accommodation projects for young people. Monitoring of these projects continues to ensure the right support is provided and for young people to live independent when they are ready.

The remainder of our short term supported accommodation provision is for those with mental health or complex needs plus one specialist dry provision. It has been mentioned in consultation both for the HSP strategy and for this plan that we lack a provision for people who are continuing to use substances or following a harm reduction approach.

# 6: Rapid Rehousing Transformation Plan



## **Vision**

To fulfil our vision “Working together to end homelessness in Carmarthenshire by providing homes and support at the right time”, our high-level priorities for the next 5–10-year transitional period will be to:

1. Review the allocation of social housing
2. Develop the housing related support offer by streamlining support assessment and referral processes
3. Develop the right temporary accommodation that meets current and future need
4. Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing
5. Develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing
6. Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing
7. Develop and commission the right housing related support services to support the Rapid Rehousing vision

These high-level priorities will form the basis of our work to transition to Rapid Rehousing and will be delivered in conjunction with partners through detailed delivery plans which will be agreed and monitored by the Project Board.

## **Rapid Rehousing transformation**

In delivering the high-level actions within this plan we know we will face hurdles and are committed to work in partnership to overcome these.

Reviewing the allocation policy will need support from a range of partners both within and outside of the local authority, to develop a scheme that is fair and equitable. We are committed to deliver this to make homelessness brief for those who experience it  
Our development of the Gateway and the reviewing of services is aimed at providing the best housing related support

Input from partners and good communication is vital throughout the process to ensure full understanding and what is developed is fit for purpose

We need to work closely with all agencies to ensure referral routes are efficient, accessible and help is offered at the right time

There are potential cost implications to reconfiguring our TA, due to a possible period of doubling up on provision. This will be managed to mitigate unwanted costs and ensuring the best use of resources

Challenges will be face whilst plans are being reviewed and working in collaboration with partners and government is necessary to find and carry out solutions so delivery of the plans can continue

Currently we are seeing tenancies in the private rented sector ending on a scale never seen before and it is a challenge which needs facing to mitigate this loss and increase the level of supply from the private rented sector. We will continue to work with landlords and other partners to do this.

### *Accommodation model*

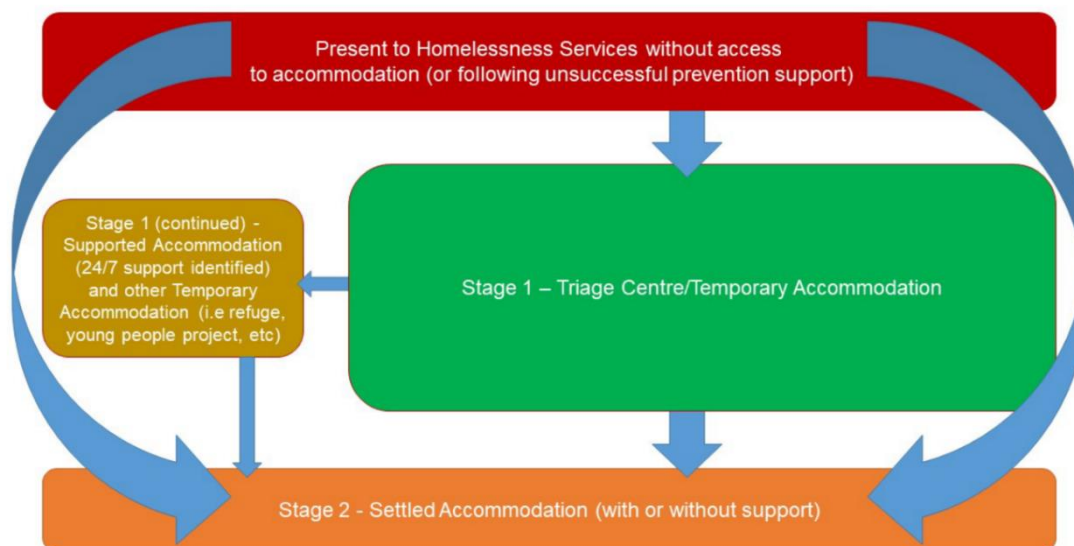
Following our Rapid Rehousing transformation, we envisage a pathway to settled accommodation that moves people in housing need quickly into a home that meets their needs with the support to maintain that home.

- Temporary accommodation maybe provided, if settled accommodation unavailable, on completion of a support needs assessment with the Housing Hwb service
- An emergency triage centre may be appropriate dependant on the level of support needed
- Refuge provision may be required if the person is experiencing domestic abuse. Appropriate support will be provided and always aim for settled accommodation asap.
- TA will be provided by a range of partners and support provision will be delivered by third sector partners and Local Authority managing the accommodation
- Settled accommodation will be sourced meeting the needs of the individual. Provided from the social or private sector and support can continue for as long as it is required.
- Support will be commissioned via HSG to be flexible to meet the need of the client and will be outcomes-based to allow for a person-centred approach.
- Support will be provided both by in-house support officers and external housing support providers. If the support needs of the individual are assessed as high, then Housing First may be the most appropriate option.



Individuals whose support needs are intensive might be best placed in long-term supported accommodation which would be sourced to meet their individual need. Independent settled accommodation will always be the main aim. Our accommodation model will follow that outlined in the Welsh Government Guidance.

*Figure 5 Rapid Rehousing model of Accommodation*



## ***Pandemic response***

The Covid-19 pandemic brought about changes to the statutory homelessness guidance which resulted in a considerable amount of people being newly eligible to be housed by the Council from March 2020. The situation is currently unchanged, meaning that all who present are effectively in 'priority need'. This is also referred to as the 'No one left out' policy. A clear trend, which is mirrored across Wales, is the growing proportion of single people presenting to us as homeless.

This change in policy increased the number of people requiring temporary and emergency accommodation. The need for temporary accommodation peaked towards the end of the summer in 2020 and remains high compared with pre-pandemic levels.

The HAG recommendations emphasise the need for prevention of homelessness whenever possible. Our first duty is always to consider how we can help people to prevent them from becoming homeless and avoid the need to be re-housed. With an increase in demand our existing services need to develop to ensure they continue to focus on prevention and avoid people moving into housing crisis.

During the Covid-19 pandemic the Welsh Government introduced legislation to halt the serving of s21 Notices. Since the lifting of this ban, we have seen a large increase in the number of Notices served and the presentation of people to the Local Authority threatened with homelessness.

To tackle this increase in presentations due to s21 notices we are using a range of measures including liaising with landlords to understand the reasons for Notices and to negotiate extensions of stay and using discretionary homelessness funding to assist with arrears, extensions, and potential court costs. We will continue to deploy these and other measures to prevent and relieve homelessness as a potential impact of the pandemic.

### ***Initial socio-economic/equalities impact assessment***

As each major policy change is taken forward, we will carry out detailed Equality Impact Assessments and publish any impacts and mitigations identified.

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## 7: Resource Planning



The resources detailed in this chapter have been identified to deliver this Action Plan. However, should any future grant funding not be available we may need to revisit our current priorities.

### *Existing resource*

During the last 3 years we have used a range of resources to support the work of homelessness prevention, alleviation, and housing related support within Carmarthenshire. These include The Revenue Support Grant, Housing Revenue Account and The Housing Support Grant. We have also drawn on the Covid Phase 1 Funding and latterly the No One Left Out funding to support this function and add to our capacity.

We have also been able to draw on the Phase 2 funding and Transitional Accommodation Capital Programme to boost our stock of temporary and settled accommodation. The capital funding element of Phase 2 funding was targeted at increasing the housing stock available to us from the private sector.

### *Staffing*

There are several teams directly involved in the provision of services that prevent or relieve homelessness.

**The Housing Hwb Service** comprises a front-end triage and assessment team offering advice and assistance, a prevention team, a Housing Options team dealing with homeless applicants, a support worker team and a pre-accommodation team supporting people to settle into new tenancies. This team will be further developed to meet the actions within this plan, specifically, **reviewing the allocation of social housing and developing the housing related support offer by streamlining support assessment and referral processes**, to enable a rapid rehousing approach to homelessness prevention and relief.

**The Temporary Accommodation Team** procures and allocates temporary accommodation and manages the stock, turning over vacant properties swiftly to reallocate. As we fulfil the Action to **develop the right temporary accommodation that meets current and future need** this staff resource may change, however current demand requires that this level of staffing is needed to run this service well.

**The Private Sector Development Team** is focused on engagement with PRS landlords ensuring the sustainability of our PRS Leasing Scheme as well as the quality of PRS accommodation in

the County. The success of this team will impact on the supply of properties available to let and the extent to which we can accommodate households in the private rented sector.

Within *the Investment and Development Service* there is a team of staff dedicated to the development and delivery of affordable homes. This element of the team will be crucial in delivering on the Actions to **Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing** and to **develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing**.

The Action to **Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing** may have some bearing on how the commissioning, monitoring, and reviewing of HSG services is taken forward in the future. The *HSG commissioning team* will need to work closely with the Housing Hwb team to review the current services and to **develop and commission the right housing related support services to support the Rapid Rehousing vision**.

## *Priorities*

Our priorities will be based on our high-level actions outlined in this plan.

- Review the allocation of social housing
- Develop the housing related support offer by streamlining support assessment and referral processes
- Develop the right temporary accommodation that meets current and future need
- Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing
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- Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing
- Develop and commission the right housing related support services to support the Rapid Rehousing vision

Following the publication of this Rapid Rehousing Transition Plan detailed delivery plans will be created to outline the work that will be carried out to achieve each of these high-level actions. These delivery plans will be working documents, subject to change as the priorities, policy drivers, and demands on the services change and develop.

## *Resource plan*

Once the detailed delivery plans have been developed a detailed table which illustrates how the financial resources will change during the five-year transition period and link to activities and themes will be produced and will be monitored by the Rapid Rehousing Project Board over the next 5 years.

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Mae'r dudalen hon yn wag yn fwriadol

# Rapid Rehousing Transition Plan 2022 to 2027

Carmarthenshire County Council

September 2022



[carmarthenshire.gov.uk](http://carmarthenshire.gov.uk)

Cyngor **Sir Gâr**  
**Carmarthenshire**  
County Council



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# Foreword



Our vision for Carmarthenshire is that ***Life is for living, let's start, live and age well in a healthy, safe and prosperous environment.*** I believe a good quality affordable home is central to this vision and vital for each citizen to be able to live well.

Over recent years we have faced considerable challenges which have impacted on the ability of some to live well. The Covid-19 pandemic and the cost-of-living crisis have meant that some have found themselves excluded from society, unable to secure employment or training, unable to secure vital services and at risk of ill health. The threat of homelessness can be a result of any of these factors and whilst some are able to resolve this themselves others cannot and turn to the council for help.

We are seeing people turning to us for help in greater numbers than ever before and we are committed to help everyone who needs us and uphold the Welsh Government commitment that no one is left out. This increased demand, however, requires the right services and resources to meet it effectively.

This plan outlines how we intent to transform our homelessness services so that they are fit for purpose to meet current and future need and create an environment where homelessness is rare, brief, and unrepeated. To deliver on this plan, we intend to:

- Review the allocation of social housing
- Develop the housing related support offer by streamlining support assessment and referral processes
- Develop the right temporary accommodation that meets current and future need
- Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing
- Develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing
- Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing
- Develop and commission the right housing related support services to support the Rapid Rehousing vision

Although the responsibility to publish this Plan lies with the Council, there are a wide range of partners involved, including Housing Associations, support and accommodation providers, service users, advice agencies, the Health Board, the third sector and local authority services such as Housing, Social Services and Commissioning. I am grateful to each of these partners for their contribution to the development of this Plan and their commitment to take it forward.



The extent and complexity of the issues that face the Council and its partners over the next five years should not be under-estimated. However, we will strive to face these challenges in partnership, ensuring that the people of Carmarthenshire are able to access safe, secure, and sustainable accommodation.

I have great pleasure in presenting this Rapid Rehousing Transition Plan. It shows great ambition and commitment between ourselves and our partners. It provides an exciting opportunity for us all ***working together to end homelessness in Carmarthenshire by providing homes and support at the right time.***

**Diolch yn fawr iawn,**



**Cllr. Linda Davies Evans Deputy Leader and Cabinet Member for Housing**

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# 1: Introduction



## National Context

Welsh Government has maintained a consistent focus on tackling homelessness in the context of broader UK Government policy such as austerity and welfare reform. The Housing (Wales) Act 2014 prescribed new duties for Councils in relation to homelessness. Prior to its implementation, the legal duties for Councils focussed on those priority households who became homeless and then only if they passed a number of ‘tests’ that would determine if they were legally entitled to assistance. Since the Act, Councils have the duty to assist all households who face homelessness, regardless of the need to ‘fit’ into the priority need categories.

Under Part 2 of the Housing (Wales) Act 2014, Local authorities also have a strengthened duty to prevent and relieve homelessness which has led to a strengthening of local partnership arrangements. The guiding principle remains one of preventing homelessness and for the period 2015 to March 2020 (pre COVID) Welsh Government (WG) had started to look at further changes to the 2014 Act.

The Homelessness Action Group (HAG) was set up by the Welsh Government Minister for Housing and Local Government in June 2019 to answer 4 key questions related to the prevention and alleviation of homelessness in Wales.

- *What framework of policies, approaches and plans is needed to end homelessness in Wales? (What does ending homelessness actually look like?)*
- *What immediate actions can we take to reduce rough sleeping between now and the winter of 2019/20, and to end rough sleeping altogether?*
- *How do we put the delivery of rapid and permanent rehousing at the heart of preventing, tackling, and ending homelessness?*
- *How can we ensure joined-up local partnerships and plans are put in place to prevent, tackle and end homelessness throughout Wales?*

[Terms of reference: Homelessness Action Group | GOV.WALES](#)

The group provided a series of reports to the Welsh Government outlining how homelessness should become rare, brief, and unrepeated. One of the key themes was making homelessness brief and unrepeated through rapid rehousing. One of the recommendations for Welsh Government and local authorities to achieve this was to “*lead a transition in the support system over time to prioritise sustaining tenancies and rapid*

*rehousing (including Housing First where appropriate) as the default approach for people who are at immediate risk of homelessness or are already experiencing it.” (Homelessness Action Group, 2020).*

This recommendation was incorporated into the Welsh Government Action Plan [Ending homelessness in Wales: a high level action plan 2021 to 2026 \(gov.wales\)](#) which requires all local authorities in Wales to develop and submit a Rapid Rehousing Transition Plan (RRTP) by September 2022 and deliver on this plan as part of its Housing Support Programme Strategies.

## ***Rapid Rehousing***

Rapid Rehousing is an internationally recognised approach designed to provide people experiencing homelessness with secure, settled, and self-contained housing as quickly as possible. Rapid rehousing includes the following characteristics:

- A focus on helping people into permanent accommodation at the same time as, rather than after, addressing any other support needs.
- No requirement to be assessed for ‘housing readiness’ in order to access accommodation.
- Offering a package of assistance and multi-agency support, specially tailored to individual needs where this is required.
- Helping people experiencing homelessness or at risk of homelessness with lower or no support needs, and in doing so preventing complex needs or chronic problems from occurring or escalating.

Rapid rehousing recognises that the vast majority of people who have experienced homelessness, even those who have been severely marginalised and homeless for a long time, are able to maintain their tenancies in self-contained housing, with the right level of support. Providing a home as quickly as possible will help avoid the destabilising and marginalising effects of prolonged homelessness or prolonged stays in emergency or temporary settings while remaining homeless.

If rapid rehousing can be widely adopted then the need for many forms of temporary accommodation should diminish, although the Welsh Government recognises that there will continue to be a need for temporary housing solutions at times. [Ending homelessness in Wales: a high level action plan 2021 to 2026 \(gov.wales\)](#)

The development of Rapid Rehousing clearly places an emphasis on the provision of housing as a fundamental element of recovery from homelessness, homelessness cannot be resolved with just housing alone. For Rapid Rehousing to work, we must work in

partnership with key services such as health and criminal justice. We must also harness both the third sector and voluntary organisations who provide services that support and help tenants build confidence and a connection within a community.

## *Our vision*

Our vision and principles for preventing and alleviating homelessness are grounded in the framework of our Corporate Strategy, “**Moving Forward in Carmarthenshire**”.

Our vision for the County states that:

*‘Life is for living, let’s start, live and age well in a healthy, safe and prosperous environment’*

Our core values are set out in the illustration below and demonstrate our focus on our residents and excellence in service delivery to them.



Our 13 well-being objectives provide the framework through which we will deliver our strategy for homelessness prevention, alleviation, and housing related support.

These objectives are set out under four headings:

- Start Well: giving young people a strong start in life will contribute to the prevention of homelessness
- Live Well: people who are homeless will be supported to maximise their housing opportunities and find meaningful and fulfilling employment
- Age Well: we will ensure that people are able to stay in their homes as they age
- Healthy, Safe and Prosperous Environment: we will pay attention to the needs of people with complex needs and ensure that we are not meeting the needs of the current generation at the expense of future generations.

These remain challenging times and we recognise we need to be prepared for increasing numbers of people, with increasingly complex needs, who will need help with housing. The Housing Support Programme (HSP) Strategy 2022-26 established three high level strategic priorities derived from:

- Conclusions of the needs assessment undertaken to inform the strategy
- Duties placed on us by the Housing (Wales) Act and subsequent policy drivers
- The core aim of preventing homelessness and supporting people to have the capability, independence, skills, and confidence to access and/ or maintain a stable and suitable home and the suggested mechanisms for achieving this as stated in the Welsh Government's HSG Guidance
- Assessment of existing regional and local priorities for preventing homelessness and supporting people under the HSG
- Evidence of the impact of emergency response provisions brought in during the pandemic, many of which should be maintained and consolidated if long-term demand is to be met effectively

The following strategic priorities will help us respond to the growth in demand:

### ***Strategic Priority 1: Preventing Homelessness***

In line with the national mission, we will, identify priorities with our partners, and commission an appropriate range of support services to ensure that in future homelessness is prevented, or where it occurs it is rare, brief, and unrepeatable.

### ***Strategic Priority 2: The right accommodation for people who become homeless***

Fundamental to the Housing Support Programme is the desire to help people live independently in the community. This includes not just access but assessing and influencing supply and suitable accommodation. Housing supply, particularly single bedroom units, is in particularly high demand. We will aim to learn from our experience of delivering the Housing First model in developing Rapid Rehousing and a refreshed approach to supporting people to find the right accommodation with the right support from the outset.

### ***Strategic Priority 3: The right support for people who become homeless***

We know that timeliness and suitability of support are things that our service users depend upon. We will continue to innovate our offer as more becomes known of user needs. We recognise we need to build a single consistent system of referral, assessment and support that is simple to use both for service users and provider agencies.



## ***Our vision for Rapid Rehousing***

Further engagement was carried out with stakeholders, people who have experience of receiving a service, partners including other services within the local authority, housing providers, third sector and front-line staff of the homelessness service. From this engagement we have developed a shared vision for Rapid Rehousing based on robust intelligence and through consultation and engagement with a wide range of stakeholders. It is important that this statement is both aspirational and realistic. The importance of a person-centred approach and improved process was noted.

**“Working together to end homelessness in Carmarthenshire by providing homes and support at the right time”**



### ***Working together***

Partnership working is seen as vital in being able to deliver on our vision. This is not something that the local authority will achieve in isolation, nor would wish to. The accountability of all partners is key to delivering on this statement and the Project Board will play a crucial role in providing this accountability.

### ***The right home***

We need to have a ready supply of appropriate, affordable accommodation in the places where people want to live. Developing the accommodation required to meet the demand and the needs of those who require accommodation.

### ***The right support***

Support is available to people when they need it and for as long as they need it. There is an assertive engagement approach to support provision and support is reactive to meet the needs of the individual as they present. A multi-agency approach is used, and agencies work together in partnership to support people.



## *Our approach*

During the pandemic we have, quite rightly, been very reactive to homelessness presentations, ensuring a supply of good quality temporary accommodation (TA). We have responded with commitment to the Welsh Government's 'everyone-in' and 'no-one left out' approaches. This has resulted in growing numbers of people in TA and to whom we owe a duty.

It is recognised that people are still spending too long in TA; and there are growing numbers of people to whom we owe a full housing duty. We also know that when applicants are assessed under various sections of the Housing Act the process is complex for both applicants and caseworkers. The increase in demand has come at a time when there have also been supply challenges in the housing market, with reduced availability and affordability of accommodation in the private sector and reduced numbers of people who we have been able to help access accommodation in the private rented sector through our support in 2021.

Partnership approaches will be vital, not just in making the transition to Rapid Rehousing, but also to support the planning and implementation that is required to offer Rapid Rehousing as a direct route into settled accommodation for homeless households, reducing the need for temporary accommodation. By delivering Rapid Rehousing, in many cases, the stigma, duration, cost and experience of homelessness can be reduced.

Following the implementation of the recent Homes and Safer Communities restructure in Carmarthenshire we are now moving from the reactive stage to prevention and bringing together the main elements of the prevention programme under one umbrella. Homeless Prevention is part of the **Housing "Hwb" Services**- delivering front-line preventative services. We see this as a major step forward to the transition to Rapid Rehousing, ensuring that early intervention and prevention is our key priority moving forward. We want to make sure that homelessness is rare, brief, and unrepeatable.

## *Governance arrangements*

As the Public Policy Institute for Wales summarises in its Tackling Homelessness, A Rapid Evidence Review 2015 report:

***'The evidence shows that homelessness is a complex problem. It often has multiple causes that interact with one another in ways that vary at the individual level and require engagement with multiple policy areas'.***

The root causes that lead to homelessness and/or evident housing support needs among vulnerable individuals and households are profoundly interconnected. Therefore, the successful implementation of this strategy fundamentally depends on co-ordination, joint planning, commissioning and delivery of services (by both internal local authority departments and members, statutory partners, and the housing sector).

In practice, this collaborative approach is played out in Carmarthenshire through participation in the **Mid and West Wales RHSCG** which covers the Powys and Hywel Dda University Health Board areas. Whilst the County Council is not directly accountable to the RHSCG, the regional structures provide a forum for practice sharing, spreading proven effective practice and addressing common opportunities and challenges. This has included joint working on the development of local HSP strategies across the region and the RHSCG will also oversee delivery of regional priorities emerging from local plans.

The **CCG/HSG Board** is responsible for approving local spend in relation to the Housing Support Grant and the Children and Communities Grant. Members are responsible for all key decision-making regarding service development and any proposals received from subgroups. They provide approval for significant service change and any budgetary arrangements or virements between grants. Their role is to ensure coordination across both CCG and HSG.

The **Regional Partnership Board (RPB)** provides an obvious mechanism for engaging with health, social care, and other partners responsible for the delivery of care and support in the County. It provides an ideal forum for collaboration, for example in the commissioning of services which promote wellbeing of citizens through the provision of appropriate housing and related support. Current strengthening of RPBs in response to the recent White Paper 'Rebalancing Care and Support' (2021) presents an opportunity for further development of these links, ensuring that health and care services align with housing support and supporting a person-centred approach.

Existing links will also continue with the local Homelessness Forum, RDT Housing & Regeneration Strategic Team Capital Build Programme, HSG & CCG Board, Area Planning Board for Substance Misuse Services, The Mental Health Partnership Board and the VAWDASV Strategic and Delivery Groups, to ensure delivery of the transitional plan by the alignment of services and approaches to support as well as optimisation of available resources.

The recently established **Rapid Rehousing Project Board** provides further governance for the work. The board is made up of senior leaders from within the local authority as well as Housing Associations and key support provider partners. The Terms of Reference and

membership can be seen in Appendix 2. The group is chaired by the Cabinet Lead for Housing and meets regularly with the Rapid Rehousing Policy Lead to collaboratively plan and review the priorities around HSG commissioning and the capital build programme; to identify contributions from key partners as well as demands on resources, developing innovative services, focusing on the greatest impact for people receiving services and a long-term preventative agenda. This group will provide oversight for the delivery plans of the Rapid Rehousing Action Plan.

The Plan has been approved by **Cabinet** and any policy decisions will be submitted for cabinet/council approval and scrutiny by elected members.

The **governance structure** showing how the transition fits within the structure of the Housing Division and within the wider local authority service provision and local partners is shown over.

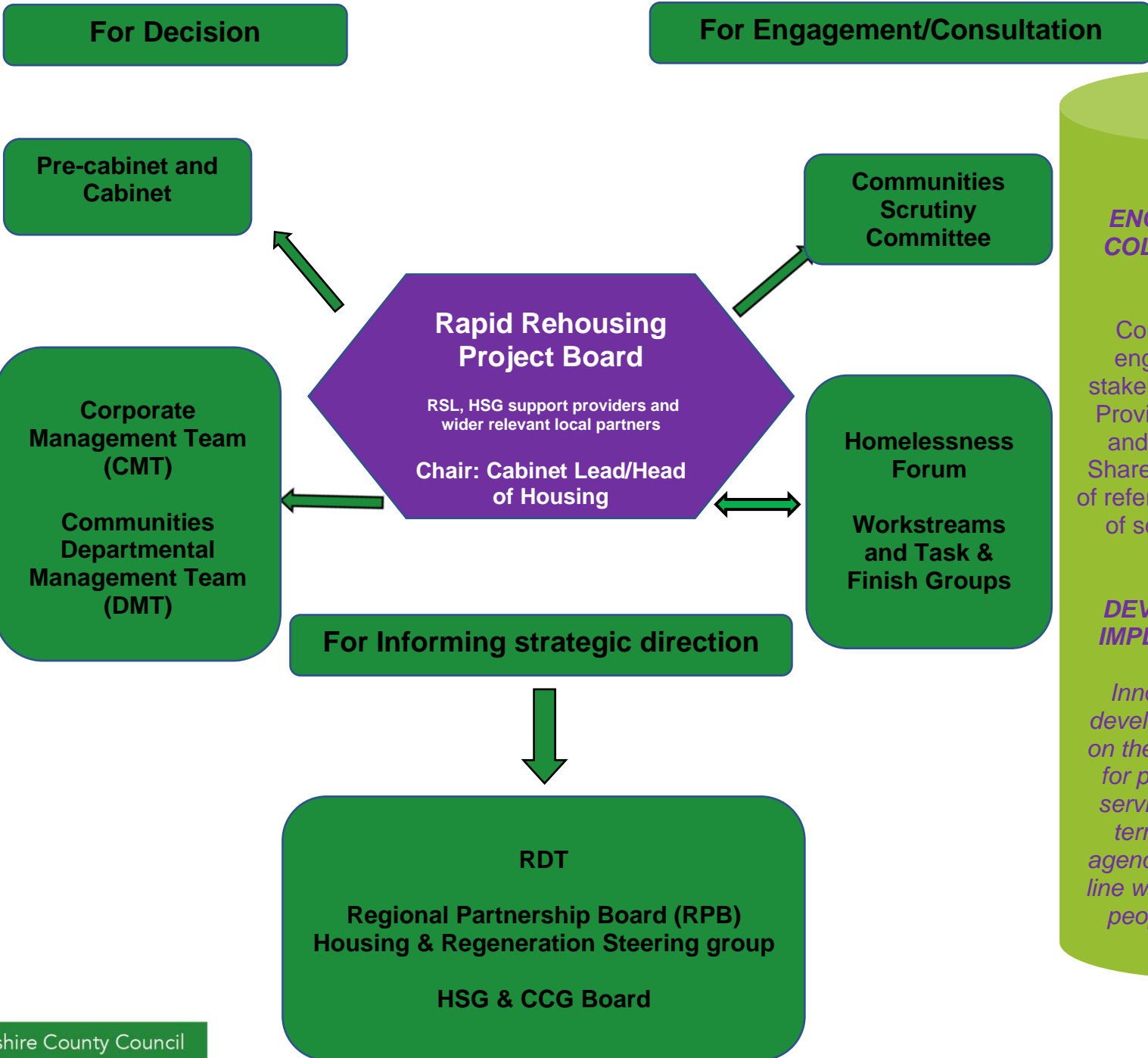
**STRATEGIC PLANNING**

*Development of Strategic and Corporate plans coordinated to enhance and complement services identifying contributions from key partners or demands on resources*

**COLLABORATIVE PLANNING & REVIEWING**

*Support HSG commissioning and capital build programme. Identifying Procurement Options for Grants and Tendering*

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**ENGAGEMENT & COLLABORATIVE WORKING**

*Consultation and engagement with stakeholders, Support Providers, Landlords and Service Users Shared understanding of referral pathways and of service eligibility criteria*

**DEVELOPMENT & IMPLEMENTATION**

*Innovative service development focusing on the greatest impact for people receiving services and a long-term preventative agenda including front line workers as well as people with a lived*

## 2: Homelessness data and analysing need



### *About Carmarthenshire*

Carmarthenshire County Council is the third largest local authority in Wales by area covering some 2,395km<sup>2</sup>. It borders Ceredigion to the north; Powys, Neath Port Talbot, and Swansea to the east; the Bristol Channel to the south; and Pembrokeshire to the west. The three largest towns are Llanelli, Ammanford, and Carmarthen (the county town and administrative centre). The Carmarthenshire population is one of the sparsest in Wales at just 78 people per km<sup>2</sup> who live across a diverse County of both urban and rural communities. Llanelli, Carmarthen and Ammanford are home to 25% of the population. 60% of the population live in rural areas.

The total population is projected to grow by an average of 373 people a year between 2021 and 2040, and there will likely be an accompanying growth in the use of the health and social care services in Carmarthenshire. In addition, the proportion of people aged 80+ will increase by more than 50% in a similar time frame and, will likely contribute to greater pressure being placed on health and social care services in the future. Household sizes are getting smaller, meaning that in the future the population will be made up of more households, increasing the demand for homes.

Carmarthenshire has fewer areas amongst the most deprived in Wales and those areas are largely concentrated in the three main towns: Ammanford, Carmarthen and, to the greatest extent, Llanelli. However, Carmarthenshire has a higher proportion of areas that are less acutely deprived which are spread across the rural hinterland and smaller rural towns.

### *Wellbeing Assessment*

#### Summary

Carmarthenshire's population projections highlight a growing yet ageing population  
The total population is projected to grow by an average of 373 people a year between 2021 and 2040  
The proportion of people aged 80+ will increase by more than 50% by 2040 and likely contribute to greater pressure being placed on health and social care services  
Making sure people have the right help at the right time as and when they need it

At the time of the Well-being Assessment (2016), around 185,100 people lived in Carmarthenshire making it the county with the 4th highest population in Wales. 76% of the population of Carmarthenshire were born in Wales with 1.9% from non-white ethnic backgrounds. In line with trends across Wales, Carmarthenshire has an ageing population with over 40's accounting for 56% of the population and over 65's for 23%.<sup>1</sup>

This trend is set to continue with projections suggesting that increases in overall Carmarthenshire population will be primarily in the 65+ age group. This will impact understandings of well-being within the County and impact how we work to maximise positive experiences.

The number of deaths had consistently exceeded the number of births each year, although there had been consistent growth in the population because of net inward migration. However, lower migration rates in more recent years had led to a slower growth in the overall population. In particular, the rate of growth sharply slowed in the years 2006-2010 but had been rising again to 2017.

The Welsh Government estimated that 190,073 people lived in Carmarthenshire in June 2020. Carmarthenshire's total population is predicted to grow steadily, largely because of UK migration, whilst the demographics of the population will change significantly as people aged 65+ become a larger proportion of the population. The population of the area is projected to grow to 196,106 by 2040, a growth of 3% from the 2020 estimate.

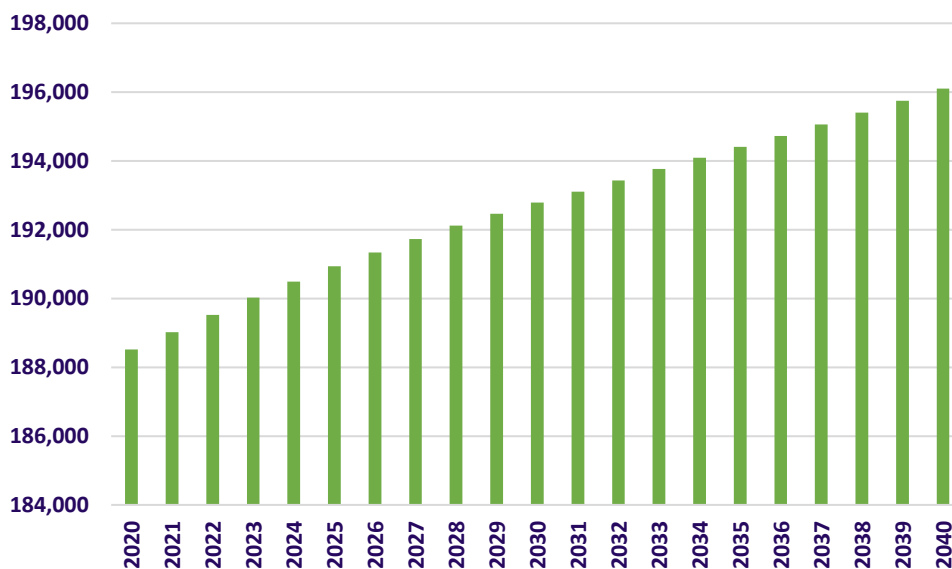


Figure 1 Projected Population Growth of Carmarthenshire 2020-40

<sup>1</sup> Carmarthenshire Wellbeing Assessment 2016

However, between 2018 and 2040 population projections estimate that the number of people aged 65+ will grow from 44,011 to 58,159 - a growth of 32%. Older age groups have significantly higher levels of population growth, with people aged 80+ predicted to grow by 52% in the same period, reflecting an ageing population with more complex and intensive health and social care needs.

### *Welsh Index of Multiple Deprivation*

#### Summary

Carmarthenshire has fewer areas amongst the most deprived in Wales and those areas are largely concentrated in the three main towns: Ammanford, Carmarthenshire and, to the greatest extent, Llanelli.

Carmarthenshire has a higher proportion of areas that are less acutely deprived which are spread across the rural hinterland and smaller rural towns. Over half of small areas in Carmarthenshire rank amongst the 50% most deprived in Wales, which is higher than the regional average of 42% and the national average.

Llanelli has four areas that are amongst the poorest 10% in Wales

Some rural towns and villages are amongst the 10-30% most deprived in Wales

Tyisha has the most deprivation out of 112 small areas in Carmarthenshire

The Welsh Index of Multiple Deprivation (WIMD) is the official measure of relative deprivation for small areas in Wales. It identifies areas with the highest concentrations of several different types of deprivation including, income, health, and education. Data in the WIMD is broken down into Lower layer Super Output Areas (LSOAs) comprised of an average of 1,500 people – in Wales there are 1,909 LSOAs. This enables community level insights into overall deprivation and specific domains, such as health, which are closely linked with people's vulnerability to homelessness.

Deprivation in Carmarthenshire is largely concentrated in the main urban centres of the local authority: Llanelli, Ammanford and to a lesser extent Carmarthen. Llanelli features the highest level of deprivation in the Authority with four areas in the south of the town and Llwynhendy 3 to the east of the town, ranked as among the 10% most deprived in Wales. These are the only areas in Carmarthenshire ranked among the 10% most deprived.

Some of the rural towns and villages, such as Pembrey, Burry Port, Llandybïe, Kidwelly and Trimsaran, feature higher levels of deprivation. These places all feature areas that are ranked amongst the 10 to 30% most deprived in Wales, with many of these areas featuring particularly high levels of income, employment, and education deprivation.

In mid and north Carmarthenshire deprivation is generally at very low levels, with many of the areas in this part of the County ranking among some of the least deprived in the country.

Individual indicators within the WIMD for health, income, employment, and housing highlight the different pressures that people can face, which can put them at higher risk of homelessness.

## ***Health***

The health domain is comprised of the following indicators:

- 31% GP-recorded chronic conditions (rate per 100), age-sex standardised
- 30% Limiting long-term illness (rate per 100), age-sex standardised
- 18% Premature deaths (rate per 100,000), age-sex standardised
- 10% GP-recorded mental health conditions (rate per 100), age-sex standardised
- 4% Cancer incidence (rate per 100,000), age-sex standardised
- 4% Low birth weight (live single births less than 2.5 Kg, percentage)
- 3% Children aged 4-5 who are obese (percentage)

Health deprivation is concentrated in urban areas, primarily in the south-east of the County, with nearly all areas in the rural north amongst the 50% least deprived in Wales.

## ***Employment***

The employment domain is made up of one indicator, containing four elements:

- Jobseeker's Allowance (JSA);
- Employment and Support Allowance (ESA);
- Incapacity Benefit (replaced Severe Disablement Allowance)
- Universal Credit (UC) and not in employment

Like health deprivation, employment deprivation is concentrated in the urban centres and the rural areas between them in the southeast of the authority.



## Housing

The housing domain is made up of two equally weighted measures: the likelihood of poor-quality housing (being in disrepair or containing serious hazards) and the percentage of people living in overcrowded households (bedrooms measure). Housing deprivation is present across all urban centres as well as the more rural areas which comprised much of the north and west of the authority. In these more rural areas access to services is also far lower, which reflects the different set of challenges that people in these areas face and consequently the different ways homelessness presents in these parts of Carmarthenshire.

The levels of homelessness and accommodation insecurity in Carmarthenshire likely parallel levels of deprivation, particularly for areas performing worse in the health, employment and housing domains identified above.

## Deprivation

There are no areas of deep-rooted deprivation in Carmarthenshire. Deep-rooted deprivation is defined as an area that has remained within the top 50 most deprived, roughly equal to the top 2.6% of small areas in Wales for the last five publications of WIMD rankings (WIMD 2005, 2008, 2011, 2014 and 2019). However, Tyisha 2 has regularly featured amongst the 50 most deprived small areas in Wales, being ranked 17<sup>th</sup> out of 1,909 areas in 2019, the most deprived of 112 small areas in Carmarthenshire.

LSOA	National rank in WIMD 2014	National rank in WIMD 2019	Change in national rank 2014-19
Tyisha 2	55	17	- 38
Glanymor 4	154	68	- 86
Bigyn 4	124	84	- 40
Tyisha 3	187	144	- 43
Llwynhendy 3	125	172	+ 47

*Table 1 Five most deprived LSOAs in Carmarthenshire in 2019*

Carmarthenshire does not feature particularly high levels of deprivation compared with the national average, however the levels of deprivation in Carmarthenshire are slightly above the neighbouring regions to the north of Ceredigion and Powys.

There are fewer areas ranked in the 20% most deprived in Carmarthenshire compared with the national average, although the Carmarthenshire average is marginally higher than the Mid and West Wales regional average. Carmarthenshire mirrors the national average for the proportion of areas in the 30% and 50% most deprived whilst the regional average is far lower, for areas amongst the 30% deprived.

Area	% of LSOAs in the 10% most deprived	% of LSOAs in the 20% most deprived	% of LSOAs in the 30% most deprived	% of LSOAs in the 50% most deprived
Carmarthenshire	4%	11%	27%	54%
Mid and West Wales*	3%	8%	15%	42%
Wales	10%	20%	30%	50%

Table 2 Average levels of deprivations in Carmarthenshire and comparators (\*Combined average of Pembrokeshire, Carmarthenshire, Ceredigion, and Powys)

## Local Housing Market Assessment

### Summary

Household sizes are getting smaller, meaning that in the future the population will be made up of more households, with lower average occupancy, increasing demand for homes. The number of households is projected to increase by 9,555 over the 15-year period 2018-33 (637 per year).

There has been a consistent increase in owner occupation in each of the previous three intercensal decades (1981-91, 1991-01, 2001-11). There has been a shift away from social rented housing to the private rented sector in the twenty years since 1991. The majority tenure is still owner occupation.

Of the total housing need, 77% is for market tenures and the remaining 23% is for affordable housing for purchase. There will likely be changes in the types of dwelling required across all tenures, most notably an increase in one and two-bedroom properties in affordable tenures particularly social housing.

The Mid and South-West Wales Housing Assessment Housing Market Summary for Carmarthenshire<sup>2</sup> was carried out in 2019 and provides a valuable analysis of the housing picture in the County. It identified that household sizes in Carmarthenshire are getting smaller. In 1991, the average household size was approximately 2.5 people, whereas by 2001 it was just over 2.3 persons. The household projections indicate that household sizes are likely to reduce to an average of around 2.2 by 2031. A falling household size means that a given population will form into more households in the future.

<sup>2</sup> Mid and South-West Wales Housing Assessment Housing Market Summary for Carmarthenshire 2019

## *Housing tenure changes*

There has been a consistent increase in owner occupation since the 1981 census and a shift away from social rented housing and this is forecast to continue.

**From 1981-1991:** the number of owner occupiers increased from 37,400 to 48,300 households (a gain of almost 11,000). The number of social tenants reduced from 16,700 to 12,800 households (a loss of over 4,000), and the number of private tenants also reduced by over 1,000. The reduction in social rent and corresponding increase in owner occupation over this period can be ascribed, in part, to the introduction of the right to buy scheme in 1980.

**From 1991-2001:** the number of owner occupiers continued to climb, increasing from 48,300 to 52,900 households (a gain of 4,600); this was alongside a growth of private tenants, increasing from 4,400 to 7,600 households (a gain of 3,300). The number of social tenants reduced by 300.

**From 2001-2011:** the number of owner occupiers increased from 52,900 to 56,500 (an increase of 3,600 households), whilst the number of private tenants also increased from 7,600 to 10,700 households (a gain of 3,000). The number of social tenants decreased by 900. It should be noted that the right to buy was abolished throughout Wales in 2019; and this is likely to lead to future increases in the social rented sector.

In general, the largest change was in the Llanelli and District sub-area. This reflects the population density in Carmarthenshire.

## *Home ownership*

House price trends (2001-2018), adjusted to take account of and remove the impact of inflation, reflected real changes in house prices since 2001. Real average house prices increased substantially in the period 2001-2008 (from £47,900 to £133,900 at 2018 values, a real increase of 179%). Values then reduced to the start of 2014, gradually increased up to 2017 and then stabilised around the £100,000 mark into 2018. There was also some variance in house prices across Carmarthenshire.

The population was projected to increase, and the age profile likely to change with an increased number of older people (aged 65+), alongside a small increase in the younger age bands in some sub-areas. As a result of this increasing population and the reducing average household size, the number of households was projected to increase by 9,555 over the 15-year period 2018-33 (637 per year). Of the total housing need, 77% was for market tenures and the remaining 23% was for affordable tenures.

## ***Private Rented Sector (PRS)***

In 2017-18, 135 individuals were re-housed via a homelessness duty into the PRS through 72 tenancies but by 2020-21 this had reduced to 72 individuals through 42 tenancies. Under each duty of the Housing (Wales) Act the number of people who found accommodation in the private rented sector has started to reduce in 2021/2022, in line with the reduction in the number of bonds used to underwrite the deposit.

A bond scheme to help applicants access the Private Rented Sector (PRS) exists in Carmarthenshire but because only paper bonds are available through the scheme it is not attractive to landlords. This will need to be considered in our rapid rehousing plans. Further to challenges with paper bonds rising house prices compound the issue in Carmarthenshire. Due to the demand for private rental accommodation landlords can request rents significantly higher than the Local Housing Allowance. This has meant a radical reduction in the number of affordable properties available to households via the homelessness route.

The Welsh Government Homelessness Action Plan, shaped by the recommendations of the independent expert Homelessness Action Group, reflects the changes required to prevent homelessness and make the shift to rapid rehousing so that people are in temporary accommodation for the shortest possible time.

Part of the plan is the Private Rented Sector Leasing Scheme, introduced by the Welsh Government in April 2022, where private property owners are encouraged to lease their properties to the Council in return for a rent guarantee and additional funding to improve the condition of their property. However, it needs to be recognised that the rent is only guaranteed at the LHA level which, as stated above, is not sufficient for many landlords. Where it is in operation tenants will benefit from the security of long-term tenures of between five to 20 years and help to maintain their tenancy, such as mental health support or debt and money management advice.

## ***Housing Demand and Need***

Households can be considered in affordable housing need only if they cannot afford to buy or rent a suitable home in the market. However, there are households who can afford to rent a property on the open market (and are therefore not included in the definition of affordable housing need), who nonetheless cannot afford to buy a property (despite this being their aspiration) and would qualify for (and be able to afford) an intermediate affordable housing product. This group are not in affordable housing need (since they can afford market rent); but represent a demand for intermediate products such as affordable home ownership.

Homeless and concealed households increase the requirement for affordable homes, whilst overcrowded households in the private rented sector also require an affordable home. However, overcrowded households, if rehoused, will leave a market property for occupation by another household. These types of households are included within the projections in Table 3.

Households Requiring Housing					
Market housing	1 bed	2-bed	3-bed	4+ bed	Total
Ammanford & the Amman Valley	+37	+403	+1,051	+342	+1,834
Carmarthen & the West	+80	+415	+928	+447	+1,870
Carmarthenshire Rural & Market Towns	+69	+240	+354	+105	+768
Llanelli & District	+83	+680	+1,793	+476	+3,031
<b>Total market Housing (77%)</b>	<b>+270</b>	<b>+1,738</b>	<b>+4,125</b>	<b>+1,370</b>	<b>+7,503</b>
Affordable Housing	1 bed	2-bed	3-bed	4+ bed	Total
Ammanford & the Amman Valley	+92	+259	+158	+13	+522
Carmarthen & the West	+132	+231	+147	+20	+530
Carmarthenshire Rural & Market Towns	+37	+115	+5	-4	+154
Llanelli & District	+323	+355	+396	+24	+1,098
<b>Total Affordable Housing (23%)</b>	<b>+584</b>	<b>+960</b>	<b>+707</b>	<b>+53</b>	<b>+2,304</b>
Of these:					
Require Social housing (cannot afford any intermediate product)	+441	+595	+413	+34	+1,484
Could afford Intermediate rent	+142	+364	+293	+19	+819

Table 3 Changes in Bedroom Requirements by Tenure – Households 2018-33 (Source: Welsh Government, ORS Model. Note: figures may not sum due to rounding)

The households projected to be in affordable housing need in Table 3 are based on the following assumptions:

- The first group are those that are projected to be unable to access any intermediate product.
- The second are those affordable households that are projected to have sufficient income to afford intermediate rent.

However, it is important to recognise that the existence of intermediate schemes does not necessarily mean that those eligible will access them. For example, some renting households that cannot afford market home ownership, but could afford affordable home ownership may be actively choosing to rent, and therefore may not be interested in an affordable home ownership product even if it were made available.

Intermediate products are considered affordable housing and may not be affordable by those in affordable housing need, a distinction needs to be made between “affordable need” and “affordable demand”. The Welsh Government produced “Local Housing Market Assessment Guide” (March 2006) makes clear the distinction between need and demand and provides the following definitions in Appendix G:

*Housing demand is the quantity and type / quality of housing which households wish to buy or rent and can afford. It therefore takes account of preferences and ability to pay.*

*Housing need refers to households lacking their own housing or living in housing, which is inadequate or unsuitable, who are unlikely to be able to meet their needs in the housing market without some assistance.*

As demonstrated in Table 3 above there will likely be changes in the types of dwelling required across all tenures, notably an increase in one and two-bedroom properties in affordable tenures, particularly social housing.

We actively encourage applicants to look in the Private Sector however we have seen the number of properties available for rent drop, and those that are available are clearly unaffordable to our clients coming through the system.

We subscribe to an independent service ‘Hometrack’. Hometrack obtain their data by regular contact with letting agents around the UK. They provide a rolling average, and the data below covers the year to March 2022. Table 4 shows that a lot of areas are n/a which means there have been no lets of that size in that ward in the 12 months to March 2022 therefore availability is low.

## Rental Values by Number of Bedrooms for Carmarthenshire (£ per week)

Area	1 bedroom			2 bedroom			3 bedroom			4 bedroom		
	30th percentile	Median	LHA	30th percentile	Median	LHA	30th percentile	Median	LHA	30th percentile	Median	LHA
Whole County	91	103	80.55	120	132	97.81	144	150	110.47	194	219	136.93
Abergwili	n/a	n/a	80.55	134	135	97.81	n/a	n/a	110.47	n/a	n/a	136.93
Ammanford	97	109	80.55	109	118	97.81	143	150	110.47	172	172	136.93
Betws	n/a	n/a	80.55	n/a	n/a	97.81	176	179	110.47	183	184	136.93
Bigyn	91	91	80.55	114	114	97.81	137	150	110.47	146	147	136.93
Burry Port	97	102	80.55	132	132	97.81	150	153	110.47	201	201	136.93
Bynea	115	116	80.55	137	141	97.81	143	147	110.47	n/a	n/a	136.93
Carmarthen North	98	103	80.55	116	141	97.81	170	178	110.47	187	208	136.93
Carmarthen South	91	103	80.55	121	136	97.81	144	166	110.47	167	167	136.93
Carmarthen West	108	114	80.55	138	144	97.81	165	172	110.47	223	251	136.93
Cenarth	97	102	80.55	120	121	97.81	150	150	110.47	n/a	n/a	136.93
Cilycwm	n/a	n/a	80.55	n/a	n/a	97.81	n/a	n/a	110.47	n/a	n/a	136.93
Cynwyl Elfed	132	132	80.55	123	144	97.81	191	207	110.47	190	201	136.93
Cynwyl Gaeo	99	100	80.55	n/a	n/a	97.81	167	171	110.47	n/a	n/a	136.93
Dafen	n/a	n/a	80.55	114	120	97.81	147	161	110.47	n/a	n/a	136.93
Elli	94	96	80.55	111	126	97.81	150	153	110.47	n/a	n/a	136.93
Felinfoel	n/a	n/a	80.55	130	132	97.81	n/a	n/a	110.47	n/a	n/a	136.93
Garnant	n/a	n/a	80.55	141	145	97.81	157	158	110.47	n/a	n/a	136.93
Glanamman	n/a	n/a	80.55	116	123	97.81	172	172	110.47	166	166	136.93
Glanymor	91	97	80.55	137	144	97.81	138	147	110.47	238	242	136.93
Glyn			80.55			97.81			110.47			136.93
Gorslas	n/a	n/a	80.55	131	143	97.81	155	156	110.47	233	242	136.93
Hendy	n/a	n/a	80.55	146	149	97.81	168	173	110.47	229	229	136.93
Hengoed	n/a	n/a	80.55	132	141	97.81	144	150	110.47	n/a	n/a	136.93
Kidwelly	n/a	n/a	80.55	118	120	97.81	126	141	110.47	183	183	136.93
Laugharne	109	109	80.55	n/a	n/a	97.81	196	196	110.47	194	201	136.93
Llanboidy	n/a	n/a	80.55	n/a	n/a	97.81	168	196	110.47	n/a	n/a	136.93
Llandeilo	91	91	80.55	118	129	97.81	124	126	110.47	n/a	n/a	136.93
Llandovery	n/a	n/a	80.55	n/a	n/a	97.81	n/a	n/a	110.47	n/a	n/a	136.93
Llandybie	n/a	n/a	80.55	114	116	97.81	148	153	110.47	n/a	n/a	136.93
Llanegwad	114	114	80.55	114	114	97.81	162	162	110.47	213	213	136.93
Llangennech	n/a	n/a	80.55	136	147	97.81	132	132	110.47	n/a	n/a	136.93
Llangunnor	n/a	n/a	80.55	n/a	n/a	97.81	184	187	110.47	n/a	n/a	136.93
Llangyndeyrn	n/a	n/a	80.55	126	129	97.81	171	175	110.47	n/a	n/a	136.93
Llanddarog	138	138	80.55	90	96	97.81	194	198	110.47	219	219	136.93
Llanfihangel Aberbytho	n/a	n/a	80.55	108	108	97.81	n/a	n/a	110.47	n/a	n/a	136.93
Llanfihangel -ar-Arth	n/a	n/a	80.55	131	132	97.81	121	137	110.47	n/a	n/a	136.93
Llangadog	109	109	80.55	120	120	97.81	n/a	n/a	110.47	219	219	136.93
Llaneler	n/a	n/a	80.55	n/a	n/a	97.81	156	172	110.47	150	170	136.93
Llannon	n/a	n/a	80.55	102	102	97.81	137	142	110.47	n/a	n/a	136.93
Llansteffan	n/a	n/a	80.55	n/a	n/a	97.81	143	143	110.47	300	300	136.93
Llanybydder	n/a	n/a	80.55	128	137	97.81	221	223	110.47	n/a	n/a	136.93
Lliedi	94	96	80.55	106	120	97.81	129	150	110.47	n/a	n/a	136.93
Llwynhendy	95	98	80.55	132	144	97.81	157	162	110.47	253	253	136.93
Manordeilo & Salem	94	97	80.55	100	106	97.81	178	178	110.47	187	196	136.93
Pembrey	n/a	n/a	80.55	128	132	97.81	151	155	110.47	184	230	136.93
Penygroes	79	81	80.55	120	129	97.81	156	160	110.47	n/a	n/a	136.93
Pontaman			80.55			97.81			110.47			136.93
Pontyberem	90	90	80.55	138	138	97.81	137	138	110.47	217	217	136.93
Quarter Bach	n/a	n/a	80.55	n/a	n/a	97.81	120	131	110.47	n/a	n/a	136.93
Saron	n/a	n/a	80.55	117	118	97.81	145	150	110.47	n/a	n/a	136.93
St Clears	112	114	80.55	114	114	97.81	159	166	110.47	214	218	136.93
St Ishmael	103	103	80.55	107	109	97.81	173	178	110.47	n/a	n/a	136.93
Swiss Valley	n/a	n/a	80.55	161	161	97.81	155	167	110.47	n/a	n/a	136.93
Trelech	n/a	n/a	80.55	129	138	97.81	n/a	n/a	110.47	219	219	136.93
Trimsaran	n/a	n/a	80.55	n/a	n/a	97.81	147	150	110.47	285	322	136.93
Tygroes	92	92	80.55	114	121	97.81	121	121	110.47	n/a	n/a	136.93
Tyisha	88	90	80.55	129	137	97.81	137	141	110.47	n/a	n/a	136.93
Whitland	82	87	80.55	126	126	97.81	131	150	110.47	n/a	n/a	136.93

Table 4 Rental Values by Number of Bedrooms for Carmarthenshire (£ per week)



The table 5 below includes household income figures. The wards highlighted red have high proportions of households on below £20k a year income, £20k being the benefits cap. There are 14 wards where over 40% of the households have an income of less than £20k, therefore meeting the gap between market rent and LHA demonstrated above is unachievable for most households.

### Household income figures, November 2021

Area ID	Area Name	Total households	0-5K	5-10K	10-15K	15-20K	Number of households below £20k	Percentage of households below £20k	Median Income	Lower Quartile	No of HHs below 50% GB median income
W05000457	Abergwili	970	11	58	90	105	264	27%	£32,349	£18,984	187
W05000458	Ammanford	1,315	45	173	199	188	605	46%	£21,857	£12,784	468
W05000459	Betws	1,017	19	80	106	115	321	32%	£29,778	£17,107	237
W05000460	Bigyn	2,870	85	333	398	389	1,205	42%	£23,763	£13,766	921
W05000461	Burry Port	1,975	53	219	270	269	811	41%	£24,108	£14,107	615
W05001002	Bynea	1,867	33	144	192	209	579	31%	£30,275	£17,324	426
W05000463	Carmarthen Town North	2,312	63	240	289	292	884	38%	£25,825	£14,755	671
W05000464	Carmarthen Town South	1,911	54	222	267	259	802	42%	£23,779	£13,776	613
W05000465	Carmarthen Town West	2,219	41	187	251	268	747	34%	£28,336	£16,412	551
W05000466	Cenarth	975	21	96	127	131	374	38%	£25,366	£15,019	279
W05000467	Cilycwm	604	9	44	64	72	189	31%	£29,288	£17,344	137
W05000468	Cynwyl Elfed	1,224	18	90	129	144	382	31%	£29,471	£17,378	276
W05000469	Cynwyl Gaeo	726	13	63	90	97	263	36%	£26,276	£15,807	192
W05000470	Dafen	1,492	43	171	207	205	627	42%	£23,676	£13,823	477
W05000471	Elli	1,507	35	154	195	197	582	39%	£25,497	£14,792	438
W05000472	Felinfoel	844	34	122	134	123	413	49%	£20,471	£12,040	324
W05000473	Garnant	941	22	98	126	128	374	40%	£24,664	£14,560	281
W05000474	Glanamman	1,077	30	123	148	145	446	41%	£24,049	£13,906	341
W05000475	Glanymor	3,050	117	406	440	408	1,370	45%	£22,491	£12,728	1,072
W05000476	Glyn	945	19	84	109	115	327	35%	£27,880	£16,063	243
W05000477	Gorslas	2,058	37	164	216	230	647	31%	£30,149	£17,122	479
W05000478	Hendy	1,517	23	107	148	163	442	29%	£31,817	£18,085	323
W05000479	Hengoed	1,784	28	138	198	219	583	33%	£28,629	£16,878	423
W05000480	Kidwelly	1,610	41	172	213	213	640	40%	£24,834	£14,436	484
W05000481	Laugharne Township	1,187	22	100	136	146	404	34%	£28,002	£16,330	297
W05000482	Llanboidy	872	14	67	95	106	281	32%	£28,810	£17,030	204
W05000483	Llanddarog	917	10	53	83	99	246	27%	£32,376	£19,170	173
W05000484	Llandello	1,438	27	128	171	181	507	35%	£27,279	£15,911	375
W05000485	Llandovery	1,127	30	129	159	158	477	42%	£23,490	£13,852	361
W05000486	Llandybie	1,877	40	165	212	223	639	34%	£28,317	£16,179	477
W05000487	Llanegwad	1,033	11	61	95	113	280	27%	£32,205	£19,022	198
W05000488	Llanfihangel Aberbythych	816	9	51	78	92	230	28%	£31,385	£18,583	163
W05000489	Llanfihangel-ar-Arth	1,248	24	115	156	165	460	37%	£26,127	£15,512	340
W05000490	Llangadog	860	14	66	93	102	275	32%	£29,173	£17,046	201
W05000491	Llangeler	1,490	28	132	179	191	530	36%	£26,966	£15,866	391
W05001003	Llangennech	2,213	39	179	242	261	721	33%	£29,029	£16,791	530
W05000493	Llangunnon	1,204	25	103	131	138	397	33%	£29,048	£16,511	297
W05000494	Llangydeyrn	1,556	30	137	183	194	544	35%	£27,498	£15,991	403
W05000495	Llannon	2,320	46	209	278	291	824	36%	£27,243	£15,816	611
W05000496	Llansteffan	896	9	52	83	100	244	27%	£31,808	£18,986	172
W05000497	Llanybydder	1,217	33	132	160	160	485	40%	£24,790	£14,354	368
W05000498	Llidi	2,418	61	260	326	327	974	40%	£24,497	£14,348	735
W05000499	Llwynhendy	1,947	74	264	295	277	910	47%	£21,520	£12,525	708
W05000500	Manordeilo and Salem	924	9	53	83	100	245	26%	£32,470	£19,321	172
W05000501	Pembrey	1,783	31	145	200	216	592	33%	£28,491	£16,626	434
W05000502	Penygroes	1,246	18	89	130	146	383	31%	£29,744	£17,545	277
W05000503	Pontamman	1,230	27	121	155	158	461	37%	£26,134	£15,135	346
W05000504	Pontyberem	1,218	31	126	156	158	470	39%	£25,470	£14,744	355
W05000505	Quarter Bach	1,232	36	146	176	172	530	43%	£23,203	£13,588	404
W05000506	St. Clears	1,361	22	106	148	162	439	32%	£29,106	£16,963	320
W05000507	St. Ishmael	1,195	14	77	118	136	346	29%	£30,825	£18,267	246
W05000508	Saron	1,773	39	159	203	214	615	35%	£27,842	£15,981	459
W05000509	Swiss Valley	1,115	13	71	107	123	314	28%	£31,774	£18,560	224
W05000510	Trelech	846	16	75	106	114	311	37%	£25,998	£15,656	227
W05000511	Trimsaran	1,068	29	118	145	145	437	41%	£24,238	£14,146	331
W05000512	Tygroes	1,117	18	88	124	137	366	33%	£28,472	£16,808	267
W05000513	Tyisha	2,039	90	316	335	299	1,040	51%	£19,657	£11,549	822
W05000514	Whitland	1,057	26	102	124	127	381	36%	£27,197	£15,437	288

Table 5 Household income data for Carmarthenshire for November 2021





## *Housing Supply*

As of 31 March 2020, Carmarthenshire had 9,223 Council homes and 3,197 housing association homes. The pattern of provision reflects the legacy of Council building from the 1950s to the 1970s, combined with the impact of Right to Buy since 1980. This has resulted not only in a shortfall of affordable rented homes, but also a stock which does not in every area match the need in that community.

When we adopted the Affordable Homes Delivery Plan in 2016, we divided the County into four areas to monitor the delivery of new affordable homes. These are areas which broadly reflect the different needs of our County. The same areas have been used for our housing market assessment from 2019 onwards. The map identifying the affordable housing action areas is shown within the *Carmarthenshire Housing Need Prospectus* at Appendix A

Carmarthenshire's priorities for delivering new affordable homes are as follows:

- Deliver new affordable homes in the areas of greatest housing need, through mixed tenure developments, with housing solutions based on the needs of each area. For example, provide more homes for low-cost home ownership in rural areas.
- Support the wider strategic regeneration priorities across the County, such as in town centres and rural areas.
- Deliver more homes for general needs households as well as specialist housing meeting specific housing need e.g., assisted living schemes for learning disabilities, mental health, and older people's housing
- Provide housing solutions to enable the transition from temporary or supported accommodation to independent living.
- Linking affordable homes development with economic recovery from the effects of Covid 19, including boosting the green economy, the construction industry and local supply chains, with skilled jobs and training for local people

## *Innovation*

Every ward in the county has a housing need for social housing. The level of need varies from ward to ward, however the pattern of households requiring rehousing due to homelessness shows a shortfall of 1-bedroom apartments and 2-bedroom houses. These house types already have a high priority in our developments.

We are also looking at innovative uses of our existing housing stock by commencing a programme of re-configuring several voids that would usually be relet as 3 bed family accommodation into 2 x single persons shared accommodation.

The demands on front line homelessness services and temporary accommodation (TA) have continued since the start of the Pandemic because of the change in policy around the priority status for those presenting. Whilst other services have been able to move quickly to the recovery phase following the pandemic, housing services continue to experience increased pressures on the front end and even though we remain focused on the prevention of homelessness, we continue to place between 5-7 households in TA on a weekly basis.

Over the past two years there has been a notable shift in those presenting and needing TA. Prior to the pandemic the Council had approximately 35 individuals in TA and around 55 families. At its height over 120 individuals were placed in TA and the number of families reduced because of the changes and fewer evictions from the Private Rented Sector. Currently we have almost 100 individuals in TA and almost 30 families. In addition, the numbers of families (and individuals) presenting following a private landlord's decision to regain possession of the property (to sell because of a buoyant housing market, for example) has increased dramatically.

During the pandemic some of our family type TA had also been re-appropriated for shared type accommodation to house individuals (including prison leavers). It has been difficult to rehouse this cohort in other long term appropriate accommodation. The Renting Homes Act will also place pressure on us to move people on from TA more quickly and the Programme above will also fit in with our Rapid Rehousing Plans.

The national response to the Ukraine crisis, which Carmarthenshire is fully committed to, will also place pressures on our front-line homeless service and local housing allocations. There needs to be a balanced and fair approach and through these plans we will be able to free up TA sooner and create capacity within the service to meet these additional demands.

There is a considerable amount of good will amongst many Carmarthenshire residents putting their properties forward for hosting. However, we are already seeing relationship breakdowns with other family members or the hosts themselves. Therefore, providing safe, decent, and relatively secure accommodation in an emergency will be vital.

Our intention is it to develop long term, sustainable options for single people which will mean releasing some of our temporary accommodation stock that can be used for Ukrainian households and others that present. These households can then be considered for permanent housing and prioritised/monitored through the 'Move On Partnership Group', chaired by CCC with members from RSLs operating in the LA. This group considers the direct matching of suitable properties to clients (within the allocation policy) prior to them being advertised to others through Canfod Cartref (the Council housing register).

This is only intended to be short term, whilst we manage the immediate demand. Likewise, moving away from or reducing our use of B&B accommodation (which was procured during the pandemic to meet the demands) will help us manage the service better and redistribute expenditure to accommodation that is appropriate and dispersed proportionally across the County.

On a local level, we need to change the culture and attitude towards sharing. Changing the configuration of properties is part of the solution and the support given prior to and during their occupation will be critical to maintaining these tenancies. This change in culture and the type of accommodation that we can offer individuals will be supported through other services set up as part of the HSG programme and pre-tenancy team.

This will be challenging; however, the properties have been selected purposely and management procedures will be put in place to ensure every chance of success.

Though we do not necessarily have any significant problems in letting three-bedroom properties, the greatest demand is for two-bedroom properties and the greatest demand for single person accommodation is focused in and around the Llanelli area, but likewise there is also a demand in the Carmarthen and Ammanford areas. It is therefore logical that to convert a three-bedroom house, by providing additional (exclusive) bathroom facilities we can increase the capacity quickly without the need for planning permission for change of use i.e., changing family home (1 Unit of accommodation) into a shared house (2 Units of accommodation).

Longer term solutions to meet future demands can be met through the mechanisms developed as part of Phase 2 and the SHG programme to increase the supply of all types of accommodation. We have a successful Social Lettings Agency with over 160 family houses. We have also successfully developed several shared housing projects based on the principles that we have outlined above. As part of this we have also considered working with our private landlords to convert some of their stock into shared housing by carrying out works to protect tenants in the event of a fire, provide additional amenities and apply for change of use from C3 to C4 dwelling and building regulations.

### ***Providing more homes for social rent***

Families and households on income levels of less than £20,000 a year are likely to need a social rented home. The Council housing register (Canfod Cartref) indicates how many households need social housing. This includes all types of need, including families, older people, single people, couples, people with disabilities and people with support needs such as mental ill health, autism or learning disabilities.

The Housing Regeneration and Development - Five Year Delivery Plan April 2022 – March 2027<sup>3</sup> will play a key role in increasing the supply of social rented homes in communities. Table 6 provides an indicative plan of where these homes will be delivered.

- Providing general needs housing for social rent – the greatest demand for social rented homes is from individuals and families without any specialist or complex needs. The supply of general needs social housing for rent throughout the County by providing homes of all sizes will be continued.
- Providing supported specialist housing for social rent - Supported housing projects are commissioned for accommodation and support for individuals or groups of people that have specialist needs. The Council will continue to increase the supply of supported accommodation by bringing the landlord function in-house and commissioning the care and support services separately. This will provide safe, affordable accommodation for the most vulnerable individuals and offer them a real choice of support provider, as the support is not linked to the landlord.
- Providing more social rented accommodation for older people – there is a good supply of social rented homes for older people, but the supply is unevenly distributed throughout the County, and does not necessarily match where people want to live or their expectations. The Council intends to provide more accommodation for older people, which is easily adaptable, in areas of short supply. This will include two-bedroom bungalows and one-bedroom older person apartments, which are easily adaptable should the needs of the household change.

## *Allocations – Canfod Cartref*

### Summary

The Local Authority assesses people’s needs for accommodation using a series of bands, and then allocates available housing via a defined set of prioritising factors.

The number of people awaiting housing indicates demand significantly outstrips supply, particularly those needing one bedroom housing. Supply is particularly low for people under 55 years needing one bedroom accommodation.

Data indicates more one-bedroom properties are required across the whole county, but these are currently clustered in urban areas.

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<sup>3</sup> The Housing Regeneration and Development - Five Year Delivery Plan April 2022 – March 2027 November 2021

Action Area	Development	Number of Homes	Delivery Vehicle
<b>Ammanford and the Amman Valley</b> 	Land at Gwynfryn, Ammanford	28	Council
	Land at Maes y Bedol, Garnant	8	Council
	Land in Llandybie	24	Council & HA Partner
	Ammanford Town Centre	12	Council
	Dyffryn Road, Ammanford	60	Council & HA Partner
	Land in Bonllwyn, Ammanford	30	Council & HA Partner
	Land Penygroes	140	Council & HA Partner
	Land in Cross Hands	60	Council & HA Partner
<b>Carmarthen and the West</b> 	Land in Maesgriffith, Llansteffan	16	Council
	Land at Wauniago House	4	Council
	Land in Carmarthen West, Carmarthen	100	Council & Private Partner
	Spilman Street, Carmarthen	12	Council
	Carmarthen Town Centre	25	Council
	Land at Llansteffan Road, Carmarthen	48	Council & Private Partner
	Lidl Site, Carmarthen	50	Council & HA Partner
	Land in Is y Llan, Llanddarog	6	Council
	Land in Station Road St Clears	45	Council & HA Partner
	Clos Llwyn Ty Gwyn, Whitland	15	Council & HA Partner
	Land in Llangain	36	Council & HA Partner
Land in Porthyrhyd	54	Council & HA Partner	
Land in Bancyfelin	40	Council & HA Partner	
<b>Carmarthen-shire Rural and Market Towns</b> 	Land in Meidrim, Trelech	11	Council
	Land at Alltwalis, School	17	Council
	Land opposite Llangadog School, Llandovery Playing Fields, Cilycwm Road	12	Council
	Land in Llanllwni	12	Council
	Land in Llanllwni	16	Council
	Pencrug, Llandeilo	60	Council & HA Partner
	Land at Cwmman School, Cwmman	22	Council & HA Partner
	Land in Llandovery	32	Council & HA Partner
	Land in Pontweli	14	Council & HA Partner
Land in Pencader	20	Council & HA Partner	
<b>Llanelli and District</b> 	Land in Dylan, Llanelli	32	Council
	Land in Maes yr Haf, Pwll	8	Council
	Land in Llangennech	11	Council
	Clos y Bacca, Burry Port	32	Council
	Pentre Awel, Llanelli (Assisted Living)	144	Council & Private Partner
	Llanelli Town Centre	18	Council
	Tyisha, Llanelli	120	Council & Private Partner
	Land at Plas Isaf, Llangennech	60	Council & Private Partner
	Land in Burry Port	240	Council & Private Partner
	Cwm y Nant, Llanelli	202	Council & Private Partner
	Land in North Dock, Llanelli	210	Council & Private Partner
	Land in Cross Hands	60	Council & HA Partner
Penygraig, Bynea	20	Council & HA Partner	
		<b>2186</b>	

Table 6 The Housing Regeneration and Development - Five Year Delivery Plan April 2022 – March 2027  
(indicative and subject to change)

Carmarthenshire has a dedicated team of *Housing Hwb Advisors* who will discuss individual housing needs and circumstances and give appropriate information, assistance, and advice. This includes information about buying or renting a home or helping people to stay in the home they currently have. If a housing options assessment is appropriate the eligibility is reviewed to join the Housing Register.

Carmarthenshire has operated a choice-based lettings system since April 2019, known as Canfod Cartref. This covers most social rented lettings in the County (over 99%), as Carmarthenshire County Council and the four main housing associations are part of the system. There are three priority bands: A, B and Registered Only. Over 90% of lettings go to applicants in bands A or B. Homeless or potentially homeless applicants may be in either A or B, depending on their particular circumstances. The *Housing Allocation Policy* Banding and Prioritisation criteria are set out in Appendix B.

With three years of data available to us, we now have a robust view on the supply of social rented homes for letting. The system allows people to bid for homes anywhere in the County, although priority is given in our policy to people with a local connection for any given vacancy.

We analyse urban areas by *community connection area*, which groups together nearby wards. In these areas, wards are small geographically, and so it is impractical to aim to meet housing need within the boundary of an individual ward. In rural areas, our wards tend to be geographically very large. There are more likely to be opportunities to address need within the boundary of the ward, and it is less reasonable to expect applicants to relocate in order to satisfy their need for rehousing. We therefore analyse need in rural areas by ward.

The supply of different types of home does not necessarily match the level of need in different parts of the County, as this reflects historical patterns of development from the 1950s to the 1970s, combined with the effects of the Right to Buy from 1980 until its suspension in Carmarthenshire in 2015.

The types of home in highest demand in most parts of the County are one-bedroom apartments which do not have an age restriction. In the urban areas, the average number of bids from applicants in A and B bands was over 35 per letting for this type of home. Demand for one-bedroom apartments that are restricted to applicants aged 55 or over is far lower, with between 4 and 16 A and B band applicants per letting. Addressing the shortfall in one-bedroom homes for people aged under 55 is a massive challenge, which will require innovative thinking and a sustained effort over many years.

Two-bedroom homes are in the next highest demand across the County. There are between 26 and 42 A and B band applicants per letting for two-bedroom houses in the urban wards. In wards where there have been lettings of two-bedroom houses, the range is generally between 10 and 20 A and B band applicants per letting. In Llannon and

Llanfihangel ar Arth it is higher at 27 and 29 bids per letting, respectively. Two-bedroom bungalows are generally restricted to applicants aged 55 and over, and these are also very much in demand despite the restriction. As can be seen from the table on lettings, the supply of two-bedroom bungalows varies dramatically from place to place, due to historical factors.

The shortfall in social rented homes is lowest for three-bedroom houses, where the number of bids varies between 6 and 12 A and B bids per letting.

We have been developing new four-bedroom houses in new developments in the County over the past few years, as many areas previously had no four-bedroom homes at all. Families needing this type of home were facing being permanently overcrowded with no chance of rehousing. Introducing a small number of four-bedroom homes on new developments will help us to redress this issue within the next few years.

Within all the different size categories above, there is a need for a proportion of the homes to be suitable for people with substantial mobility difficulties.

As of 17/03/2022, the following number of applicants were looking for 1 bedroom accommodation in Carmarthenshire: Include data to reflect this as a % of people on register.

- Band A                      327
- Band B                      640
- Registered Only        1196

The new build programme for both the Council and Housing Association partners includes 1 bedroom accommodation wherever possible in new developments throughout the County. The first 1-bedroom accommodation that has been developed through this policy has been extremely popular, showing that there is demand outside the ‘traditional’ areas where 1 bedroom accommodation has been provided.

	One bedroom apartment 55+	One bedroom apartment no age limit	One bedroom bungalow 55+	Two-bedroom apartment	Two-bedroom bungalow	Two-bedroom house	Three-bedroom house	Four-bedroom house
Ammanford CCA	12	10	3	26	12	18	23	3
Carmarthen CCA	19	38	3	21	11	23	20	1
Llanelli East CCA	9	11	2	3	5	37	31	3
Llanelli North CCA	9	11	2	3	5	37	31	3
Llanelli Town CCA	10	44	9	15	5	16	38	3

Llanelli West CCA	8	5	5	5	6	13	26	1
Cenarth & Llangeler ward	0	1	1	3	8	3	3	0
Cilycwm ward	0	0	0	1	0	0	1	0
Cynwyl Elfed ward	0	0	0	0	3	1	0	0
Cynwyl Gaeo ward	0	0	0	0	1	0	1	0
Garnant ward	0	1	0	2	1	4	3	0
Glanamman ward	0	5	0	5	4	2	3	0
Glyn ward	2	1	1	2	1	0	1	0
Gorslas ward	0	1	1	0	14	2	3	0
Laugharne ward	0	1	0	1	1	4	1	3
Llanboidy ward	0	0	0	0	1	0	0	0
Llanddarog ward	0	0	0	0	4	0	1	0
Llandeilo ward	0	3	0	3	4	1	1	0
Llandovery ward	0	0	1	4	4	1	3	0
Llanegwad ward	0	0	0	1	0	0	1	0
Llanfihangel Aberbythych	0	0	0	1	0	2	2	0
Llanfihangel ar Arth ward	0	1	0	2	2	2	2	0
Llangadog ward	0	0	0	1	0	3	2	0
Llangydeyrn ward	0	0	0	1	8	1	3	0
Llannon ward	1	0	0	0	2	3	6	0
Llanybydder ward	0	0	0	0	4	1	1	0
Manordeilo & Salem ward	0	0	0	0	0	1	1	0
Pontyberem ward	1	2	1	0	3	3	5	0
Quarter Bach ward	0	0	0	5	2	0	8	0
St Clears & Llansteffan	0	0	0	1	6	2	3	0
Trelech ward	0	0	0	0	0	0	0	0
Whitland ward	2	0	0	3	1	0	1	0

Table 7 Lettings by type; average per year over last 3 years



## *Homelessness in Carmarthenshire*

### Summary

There have been issues that have impacted the capacity to prevent homelessness which are linked to:

More and more landlords beginning to sell their homes to make use of the current market conditions or serving notices to tenants for a variety of reasons including non-payment of rent

Relationships at home between parents and young adults. These issues tend to be around behaviour and parents no longer able to cope with the issues alone

Increased relationship breakdowns and households not able to share properties they both have equal rights to

More young people being at risk of homelessness, many with complex needs, who will find it difficult to access and then sustain accommodation

An over reliance on social housing as being the preferred long-term housing solution

A cultural reliance on one-bedroom social housing flats for young people. There is very little use of shared living as a permanent housing solution

A lack of dedicated support services (HSG) at an early stage (Section 60 and 62 and 66?) to prevent homelessness from occurring.

There is a growing proportion of single person households. The number and proportion of single person households has spiked during the pandemic, for Section 73 cases, with outcomes generally worse for each duty when compared with multiple person households.

In 2020/21, compared with preceding years, there is a clear trend of more people progressing through from relief duty to final duty, which is reflected in other local authorities in Wales. In addition, there is a far higher proportion of people being positively discharged compared with the proportion of successful prevention or relief duty outcomes.

The number of households for which assistance has been provided has increased from 1746 in 2017/18 to 2298 households in 2020/21, an increase of 552, nearly a third over four years. Consistently most of these households are single person, who comprised between 61 – 62% of total outcomes prior to the pandemic.

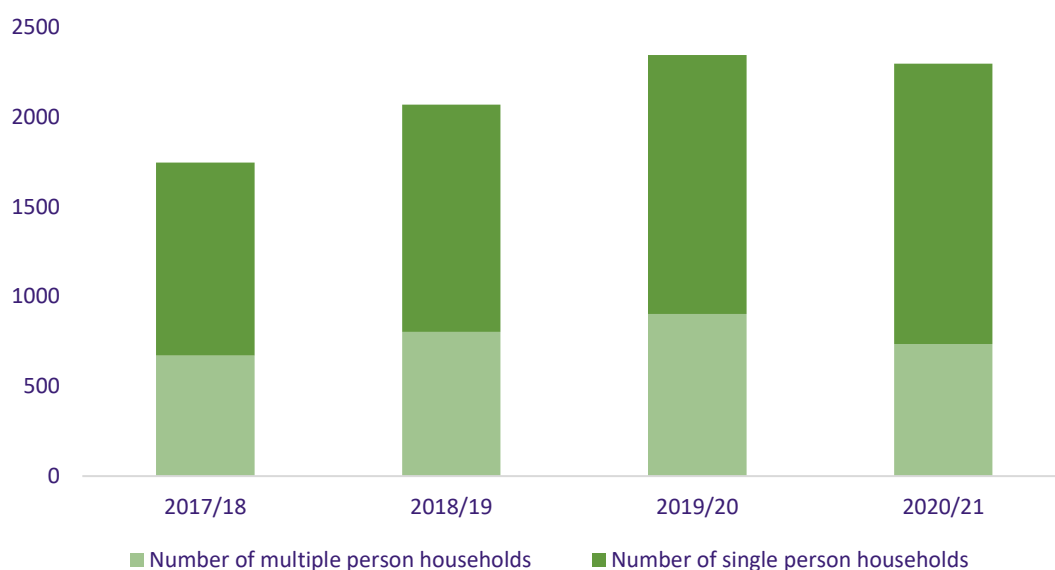


Figure 2 Total number of outcomes by household type

However, in 2020/21, 68% of households were single person households. This has increased by 120 year-on-year whilst the number of multiple person households has reduced by 168 in the same time frame.

This suggests that the pandemic has led to an increase in the number of single person households presenting to the local authority and being owed a duty to prevent or relieve homelessness. The growing number and proportion of single person households in 2020/21 compared with previous years is reflected across all duties (prevention, relief, and final duty).

Year	Total number of outcomes	Number of multiple person households	Number of single person households	% single person households
2017/18	1746	672	1074	62%
2018/19	2070	804	1266	61%
2019/20	2346	903	1443	62%
2020/21	2298	735	1563	68%

Table 8 Total outcomes by household type

## *key groups*

### *Children and Young People*

#### Summary

Young people are a significant group presenting to the Local Authority as homeless. Some of these will be 'care experienced' young people.

There are significant numbers of young people in Temporary Accommodation, some with complex needs.

A new service is currently being commissioned to provide 24 Hour Temporary Supported Housing for people aged 16-25 who are homeless, at risk of homelessness and require support in a safe, stable environment.

The Youth Accommodation Panel manages housing and support referrals.

Children and young people group can be classified into three categories as follows:

- Up to the age of 18
- Up to the age of 21 if they have been in care
- Up the age of 25 if they have been in care and are still in education

Between February and August 2020, 251 people presented to the Local Authority as homeless with the highest number of any age being those aged 18, of which there were 39 presentations. 289 young people were referred to the Youth Accommodation Panel. At the time there were around 150 people in temporary accommodation in total, and although young people made up approximately 10% of the total, indications from the above summary are that their needs were significant.

## ***Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV)***

### **Summary**

VAWDASV strategy and services are coordinated at a regional level.

From April 2020 to 28 January 2022, 373 people presented as homeless due to domestic abuse.

There are a range of VAWDASV services funded by HSG in Carmarthenshire including refuges and floating support.

A new service is being commissioned that integrates prevention, early intervention, support, and protection to ensure a holistic approach for people experiencing domestic abuse

From April 2020 to 28 January 2022, 373 people presented as homeless due to domestic abuse. There are a range of VAWDASV services funded by HSG in Carmarthenshire including refuges and floating support. Refuges are managed by specialist services, with the refuges being owned by Social Housing Landlords. Funding for support in refuges comes from HSG. Rents are covered through housing benefits, providing that the survivor can access the benefits system. Housing is a vital partner in addressing accommodation issues for survivors of domestic abuse.

A new service is being commissioned that integrates prevention, early intervention, support, and protection to ensure a holistic approach for people experiencing domestic abuse <sup>4</sup>.

### ***Ex-offenders***

### **Summary**

Since the changes in guidance under Covid 19 Prison Leavers are now effectively Priority Need if they are released from Prison with no accommodation to return to

Prison leavers are a significant group that present as homeless to the Local Authority

There are 31 units of supported accommodation for ex-offenders across Carmarthenshire

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4 Service Specification For The Provision Of Violence Against Women Domestic Abuse & Sexual Violence (VAWDASV) Start Date: 1st October 2022

Since the changes in guidance and the definition of vulnerability under Covid 19, Prison Leavers are amongst the group now effectively in Priority Need if they are released from Prison with no accommodation to return to. Prisoners will generally only be released back to the area where they have a local connection. At February 2021<sup>5</sup> Carmarthenshire had presentations from 90 prisoners who had been released from custody since the pandemic commenced. Several of these presented on more than one occasion following recalls.

Outcome	Number
Currently in Temporary Accommodation	21
Re-housed Council Accommodation	5
Gone into Supported Housing	15
Re-housed Private Rent	4
Evicted from Temporary Accommodation	12
Voluntarily Left Temporary Accommodation	16
Deceased	1

*Table 9 Presentations by Prisoners released back into the area with a local connection (February 2021)*

Risk assessments are undertaken on all individuals placed into temporary accommodation and for Prison Leavers a higher-level assessment is undertaken in conjunction with Probation. This is to understand the balance of needs and risks of the individual and how they might best be supported and accommodated. The highest risk offenders are managed through the MAPPA (Multi-Agency Public Protection Arrangements) process (a multi-agency meeting between Police, Probation, Social Care, Mental Health, Housing) to ensure there is a robust plan in place before the individual is discharged back into the community.

In July 2020, the Integrated Supported Housing project was launched for ex-offenders. The project has 31 places across 7 properties. One of the units in Carmarthen has 24-hour support on site with the other units being shared accommodation with support during working hours.

Housing is typically seen as a key solution to reduce re-offending. Whilst there has been some success a significant number of this cohort do still re-offend, are re-called to prison, and must start the process around accommodation again. A more detailed review of resettlement of offenders is needed with partners including Police and Probation to help identify what is needed to help this cohort to succeed in tenancies.<sup>6</sup>

<sup>5</sup> Homeless Needs Mapping February 2021

<sup>6</sup> Homeless Needs Mapping February 2021

## ***Substance Misuse***

### **Summary**

Substance misuse is a significant issue for Carmarthenshire and the West Wales region. Substance Misuse does not feature highly in the stated needs of people referred but stakeholders state that mental health and substance misuse co-occur so frequently it should be assumed.

People with co-occurring needs still get bounced between mental health and substance misuse services.

The need for a 'wet house' in the County has been identified and by 2040 it is projected that 10 units of supported housing will be needed for people with complex needs/dual diagnosis, with stakeholders suggesting this may be an underestimate.

The effects of alcohol and drug misuse are far reaching, impacting on children, young people, adults, whole families, and communities. Stakeholders engaged with for the HSP needs assessment stated that mental health and substance misuse co-occur so frequently it should be assumed. However, people with co-occurring needs still get bounced between mental health and substance misuse services.

A recent Local Authority Homelessness Needs Mapping found that some providers felt that Carmarthenshire would benefit from a wet house. There were several people in the area who were alcohol dependent and as such are vulnerable to financial exploitation and harm from others. It stated that a wet house would provide safe accommodation to those who wish to reduce harm to themselves, a more settled and less chaotic lifestyle, access to specialist services and health care, and a reduction in crisis driven A&E visits and admissions. It warned that wet houses will be of concern for many communities so any project of this kind would need to be thoughtfully set up and have local community support.<sup>7</sup> The provision of a long-term accommodation setting which allows for residents to reduce substances in a planned way will be explored further in Section 6.

### ***Mental Health***

Due to the complexity of multiple referral systems, it was not possible to get accurate summaries of referrals for mental health across all HSG funded services as part of the HSP Needs Assessment. The Local Authority needs to review data collection and analysis to ensure it is robust and consistent.

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<sup>7</sup> Homeless Needs Mapping February 2021

The Mental Health Accommodation Panel only requests referrals when a vacancy arises in a supported accommodation project. Therefore, it does not give an indication of demand or waiting list for the service. It was also noted that many tenants stay in the accommodation for longer than intended, possibly indicating that longer term accommodation solutions are needed.

The Housing & Accommodation needs assessment for people with learning disabilities and people with mental health needs in West Wales<sup>8</sup> report suggested several commissioning implications, including the following:

- Develop a wider range of supported housing options, including self-contained forms of housing with support (as well as shared supported housing models), which can support individuals at different stages of recovery.
- Consider developing supported housing with 24/7 support that can offer a ‘step down’ facility from in-patient psychiatric services and/or as an alternative to residential care placements, in partnership with Health Board mental health services.
- Increase the provision of and access to mainstream housing options, including as a ‘pathway’ to move-on from supported housing schemes.

### ***Section 66 – Duty to help to prevent an applicant from becoming homeless***

Section 66 outcomes refer to the number of cases where households received assistance from the local authority to help prevent homelessness. Carmarthenshire has seen a 10% reduction in Section 66 outcomes between 2019/20 and 2020/21. In the same period the absolute number of successful outcomes reduced but as a proportion of total outcomes remained at 46%.

Year	S.66 Total outcomes	S.66 Successful outcomes	% of total	All Wales total
2017/18	414	270	65%	66%
2018/19	435	258	59%	68%
2019/20	423	195	46%	67%
2020/21	381	174	46%	65%
2021/22	316	157	50% (end of 3 <sup>rd</sup> quarter)	67%

*Table 10 Section 66 outcomes*

<sup>8</sup> Housing & accommodation needs assessment for people with learning disabilities and people with mental health needs in West Wales July 2021

The reduction of Section 66 outcomes suggests that fewer people were being threatened with homelessness between March 2020 and 2021, which may in part be linked to the impact of the pandemic. Specifically, factors include the eviction ban (which was in place in Wales until the start of July 2021), the uplift to welfare benefits and potentially fewer cases of family members or close relations being evicted.

For 2021/2022 (end of third quarter) the performance around Section 66 has increased as more prevention cases have started to come through the system and looks set to be more like that of 2019/20. The Local Authority has been focusing on this area of work and the 2021/22 end of year prediction is set to be around 55% successful prevention rate.

Single person households comprised 52% of total Section 66 outcomes but only comprised 45% of successful Section 66 outcomes in 2020/21, a difference of 7%. This is an increase from 2018/19, where the difference was only 2%. We aim to find out what is best practice in terms of preventing single person homelessness.

There has been a clear divergence between the total outcomes and successful outcomes since 2018/19, suggesting that whilst single person households are a growing proportion of Section 66 outcomes, they form a smaller proportion of successful outcomes. This in turn suggests that it is more difficult to prevent homelessness for single people in comparison to multiple person households.

### ***Section 73 – Duty to help to secure accommodation***

Section 73 outcomes increased in Carmarthenshire between 2017/18 and 2019/20 by an average of 144 cases a year: rising to 1,074 outcomes in 2019/20 and remaining at 1,050 outcomes in 2020/21.

Single person households have accounted for an increasing proportion of Section 73 outcomes, with single person households comprising nearly three quarters of the total outcomes in 2020/21. Between 2017/18 and 2020/21 there has been on average an increase of 82 single person households a year in Section 73 outcomes, rising from 534 single person households in 2017/18 to 780 in 2020/21.

Year	Total S.73 outcomes	Single person S.73 outcomes	% Single person
2017/18	786	534	68%
2018/19	942	639	68%
2019/20	1074	708	66%
2020/21	1050	780	74%

*Table 11 Section 73 outcomes by household type*



During this period successful outcomes decreased as a proportion of total outcomes, from 43% to 27%, the national average across Wales being 39% of households successfully helped to secure accommodation, *Homelessness in Wales, Statistical first release December 2021*.

### ***Reasons for people presenting as homeless***

The top seven reasons given as why people present as homeless are:

1. Notice from Landlord
2. Parents will not accommodate
3. Relationship breakdown
4. Domestic abuse
5. Sofa surfing
6. Relatives will not accommodate
7. Prison leaver

Table 12 sets out the reasons given and numbers of people presenting as homeless from April 2020 to 28 January 2022 across all categories.

Reason for Presentation	Total
Parents will not Accommodate	558
Friends will not Accommodate	98
Relatives will not Accommodate	208
Prison Leaver	205
Sofa Surfing	290
Rough Sleeping	48
Relationship Breakdown	514
Domestic Abuse	373
Notice from Landlord	628
Loss of Supported Housing	64
Harassment	129
Other Emergency	14
Hospital Discharge	37
Property Unsuitable	89
Sale of Property	75
Affordability	35
Mortgage Arrears	9
Disrepair	39

Move On	13
Overcrowding	16
Illegal Eviction	12
Loss of Tied Accommodation	3
Harassment to Others	4

*Table 12 reasons given and numbers of people presenting as homeless from April 2020 to 28 January 2022*

Early intervention and prevention are key priorities for the Local Authority to make sure that homelessness is rare, brief, and unrepeatable. Analysis of data up to March 2022 on presentations gives clarity on the reasons people approach the Local Authority for assistance, why, and what solutions are currently provided. Local knowledge also provides insight into causes of homelessness and associated capacity to prevent homelessness which are linked to:

- More landlords beginning to sell their homes to make use of the current market conditions or serving notices to tenants who are not able to pay their rent
- Relationships at home between parents and young adults with parents no longer able to cope with behaviour issues
- More relationship breakdowns and couples not willing to share properties they both have equal rights to
- More young people being at risk of homelessness, many with complex needs, who find it difficult to access and then sustain accommodation
- An over reliance on social housing as being the preferred long-term housing solution
- A cultural reliance on one-bedroom social housing properties for young people. There is very little use of shared living as a permanent housing solution
- A lack of dedicated support services (HSG) at an early stage (Section 60 and 62) to prevent homelessness from occurring

The analysis indicates that offers to landlords, the focus of HSG mediation services and how the Local Authority engage with young people at risk of housing issues need to be reviewed to ensure they deliver what is needed to prevent homelessness. This is currently challenging due to the current approach and volume of cases that homeless caseworkers are handling.

As a result, we have:

- Identified a small team who have started work on developing standard operational practices (SOP's) for Sections 60, 62 and 66
- Reviewed decisions to make sure they are accurately recorded
- Developed a Power Business Intelligence (BI) dashboard with the assistance of the

performance management team as a performance management framework providing detailed information on each part of the Act

- Identified what will help in the short term to make decisions quicker with better outcomes for applicants in consultation with the homelessness caseworkers, i.e., casework assistants
- Established regular allocation meetings with RSL partners to ensure that those people moving on from temporary accommodation and other additional preference groups, to settled accommodation, do so as quickly as possible and in a planned way.

Where we have been unable to prevent households becoming homeless in the first place, the aim is that the “relief stage” is as brief as possible and that appropriate solutions are sourced to meet their needs, prior to a full duty (Section 75) being provided if needed.

One of these solutions is ‘**Housing First**’ which was instigated prior to the pandemic to offer support to around 20 applicants with the most complex needs. Through the Welsh Government’s Phase 2 funding the Local Authority has been able to increase capacity and introduce Housing First type support across all localities. This work is currently delivering support to 99 households all of whom are single people. Sixty-two of these are in a tenancy, the remaining 37 are a mixture of sofa surfing, in temporary accommodation or accommodated by family.

A more detailed analysis of the approach to relieving homelessness also highlights that:

- There are more cases of abusive relationships. Often these people are not fully aware of their rights and that they could remain at home with safety measures put in place
- Where there are instances of domestic abuse staff are under pressure from a range of services to move clients instead of utilising other options
- There is a lack of appropriate options for young adults where it has been established that returning home is not suitable
- We are assisting a higher volume of vulnerable clients with complex needs, and we currently do not have enough longer term appropriate supported accommodation options to meet this need
- There are more cases of private landlords serving notice on tenants and, despite the Local Authority offer of intervention and incentives, tenants are unable to retain the tenancy as the landlord simply wishes to market their property for sale or for a substantially higher market rent

The duty also allows up to a further 56 days to relieve homelessness however for most people that are in Section 73 there is little more that can be done if both the applicant and the caseworker have completed all the agreed reasonable steps on their personal housing plan (PHP).

Most applicants will at this point be actively bidding for social housing. They will be in a Band B on the Housing Choice Register and most of their bids are proving to be unsuccessful as they are competing against people bidding from Band A.

There is now a new approach to review Personal Housing Plans (PHPs) as quickly as possible. If all reasonable steps have been taken by the LA then a quick decision will be made to end the duty, move them to a Section 75 and award a Band A on the Housing Choice Register. This gives applicants a better chance of securing a permanent home.

### ***Section 75 – Duty to secure accommodation for applicants in priority need when the duty in Section 73 ends***

Single person households have typically accounted for half of the total Section 75 outcomes in Carmarthenshire, however in 2020/21 this increased to two thirds of total outcomes whilst the total number of outcomes increased from 354 to 489 year-on-year. The total number of outcomes has increased by an average of 85 a year since 2015, with the increase of 135 cases between 2019/20 and 2020/21 representing the largest year-on-year increase in the past five years.

Year	Total S.75 outcomes	Single person S.75 outcomes	% single person
2017/18	162	78	48%
2018/19	267	132	49%
2019/20	354	180	51%
2020/21	489	324	66%

*Table 13 Section 75 outcomes by household type*

Between 2015 and 2020 the proportion of households positively discharged remained above 80%, with positively discharged outcome comprising, on average, 83% of total outcomes in that time frame. In 2020/21 positive discharges decreased to 73% against a national average of 75%, whilst the number of Section 75 cases reached a new high of 489 (3,795 across Wales), *Homelessness in Wales, Statistical first release December 2021*.

Year	Total S.75 outcomes	Positively discharged	Positively discharged as % of total	
2015/16	63	54	86%	
2016/17	138	114	83%	
2017/18	162	129	80%	
2018/19	267	228	85%	
2019/20	354	291	82%	
2020/21	489	357	73%	

Table 14 Section 75 outcomes 2015-21

Figure 3 illustrates that the number of people entering this final Section 75 duty rapidly increased due to Covid 19 and the changes in guidance. There are more people with complex needs subject to this duty, making it more difficult to re-house them into suitable accommodation. Due to the increased number of cases, the number of days people are waiting from when they first contact the local authority to when they become permanently housed and the case is successfully discharged has almost doubled.

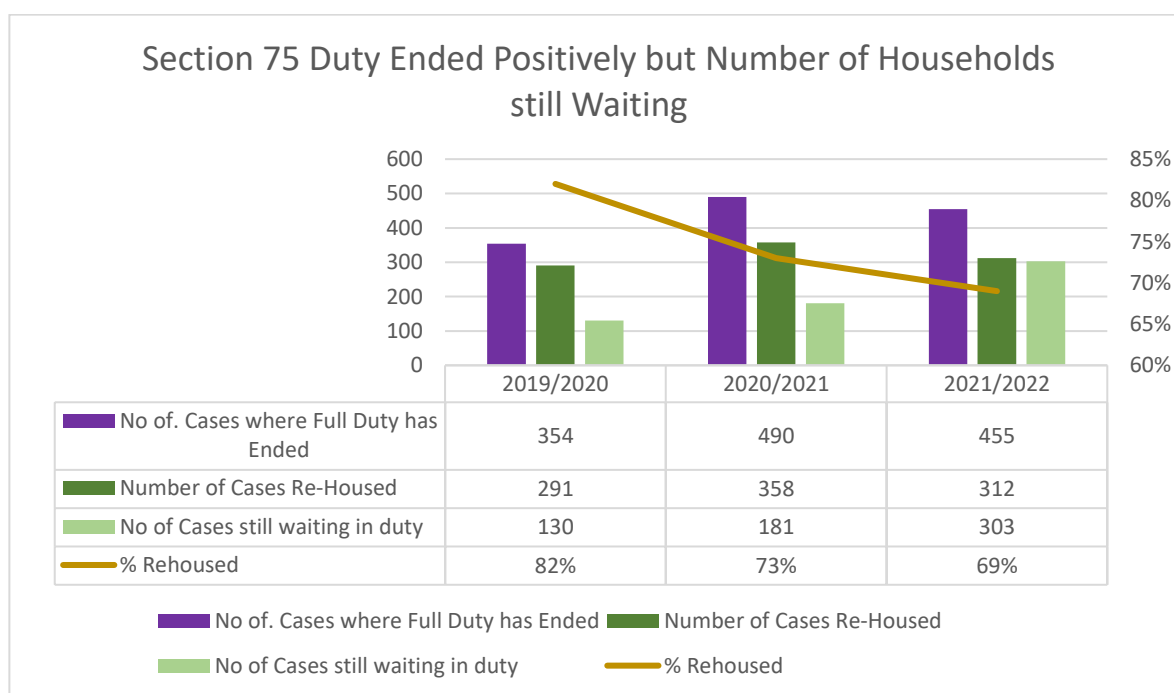


Figure 3 Section 75 Duty Ended Positively but Number of Households Waiting 2019-2022

As of February 2022, of the 303 people waiting for housing, 248 are on the housing register (Band A), the remaining 55 households are excluded from the register for reasons such as previous antisocial behaviour, rent arrears, behaviour etc. The options for these 55 households are therefore limited and need to be proactively addressed.

Table 15 represents the average number of days from the start of their journey until the duty is ended in Section 75.

Financial Year	Maximum No. of days from first point of contact (i.e., presentation) to end of S.75 duty	Average No. of days from first point of contact (i.e., presentation) to end of S.75 duty
2020/2021	608	188
2021/2022	724	207

*Table 15 average number of days from the start of their journey until the duty is ended in Section 75 2020-22*

Further analysis also highlights that:

The issues for s75 cases are the same as those highlighted under the Homeless Relief duty (s73). The cases that end up in the final duty are where there was no resolution at an earlier stage

- The increase in cases is significant due to the effective removal of the priority need status and widening of vulnerability
- Through the Section 73 and 75 stages there were an additional 600 cases that required accommodating. These are mainly single people where there would not have been a duty to accommodate previously
- Due to the complex needs of the applicants, the capacity to provide Housing First type support has had to be increased to ensure applicants are able to maintain tenancies
- There is a lack of specialist supported housing options for people with complex needs or those with a dual diagnosis, many of whom are unable to sustain their tenancies and end up becoming homeless repeatedly
- The introduction of a choice-based letting scheme and the introduction of WG Covid-19 regulations has had an unintended consequence on applicants who are priority need homeless and in Band A
- for applicants who are actively bidding they are currently in competition with 248 other households with the same priority
- RSL partners may be more reluctant to offer housing to applicants bidding with a history of bad debt or behaviour
- Applicants who wish to live in a particular area and even down to a particular street, are able, under the current Social Housing Allocation Policy, to wait for the “right” property to come along rather than being compelled to bid due to being in housing need
- applicants are taking longer to be rehoused, and for those in TA this has implications both for the household as well as resource and financial implications for the council
- the number of applicants in 2021-2 is likely to be double that of the previous year

## *In Summary*

Carmarthenshire is a semi-rural county with 3 main urban areas It has an aging population with a large proportion of Welsh speakers. The Council and Housing Associations are building a significant number of homes for social rent but there continues to be a need for social housing across the county particularly 1-bedroom homes.

The local authority currently operates a choice-based lettings system to allocate social housing with applicants “Banded” according to their need. The number of people awaiting housing indicates demand significantly outstrips supply, particularly those needing 1-bedroom housing. Supply is particularly low for people under 55 years needing 1-bedroom accommodation.

There has been a growing proportion of single person households becoming homeless. The number and proportion of single person homeless households has spiked during the pandemic, for Section 73 cases, with outcomes generally worse for each duty when compared with multiple person households.

In 2020/21, compared with preceding years, there is a clear trend of more people progressing through from relief duty to final duty, which is reflected in other local authorities in Wales. In addition, there is a far higher proportion of people being positively discharged compared with the proportion of successful prevention or relief duty outcomes.

There is an increase in the number of households presenting because of a s21 Notice. Many private landlords state that they are selling their properties and so these tenancies are being lost from the market.

More young people are at risk of homelessness, many with complex needs, who will find it difficult to access and then sustain accommodation. Prison leavers are a significant group that present as homeless to the Local Authority often presenting several times and having multiple duties.

Substance Misuse does not feature highly in the stated needs of people referred but stakeholders state that mental health and substance misuse co-occur so frequently it should be assumed. People with co-occurring needs still get bounced between mental health and substance misuse services. The need for a ‘wet house’ in the County has been identified and by 2040 it is projected that 10 units of supported housing will be needed for people with complex needs/dual diagnosis, with stakeholders suggesting this may be an underestimate.

# 3: Assessing Support Needs



## Summary

More than a third of single homeless people presented with support needs that required intensive support even if for a short period of time

There are some individuals with complex needs who have presented as homeless several times

Substance misuse and mental health are emerging as more significant challenges

The needs of younger people (16-25) are more complex

Current data capturing processes do not allow for in-depth, accurate reporting on support needs or outcomes achieved.

There are a range of services funded by HSG that deliver the Housing First model, provide supported accommodation and floating support

Many HSG services are legacy Supporting People contracts and have not been reviewed for some time

There is uncertainty around how efficacious or strategic the existing commissioning arrangements are

A significant proportion of HSG is used to support people with dementia via a floating support model compared to other local authorities

There are multiple local referral systems making it difficult to gain an overall picture of referrals through data

A review of data collection and analysis is required

A review of referral pathways is required

Significant numbers of young people were referred into the Youth Accommodation Panel, further analysis is needed of the outcomes from this panel

The Mental Health Accommodation Panel only requests referrals when a vacancy arises in a supported accommodation project. Therefore, it does not give an indication of demand or waiting list for the service. It was also noted that many tenants stay in the accommodation for longer than intended, possibly indicating that longer term accommodation solutions are needed

There was insufficient information to understand the outcomes for Learning Disability HSG funded services



## *Context*

The needs assessing exercise was carried out using data from 4<sup>th</sup> April 2022. 122 people were identified as being resident in temporary accommodation on this date. The exercise focussed on those who were in TA and did not include those who were in short-term supported accommodation.

A spreadsheet was compiled listing all the individuals living in temporary accommodation on this date. This list was used to discuss the support needs of each person and identify which support needs category they would best fit.

The discussion took place between the Service Manager and Assistant Service Manager of the Carmarthenshire Early Intervention & Outreach Team, that supports people living in temporary accommodation, the local authority Private Rented Sector Development Officer who currently oversees TA placements, and the Rapid Rehousing Policy Lead.

The exercise was carried out in a series of face-to-face meetings and discussions took place to agree the support needs group of each individual using the definitions outlined in the Rapid Rehousing Transition Plan Tool. The totals were then tallied to complete the table below.

## *Volumes*

The results of the needs assessment exercise show what we initially thought in that the majority of those accommodated in temporary accommodation fit the “Medium” support group category who can be supported into settled accommodation but may need professional services where appropriate.

A higher than anticipated proportion were categorised as having “High” support needs and may require a form of intensive housing-led support such as Housing First. This has implications for our Housing First provision and will help to inform the development of this service. It may also be because of the difficulty in moving people on who have high support needs and other barriers to accessing settled accommodation such as rent arrears. This will be addressed as part of our homelessness prevention measures.

A small proportion were designated as having “Intensive” support needs and require some sort of long-term supported accommodation to live successfully. This will inform our development of such a service.

Support group	Recommended housing	Recommended support	Current case volumes (inc %)
Low/None	Mainstream housing	Individualised support	18 (15%)
Medium	Mainstream housing	Individualised, likely to include multi-agency support	73 (60%)
High	Mainstream housing	Housing First/intensive floating support, including multiagency support	25 (20%)
Intensive needs 24/7	Supported housing	Residential support	6 (5%)

Table 16 Volume of cases by support need

It is difficult to predict what our anticipated trend over the next 5 years will be. We predict a continued rise in those presenting following a s21 (or equivalent) Notice. These households generally require a low level of support. However, we also anticipate that there will be an increase from households with additional needs including language needs. There will be a small number of households requiring a Housing First type response and we will continue to refine this offer locally. We anticipate a smaller proportion (<5%) needing some sort of intensive support including long-term supported accommodation and we intend to carry out further work to model and deliver such a scheme. The development of the new Housing Hwb will enable us to capture this information and will inform the development of our Gateway.

### Further analysis

The information below analyses the support needs data further by breaking it down into specific categories.

Household information	Low	Medium	High	Intensive	Total
Single male	8	45	16	4	73
Single female	5	12	4	2	23
Couples	0	2	1	0	3
Families	5	14	4	0	23

Table 17 Breakdown of support need by household type

As would be expected, the largest category of people in TA is single males. These account for 60% of all households in TA. All single people (including females) account for 79% of the TA cohort. Although there are only 23 families in TA as of 4<sup>th</sup> April 2022 this accounts for 78 people including 49 children. 18 of these families have been in temporary accommodation for less than 6 months. However 3 have been there for over 1 year. A concerted effort should take place to ensure that families are accommodated in TA for as short a time as possible.

Length of Stay	0-3 months	4-6 months	7-9 months	10-12 months	1-2 years	Over 2 years
Low	13	1	2	2	0	0
Medium	32	22	9	4	6	0
High	12	4	2	4	2	1
Intensive	5	0	0	0	0	1
Total	62	27	13	10	8	2

*Table 18 Breakdown of length of stay in TA by support need*

Table 18 Appears to show no correlation between the length of time spent in TA and the complexity of the needs of the household. Most people are moved on from TA within 6 months. However, there is a significant minority (27%) who had been in TA for over 6 months and some for significantly longer. Work should be done to understand why these households are spending such a long time in TA and concentrate on removing the barriers stopping these households moving on to settled accommodation. A dedicated complex case caseworker focussing on this type of work might be a way of better allocating resources to achieve the best outcomes for these households and those families highlighted above.

Age	Low	Medium	High	Intensive	Total
16&17	2	1	4	0	6
18-21	7	13	1	0	21
22-30	3	10	6	2	21
31-40	3	19	7	1	30
41-50	1	14	3	2	20
51-60	1	7	2	0	10
61-70	0	5	0	1	5
Joint applicants	1	5	3	0	9

*Table 19 Breakdown of support need by age*

Although young people make up a minority of the people accommodated in TA there is a group under 18 years of age which is of concern. The “Southwark Judgement is clear in that

The Housing Hwb should work closely with Children’s Services to ensure that a Children Act 1989 assessment is completed for all applicants under the age of 18 and the right provision put in place to support the child in need.

Most other applicants are between the ages of 22 and 50 but there are some people accommodated in TA who are over the age of 50. Five of these people have been there for over 12 months. The role of a dedicated complex case caseworker mentioned above might be of benefit in understanding the specific needs of this age group, particularly those who have been in TA for lengthy periods and assist in sourcing suitable accommodation and moving these people on.

### ***Support Requirements***

In June 2020, the Council undertook a needs-mapping exercise to understand the housing and support needs of all those who were at risk of rough sleeping. The exercise showed that since the Covid-19 pandemic, an additional 149 households were placed into TA emergency accommodation, the majority of which were single people. This is summarised in table 20.

Household Type	No. Placed
Single People	133
Couples	6
Single Person Pregnant	1
Household + 1 child	3
Household + 2 children	4
Household + 3 children	2
Household + 3 children	2

*Table20 Breakdown of households placed into emergency accommodation June 2020*

Of the 133 single people, 55 needed a service that provided an intense level of support for a short duration which decreases over time. Twenty-one single people required a much less intensive approach aimed at supporting those with low needs into accommodation which follows the principles of Housing First. Common themes emerged from the analysis such as:

- Repeat homelessness – some individuals had anything from 3 to 10 separate contacts with the Council homelessness team.
- On-going Substance Misuse issues including both alcohol and drugs.
- Mental Health issues including those with co-occurring substance misuse.
- Challenging Behaviour in younger people between the ages of 16-25.
- People who had been evicted from settled accommodation due to rent or behaviour issues
- Offending behaviour (but not all were sentenced to/released from prison).<sup>9</sup>

Between January and September 2021, in Carmarthenshire, there were 3,476 service users with a lead client support category, 1,916 with a secondary client support category and 679 with a tertiary client support category. Due to the diversity of data collection methods the accuracy of the data is unclear. However, it has been analysed.

People with mental health issues was the lead client support category for 700 service users, 20% of service users with a lead client support category. This was followed by alarm services (including sheltered/extra care), 498 service users (14%), and tenancy support services which cover a range of user needs, 390 service users (11%).

Refugee Status was not a lead or tertiary support category for any service users and was a secondary support category for a single service user. However, this is likely to feature more prevalently due to the Ukraine resettlement and the breakdown or ending of host arrangements.

Mental health issues were the most common lead, secondary and tertiary need (1,334), reflecting their prevalence among service users and the co-occurring role they play alongside other issues, such as substance misuse. The second most common need across lead, secondary and tertiary needs was tenancy support services (706) which cover a range of user needs, including generic, floating, and peripatetic support, in turn followed by alarm services (527).

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<sup>9</sup> Carmarthenshire County Council Transitional Homelessness Plan 2020/21 June 2020

Category of support need	Lead need	Secondary need	Tertiary need	Total
People with mental health issues	700	505	129	<b>1,334</b>
Alarm services (including sheltered/extra care)	498	26	3	<b>527</b>
Generic / Floating support / Peripatetic (tenancy support services which cover a range of user needs)	390	224	92	<b>706</b>
Women experiencing domestic abuse	305	121	16	<b>532</b>
Young people with support needs (16-24)	291	59	21	<b>371</b>
Families with support needs	215	34	7	<b>256</b>
People with criminal offending history	178	85	80	<b>343</b>
Single parent families with support needs	144	87	21	<b>252</b>
People with physical and/or sensory disabilities	142	182	58	<b>382</b>
People over 55 years of age with support needs	137	129	43	<b>309</b>
Single people with support needs not covered by another category (25-54)	135	28	13	<b>176</b>
People with substance misuse issues	105	194	92	<b>391</b>
People with learning disabilities	75	29	11	<b>115</b>
People with alcohol issues	63	96	52	<b>211</b>
Young people who are care leavers	60	25	7	<b>92</b>
People with chronic illnesses (including HIV/Aids)	14	52	21	<b>87</b>
Men experiencing domestic abuse	13	9	4	<b>26</b>
People with developmental disorders (i.e. Autism)	11	30	9	<b>50</b>
People with refugee status	0	1	0	<b>1</b>

Table 21 Categories of support need by number of service users

The support outcome which was relevant to the highest number of service users' needs and support aims was managing accommodation (1,450 service users), followed by managing money (1,144 service users) and feeling safe (872 service users). Engaging in work and engaging in education/learning were the least common support outcomes, relevant to only 154 and 158 service users, respectively.

Support outcomes	Number of service users this outcome was relevant for
Managing accommodation	1450
Managing money	1144
Feeling Safe	872
Mentally healthy	753
Contributing to the safety and well-being of themselves and of others	579
Physically healthy	411
Leading a healthy and active lifestyle	258
Managing relationships	254
Feeling part of the community	230
Engaging in education/learning	158
Engaging in employment/voluntary work	154

*Table 22 Support outcomes by number of service users the outcome was relevant for*

The referrals for supported accommodation and floating support, work in eleven localities across Carmarthenshire, this means there is a range of local referral mechanisms. The HSG team has considered developing a central referral point and has carried out a pilot which was unsuccessful.

However, the complexity of multiple referral systems makes it challenging to attain accurate summaries of referrals across all HSG funded services. There is limited data available on the outcomes of support, making it difficult to understand why support ended in a planned or unplanned way and whether the outcome was satisfactory to the client.

The new Single Outcomes Framework needs to be developed and implemented to fully understand what support is achieving. Data collection and analysis needs to be reviewed to ensure it is robust and consistent across the County to inform service planning, commissioning, and delivery.

## *Accommodation Requirements*

Based on the above analysis of need we can evidence that most people accessing homelessness services require general needs settled accommodation with an element of support whilst in TA and as they move on. Many of these households consist of single people and therefore it is imperative that we increase the amount of 1-bedroom accommodation to meet this need.

1 bedroom accommodation is very unevenly distributed throughout the County. Outside of the urban areas of Llanelli, Carmarthen and Ammanford, the only 1-bedroom lettings for under 55s that have taken place since April 2019 have been in: Garnant, Glanamman, Gorslas, Laugharne, Llandeilo, Llanfihangel-ar-Arth, Llangeler, Llanybydder, Pontyberem and Quarter Bach. Therefore, it is important that we focus on these areas when developing new stock.

Affordability is becoming increasingly important with many households in receipt of benefits and on low incomes. It is becoming harder to source accommodation in the private rented sector and many households are approaching homelessness services from the PRS. The only realistic option for many households is the social rented sector. We should work in partnership with our local RSLs to deliver good quality homes for social rent which meet the needs of those who require our help. We must ensure that there is consistency between homelessness data and our ongoing capital build programme.

There may be times when shared accommodation is a good option, particularly for young people. We intend to monitor the success of the shared accommodation scheme we began following the provision of the Transitional Accommodation Capital Programme Grant (TACP). This project is converting 3-bedroom social homes into properties fit for 2 people to share.

As well as appropriate self-contained accommodation for most we have identified a small cohort who require long-term supported accommodation to live well. Further work will need to be done to scope what the best options are for these people. However, it is envisaged that we develop a bespoke scheme of self-contained units with communal areas and on-site, intensive support.



### *Continual Assessment/Mainstreaming*

As previously highlighted, there is a larger cohort of individuals presenting to the authority with complex needs following the changes to guidance and practices since Covid-19. It is becoming increasingly more difficult to access appropriate supported housing which results in many vulnerable people with co-occurring complex needs being accommodated in hotel style accommodation which does not meet their support needs.

Due to the vulnerable nature of some of the clients coming through their needs are no longer a stand-alone housing matter. A partnership approach is required to assist our clients with their needs. Proper assessments are required to determine what additional support needs a person may have to sustain a tenancy or assess what more-suitable accommodation they may require.

Following recent discussions at the Housing Support Grant Board, it has been agreed that Homes and Safer Communities would take the lead in establishing a Housing Support Gateway Service.

## 4: Temporary Accommodation Supply



### Summary

There was growth in the need for temporary accommodation, which peaked towards the end of the summer 2020. Need has since dropped but remains elevated compared with pre-pandemic levels, with close to 120 households in temporary accommodation. This represents an increase of 70% in the total number of households in temporary accommodation compared with prior to the pandemic, suggesting that need remains (and will continue to remain) at an elevated level.

Due to the current housing market, the role of the Private Rented Sector in providing temporary accommodation has decreased and it appears likely that it will continue to play a smaller role in the future.

### Baseline

Temporary Accommodation Type	Baseline Capacity (Units as at 31/03/22)	Groups accepted – any exclusions	Onsite services available	Service charges (Y/N)	Notes
Triage Centres	0	N/A	N/A	N/A	
Temporary Accommodation	212	All groups accepted	Floating support provided	Yes	Some units have CCTV
Refuge accommodation	15	Women only	Intensive support	Yes	
Supported Accommodation	112	Needs led	Housing related support	Yes	
B&B/hotels	31	All groups accepted	Floating support provided	Yes	Provision has on-site security

Table 23 Baseline provision of temporary accommodation in 2022

The above baseline data in Table 23 is taken from the information detailed in the Rapid Rehousing Transition Plan Data Tool. It lists all the current available temporary accommodation in Carmarthenshire and does not include any of the additional accommodation we used during the Covid Pandemic which would not ordinarily be available.

### *Usage*

COVID-19 had a significant impact on the use of temporary accommodation, with the total number of households in temporary accommodation doubling compared with pre-pandemic levels. Prior to the pandemic there were, on average, 75 households in temporary accommodation with 43 single person households accounting for 57% of the total.<sup>10</sup>

Household Type	No. Placed
Single People	43
Couples	2
Single Person Pregnant	0
Household + 1 child	14
Household + 2 children	10
Household + 3 children	4
Household + 4 children	1
Household + 5 children	1
<b>Total</b>	<b>75</b>

*Table 24 number of households in TA as of March 2020*

The total number doubled to a peak of 150 households in temporary accommodation in late July and early August 2020, decreasing to 83 households in March 2021 before increasing to 121 households by the end of November 2021. This trend is set to persevere as people continue to access the service and we persist in adopting the “no one left out” approach.

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10 Homeless Needs Mapping February 2021

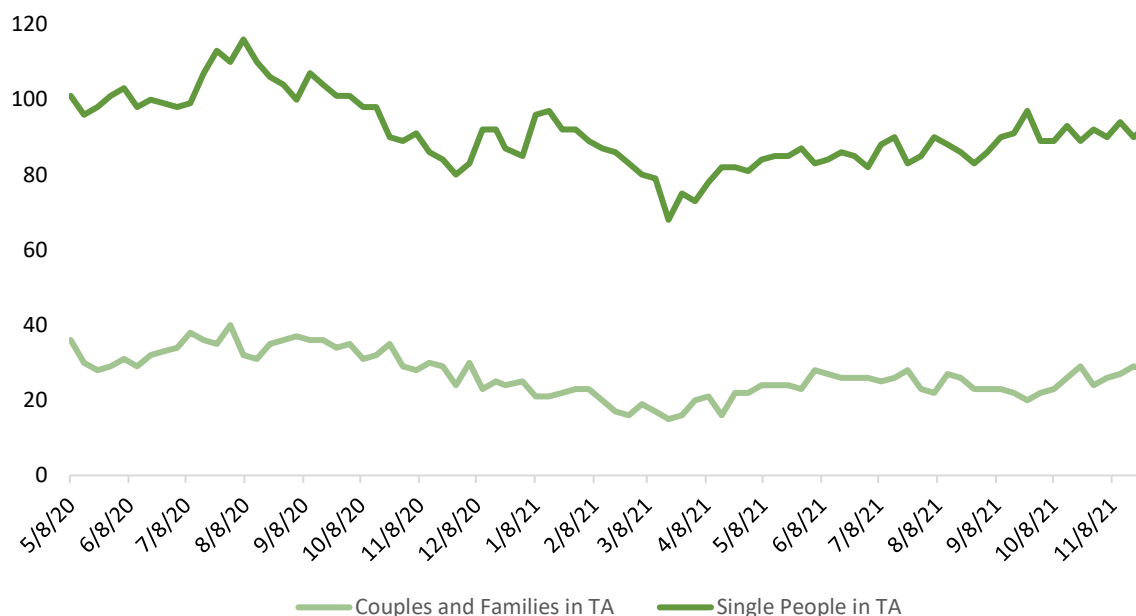


Figure 4 Number of people in TA by household type between May 2020 and November 2021

COVID-19 has had an impact on the type of temporary accommodation available, with a significant amount of PRS accommodation unavailable, in part due to a high number of sales of PRS accommodation. Much of the need for temporary accommodation has been met with B&Bs with PRS playing a decreasing role. This has placed pressure on the system, as reflected in the number of temporary accommodation vacancies dropping to below 15 in August 2020, October, and November 2021.

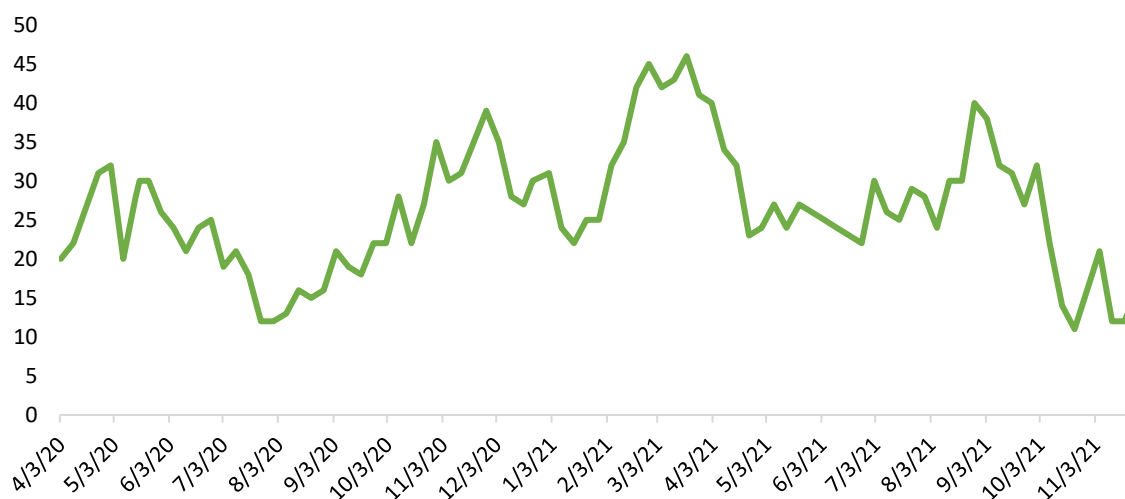


Figure 5 Number of TA Vacancies between April 2020 and November 2021

As of 1<sup>st</sup> February 2022, the units of temporary accommodation were made up of:

**Non-Supported, all in Carmarthen, leased from PRS**

1 bed: 2

2 beds: 5

3 beds: 4

**Single Persons accommodation through PRS landlords**

Llanelli: 30

Carmarthen: 5

Ammanford: 4

**Bed & Breakfast**

Llanelli: 27 (exclusive use of 2 B&B's)

**Additional Units** 14 (Mixed number of rooms, some accessible, mixed locations, own stock)

**Training Flats** (under 25's) through PRS

3x 3 beds

1 x 4 bed

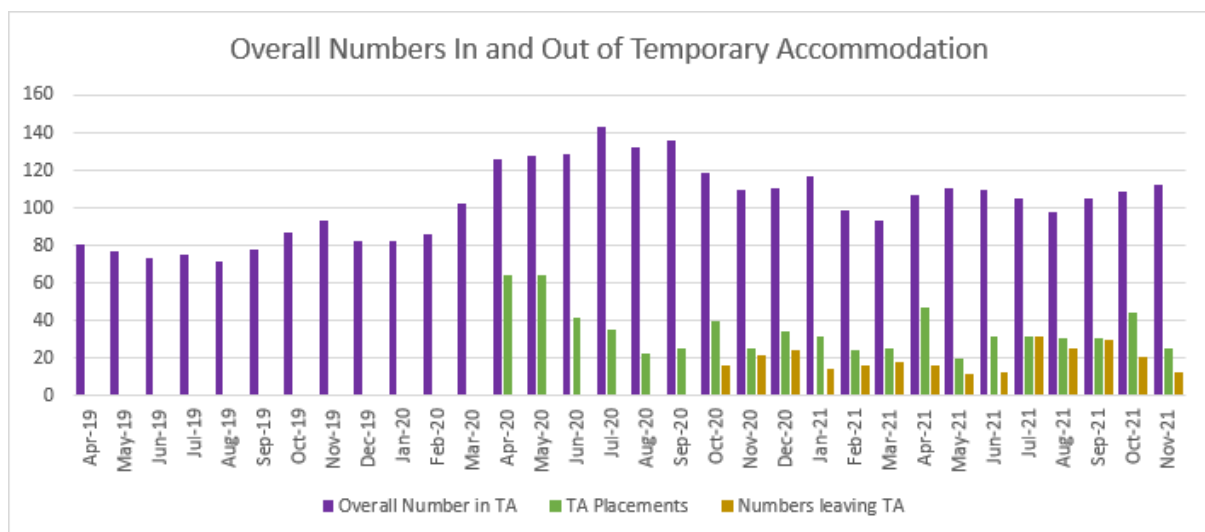


Figure 6 Numbers of people in and out of temporary accommodation 2019-2021

Figure 6 illustrates the overall number of households in temporary accommodation between 2019 and 2021, the number of households placed into temporary accommodation, and the number that have left each month.

Prior to the pandemic the portfolio of temporary accommodation was adequate for the level of demand at that time. As a result of demand increasing rapidly from March 2020, the local authority, funded by WG's Hardship Fund, was able to source two B&Bs that were able to assist at the time. However, these additional places are not financially viable in the long term, as the Hardship Fund is time limited.

To mitigate the issues of capacity there is a move-on panel which includes Housing Association partners. This panel is utilised to move people on from temporary accommodation into sustainable secure accommodation which in turn will free up space in emergency TA. This is in line with the Allocations Policy, with sign off from the Head of Service using the exceptional circumstances discretion.

Some of those accommodated in temporary accommodation are excluded from the Housing Choice Register for reasons such as former/current rent arrears, and anti-social behaviour (ASB) issues. These factors ultimately impact on the length of their stay in temporary accommodation and the ability to discharge the final duty. The options for these households are limited and need to be proactively addressed.

### *Inclusivity*

People are rarely excluded from TA unless there are risk factors which preclude them from occupying specific accommodation. Risk Assessments and safety plans are undertaken, and we work with partners to source suitable alternatives in order that no one is left out.

Our Refuge provision is women only and is available for women experiencing domestic abuse and their children. We have provision across the County so that we can meet the needs of women who need it and their families.

Some of our provision is "dry" and is only accessed by those who commit to abstinence. Other provision is for specific cohorts such as women, young people or people with mental health needs or complex needs.

Service charges are only charged in 2 of our temporary accommodation placements. These are charged for the use of gas and electricity. All our other units use pre-payment meters. The services used within our B&B provision are included in the daily rates.

# 5: Temporary Accommodation Transformation



## Context and vision

In the context of this plan the vision and priorities for temporary accommodation (TA) in Carmarthenshire are:

- The need to move away from the significant use of B&B particularly following the Covid years
- Reducing the length of stay for households in temporary accommodation
- Lessening the impact of hardship, particularly in the interest of our clients; and
- Ensuring financial stability of the service

Our use of B&B:

- should be for emergency placement where no other options are available
- should be for a short period of time, amounting to days not weeks or months; and
- should avoid placing families in such accommodation, favouring more stable/ suitable accommodation in areas that are convenient to them

All as outlined in the '**The Homelessness (Suitability of Accommodation) (Wales) Order 2015**'.

Prior to the Pandemic families and/or individuals spent on average 80-90 days in TA before moving on to more secure/ stable accommodation.

All of Carmarthenshire's TA stock is private leasehold accommodation except for 14 bedsit units that have been sourced from within our own HRA Housing Stock. Historically, the service has been able to operate at about 75- 80% occupancy rate within budget and allowed capacity and flexibility to respond to any homeless presentations at any given time.

Historically our use of B&B was very minimal (one to two placements a fortnight for no longer than 5 nights) and rarely did we place families into B&B and almost certainly, we did not have to make out of County placements.

Whilst our stock levels for TA have not changed dramatically during or since Covid, our use of B&B has dramatically increased. Through WG support, we have procured the exclusive use of two establishments on an ongoing basis.

In 2018 Carmarthenshire transferred all family temporary housing services from Cartrefi Hafod to the Council including the TUPE of two staff members. That stock, which mainly consisted of 2–3-bedroom properties has reduced slightly over the past 12 months because of a change in the housing market and fear of the implication of the Renting Homes (Wales) Act.

	Family	Single Person	B&B
Pre Covid	56	35	Ad hoc
Post Covid	48	49	24

*Table 25 TA stock available to Carmarthenshire County Council (CCC) pre and post Covid-19  
\*Does not include supported housing projects*

Based on the current number of Homeless presentations highlighted in this report the current stock level exclusively available to CCC is insufficient and there is a need to make placements into other B&Bs (inc. out-of-County) on a weekly basis, for prolonged periods of time.

Additionally, over 70% of our single person leasehold stock is in one of the most deprived wards of Llanelli. The area is part of a wider regeneration programme, and we are reviewing the overall stock in this area.

### **Key Challenges**

In transforming the TA provision and developing the flexible short-term service we aspire to we recognise that there will be challenges. Stock needs to be dispersed more evenly across the County, reducing numbers in Llanelli whilst potentially increasing them in others. This rebalancing of stock may initially mean that we double up on provision, bringing new stock online before moth-balling unwanted stock in areas where there is an over provision and there could potentially be cost implications to this.

In reducing the dependence on B&B we risk losing the flexibility that this type of provision offers us. We will need to develop short-term, 1-bedroom, self-contained units to replace this. The longer-term intention is that we develop a triage assessment centre for those who present with potential medium to high level needs. This will afford us the time to properly assess the needs of the person and identify the best settled accommodation and support option to meet those needs.

A significant challenge is moving people on in as short a time as possible. This will be dependent on the availability of settled stock and the ability of homeless applicants to access this. Our emergency plans to employ direct matching of additional preference



applicants should provide us with evidence and learning on which to base the review of our allocations policy and common housing register.

The reduction in the use of short-term supported accommodation is a challenge which will need detailed planning and very careful management. It is crucial that we work closely with landlords and providers of such accommodation to ensure that as we move away from reliance on this type of provision, we do not negatively impact the people living in the accommodation or destabilise these businesses. A strong partnership approach is needed to successfully transform this part of the service.

### *Transformation Plan*

Prior to Covid we started to develop a plan mainly focused on single person TA stock located in one ward in Llanelli and how this might be dispersed across the wider Llanelli area to establish new services in other parts of the County mainly the other two townships of Carmarthen and Ammanford.

However, the additional pressures and uncertainty around the homeless demand that was brought to the surface following the policy change early in the Pandemic meant that these plans were deliberately delayed.

Considering the current pressures, which have been fairly consistent over the past two years, and the continued use of B&B post September 2022, we understand the urgency to revisit these plans and review the volume and type of TA stock required.

The plan, as it was, was predominantly focused on one geographical area in Llanelli and the over intensification of single person TA stock in that locality. The aim was to reduce the detrimental effect this had on the community because of a transient population and perception of crime.

We have also identified this concentration of TA accommodation has been to the detriment of vulnerable people who we have placed there, and their ability to manage and maintain tenancies. The plan was aimed at delivering a 'like for like' in terms of numbers but across a wider geographical area within a certain radius of the Llanelli Town Centre, close to services.

A considerable amount of work has been done to-date on reconfiguring this TA accommodation. A tender pack has been put together with a service specification and key performance indicators on the provision of new, dispersed TA stock. However, we need to review the actual number of units required, where they need to be located, the services required to support this accommodation provision and over what length of time this plan

will be delivered. This will be dependent on the learning from the emergency allocation process

The need for a triage assessment centre has been identified and it is hoped that this will reduce the reliance on B&B accommodation for single people. The funding and provision of such a facility relies on the reviewing of existing short-term housing related support accommodation and the remodelling or decommissioning and recommissioning of services. Housing and HSG colleagues will work together to develop the justification and specification for this service in conjunction with partners.

The provision of a triage centre will mean that people who present to the local authority as roofless will be able to be accommodated in the short-term whilst we comprehensively assess their needs. This will ensure that the right accommodation is sourced first time, repeat homelessness is reduced, and people have a home that meets their needs.

The review and recommissioning of support provision is an ongoing priority of the local authority. Work will continue to ensure that all our housing related support commissioned services are fit for purpose and meet the needs of current and future cohorts.

We currently fund 3 refuges across the local authority and an intensive, specialist, women only provision. Work needs to take place to evidence that this model of provision is fit for purpose, and we are supporting those with complex needs, and those experiencing domestic abuse in the best way. The new service being commissioned that integrates prevention, early intervention, support, and protection to ensure a holistic approach for people experiencing domestic abuse may go some way to respond to this.

We also have four distinct short term supported accommodation projects for young people and a supported lodgings scheme. This provision has recently been reviewed and recommissioned and we will continue to monitor the projects to ensure that young people are receiving the support they need to help them to move on to independent living when they are ready.

The remainder of our short term supported accommodation provision is for those with mental health or complex needs plus one specialist dry provision. It has been mentioned in consultation both for the HSP strategy and for this plan that we lack a provision for people who are continuing to use substances or following a harm reduction approach. The scoping of such a provision will form part of the work in reviewing commissioned services and should one be needed, we will work to develop such a scheme that meets the needs of those who need it whilst minimising the risks, both perceived and real, to the community in which it is located.

# 6: Rapid Rehousing Transformation Plan



## *Vision*

To fulfil our vision “Working together to end homelessness in Carmarthenshire by providing homes and support at the right time”, our high-level priorities for the next 5–10-year transitional period will be to:

1. Review the allocation of social housing
2. Develop the housing related support offer by streamlining support assessment and referral processes
3. Develop the right temporary accommodation that meets current and future need
4. Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing
5. Develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing
6. Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing
7. Develop and commission the right housing related support services to support the Rapid Rehousing vision

These high-level priorities will form the basis of our work to transition to Rapid Rehousing and will be delivered in conjunction with partners through detailed delivery plans which will be agreed and monitored by the Project Board.

The rationale for these priorities is as follows:

### *1. Review the allocation of Social Housing*

The current Social Housing Allocations Policy (SHAP) was approved by Full Council on 14<sup>th</sup> December 2016 in preparation for the launch of the Choice Based Lettings service (CBL). The existing policy gives priority to Band A applicants; however, it does not include a letting target to determine what percentage of empty homes should be allocated to each priority group.

Following the review of data to support the RRTP, we know that in 2021/22, 52% of all allocations of Social Housing (CCC & RSLs combined) were to households to whom we owed a duty under the Housing Wales Act. Even with this level of priority as of March 2022 we still had an overall open homelessness caseload of 783 households requiring housing. There are currently around 120 households in temporary accommodation (TA). This number is set to increase as a direct consequence of the issues, policies, and market conditions we are currently facing.

There is a severe shortage of affordable housing in the County across both Social and PRS. At the end of August 2022 4,334 households were waiting for social housing in the County but only 839 tenancies commenced in 2021/22 (including RSL allocations). During 2021/22 we discharged our duty to the private rented sector for 213 households. This trend has turned, and in August 2022 we had 195 households under Section 21 notice of eviction to leave their PRS tenancies. As a result, the waiting list is growing all the time.

As the requirements of residents have changed, with more applicants in severe need, the current letting policy is not currently fit for purpose, and the Council needs to create an interim fairer, more transparent housing register, better suited to the situation in the County today.

The SHAP requires to be reviewed regularly but due to additional demand placed on the Housing Service because of COVID 19 and Welsh Government's 'no-one left out approach' this has not been progressed as quickly as had been hoped. A full review will commence following the development of the Rapid Rehousing Transition Plan in September and a report will be submitted to Pre-Cabinet later in 2023 setting out the proposals and requesting approval to commence a consultation process.

## ***2. Develop the housing related support offer by streamlining support assessment and referral processes***

It is recognised that there is no universal support-needs assessment in place to ensure a more accurate and consistent assessment is undertaken for those who require support services. As a result, it is difficult to plan effective services to focus advice and assistance for people to help them move on and sustain their accommodation in the longer term.

From our engagement with partners through the focus groups we know that referrals for support can be time-consuming and onerous both for caseworkers and support staff, and for individuals trying to access support.

There are multiple local referral systems making it difficult to gain an overall picture of referrals through data

- A review of data collection and analysis is required
- A review of referral pathways is required

Monitoring of support provision could also be improved and therefore a streamlined approach is required to ensure that we make the best use of all the commissioned floating support services.

We know that timeliness and suitability of support are something that our service users depend upon. We will continue to innovate our offer as more becomes known of user needs. We recognise we need to build a single consistent system of referral, assessment and support that is simple to use both for service users and provider agencies.

To this end we have proposed to establish a Housing Support Gateway. The proposed **Housing Support Gateway** service, will:

- Develop protocols for assessments to be carried out alongside partners who provide specialist support, to ensure a more accurate and consistent assessment is undertaken for those who require those support services for crises and complex needs
- Ensure that assessment of support needs is carried out and that relevant and timely support is available at the first point of contact
- manage all aspects of the Carmarthenshire Housing Support Gateway service under the Housing Support Grant Programme
- be responsible for the development and management of a gateway assessment, referral, and nomination policy
- make effective use of data to ensure that contracted housing support service providers are delivering housing-related support services to meet the Council's required levels of performance, in line with Welsh Government's HSG guidance and grant regulations
- establish and maintain a multi-agency approach by collaborating and working in partnerships with internal Council services, partners, stakeholders, and service users to identify future housing support priorities and achieve the most effective use of HSG funds

### ***3. Develop the right temporary accommodation that meets current and future need***

Fundamental to Rapid Rehousing is helping people live independently in the community. This includes not just access to but assessing and influencing supply and delivery of suitable accommodation. Supply, particularly of 1- bedroom units, is in particularly high demand.

There has been a significant increase in the number of single people being homeless and requiring permanent one bedroom accommodation. There is a marked shortfall between the current demand for one-bedroom properties and the supply of available housing. There is a plan to develop over 2000 more homes of mixed size and tenure across all parts of Carmarthenshire by 2026, however this was prepared prior to the pandemic. Other development plans have ambitious targets to build new housing, especially social housing, but this will be over several years and there will continue to be a shortfall in accommodation to meet the scale of homelessness presentations since the pandemic.

We need to move towards providing more sustainable models of accommodation and support that meet the needs of everyone currently in emergency provision and future demand, making sure people reach settled housing as quickly as possible rather than staying in temporary accommodation for extended periods.

Our focus will be on ensuring people can move to settled accommodation quickly, with the use of temporary accommodation being limited. We will:

- Use the data we capture from Support Needs Assessments to ensure where it is needed, we provide the right, good quality temporary accommodation
- Review our ongoing programmes to review the supply of affordable housing together with those of our RSL Partners to ensure that there is consistency between homelessness data and our Local Housing Market Assessment (LHMA), Social Housing Grant (SHG) Programme, and Local Development Plans (LDP)
- Explore options for shared settled accommodation, particularly for younger people, taking account of the individual's circumstances and preferences
- Engage with private landlords to develop options for temporary and settled accommodation, ensuring the necessary pre-tenancy and ongoing support is available to them and their tenants
- Use our Local Rapid Rehousing Project Board to improve joint planning and commissioning arrangements with key partners e.g., social services, Probation, and the Local Health Board (LHB).

#### ***4. Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing***

To meet this action, we will review our ongoing programmes to review the supply of affordable housing together with those of our RSL Partners. This will be done as part of the annual update of the Five-Year Housing Regeneration and Development Delivery Programme see Appendix C to support the delivery of over 2,000 homes for rent and sale. From this review we will develop a plan based on gaps in accommodation identified between this review and the Rapid Rehousing Transition Plan considering the size and location of property required when assessing need. We will then ensure that our Development Prospectus is aligned with this need and encourages the development of the right stock in the right location.

As well as relying on the development of new homes, we must also maximize existing stock both in the social and private rented sector. A strategic plan to reduce void levels and bring void stock back into use is needed. Significant work has been done to identify empty homes and work with owners to bring these properties back into use. This must be continued. More work needs to be done to identify the reasons more PRS landlords are serving notice and exiting the market. Creative solutions should be sought to work with landlords to remain in the sector. Where this is not possible a mechanism to retain tenancies should be explored. We must also look at Notices served in social housing stock and work to support the Welsh Government commitment of no evictions into homelessness. Good practice in housing management should be shared to support tenants to remain in their homes and prevent homelessness.

#### ***5. Develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing***

Following the review of our ongoing programmes to review the supply of affordable housing together with those of our RSL Partners we will use this information along with the data gathered through our casework and the Housing Support Gateway to inform our longer-term plans for providing settled accommodation.

Currently we include a minimum of four 1-bedroom homes on every new development where viable and request the same of our RSL partners. We will include the development of more single person and 1-bedroom homes as well as the continued development of options for shared settled accommodation, particularly for younger people taking account of the individual's circumstances and preferences. It may also include the development of a long-term supported accommodation scheme for those with enduring complex needs. The location of any new homes will also be a consideration in these plans, delivering homes

across the county, especially in rural towns and villages, to help ensure that local people are able to afford quality homes and remain in their communities.

## ***6. Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing***

Our Housing Support Plan Strategy sets out our approach to continuing to support our most vulnerable residents - those who are at risk of, or experience homelessness and those who need support to maintain their tenancies and live as part of their communities. The actions within this Rapid Rehousing Transition Plan are fully aligned with that plan in ensuring that all our Housing Support Grant Commissioned services follow this approach.

Strategic planning is key to ensuring alignment of the HSG and Carmarthenshire's statutory duties to prevent and relieve homelessness and the effective commissioning of HSG services. This will help ensure that homelessness is prevented and that people needing services are supported appropriately. This will also help ensure value for money is achieved in deploying the grant.

We have committed to ensure support enables people to maintain their accommodation and prevents homelessness. We will do this by reviewing the commissioning of low-level support and carrying out a full evaluation of floating support services to ensure support is relevant to changing needs and meets the aims of the Rapid Rehousing Transition Plan. We will ensure we have the right data systems and data sharing agreements to enable us to do this.

We will review the Housing First model of support commissioned within the local authority to ensure that it is fully aligned with the Housing First principles and meets the needs of our most vulnerable clients. We will work with the Housing First Network and with local providers to commission a service that meets these principles and our vision.

## ***7. Develop and commission the right housing related support services to support the Rapid Rehousing vision***

Following the strategic review of housing support commissioned services, we will use the data gathered in this plan, and feedback from partners and service users, to ensure that future services meet the needs of the community and support our vision for Rapid Rehousing to **work together to end homelessness in Carmarthenshire by providing homes and support at the right time.**

Our Homelessness Team have already made a range of changes in how they work to meet increased demand. There are a range of floating support services provided by HSG funding



that work with people in their own accommodation to help develop skills and address issues that could lead to homelessness. Flexible models of support that work with people in temporary accommodation and follows them into settled accommodation should be further developed.

The development of the *Housing Support Gateway* will ensure that assessment of support needs is carried out and that relevant and timely support is available at the first point of contact. Many people currently being supported have multiple needs and support should adapt and flex up and down according to need. Support capacity will shift its focus from managing crises to prevention and multi-agency support, specially tailored to individual's needs is required for complex cases.

Data and work with the focus groups identified the need for a long-term supported accommodation provision for those with intensive needs. This model of supported accommodation needs to be explored further but it is envisaged that it will be a multiple occupancy accommodation setting with on-site support services aimed at those with intensive needs. Such models exist including Thorntree in Edinburgh and Shoreline in Swansea and we will use these examples to help us develop a similar service within Carmarthenshire.

Housing First is a key element of any Rapid Rehousing approach providing for those who have persistent complex needs and/or a history of repeat rough sleeping. We will work with partners to ensure that our Housing First offer is commissioned and delivered in such a way as to have fidelity with the Housing First Principles as set out by the Welsh Government in Housing First Principles Guidance for Local Authorities:

- Housing is a human right
- Service users should have choice and control
- Housing not conditional on support or treatment
- The approach is recovery oriented
- The approach is one of harm reduction
- There is active engagement without coercion
- Planning is person-centred
- Flexible support is available for as long as required

[housing-first-principles-guidance-for-local-authorities.pdf \(gov.wales\)](#)

We are aware that these principles are currently under review, and we will work with Welsh Government and the Housing First Network to ensure that any local provision continues to align itself with these.

## ***Homelessness prevention***

In line with the national mission, we will, identify priorities with our partners, and commission an appropriate range of support services to ensure that in future homelessness is prevented, or where it occurs it is rare, brief, and unrepeatable.

Housing support services exist to help prevent homelessness, social exclusion, isolation, and institutionalisation. Prevention is core business in homelessness services and fundamental to our approach is to return to business as usual with a focus on homeless prevention and a return to, and improvement on pre-pandemic performance levels. Early intervention aims to reduce undue escalation to avoid a crisis situation, with knock-on impact to health, inclusion and independence.

We recognise that prevention activities come in a range of forms to meet a variety of needs and we will develop and deliver services to meet the needs of those at various points along this continuum.

## ***Universal Prevention***

Universal prevention addresses the root causes of homelessness, such as poverty and unaddressed trauma.

Our Cabinet Vision Statement 2022 – 2027 [Cabinet Vision Statement 2022 - 2027 \(gov.wales\)](#) (Appendix D) includes key actions which will help to reduce poverty and provide opportunities for all across Carmarthenshire. We will work in partnership across the local authority to deliver on these values and work towards an environment where all residents can start, live, work and age well. These actions include:

- Work alongside schools to increase school attendance rates and improve access to education for vulnerable pupils
- In line with the vision of Welsh Government, provide high quality nutritious free school meals to all primary school pupils, over the lifetime of the administration
- Increase the level of supported accommodation to specifically facilitate safe discharge from hospital and/or the need for residential care for vulnerable adults
- Further expand the Delta Connect service to provide proactive technology enabled care to vulnerable people within their own homes together with a package of emergency support, monitoring, and wellbeing calls

- Work with the Health Board to provide readily accessible and appropriate levels of support to all with Mental Health issues with an expansion of access and support to Children and Vulnerable Adults
- Continue to provide support to keep children at home with their families and out of the care system wherever possible and lobby WG to provide additional resources for foster carers to support the children in their care
- Develop preventative services to meet the demands of an ageing population
- Increase renewable energy on council houses and other buildings to reduce domestic bills and help meet climate change targets
- Support the devolution of the administration of welfare and the necessary infrastructure required to prepare for it
- Review the Terms of Reference of the Tackling Poverty Advisory Panel to ensure that they have the necessary scope to undertake a review of the work required in relation to Tackling Poverty
- Request that the Tackling Poverty Advisory Panel immediately begins an additional strand of work in relation to the current cost of living crisis
- Appoint a Cabinet Member to lead on the Tackling Poverty Agenda
- Work with external bodies to tackle and understand what can be done to support residents immediately and in the short term to mitigate the negative effect on individual finances as the cost of living continues to spiral

### ***Targeted Prevention***

Targeted prevention supports people more at risk of homelessness and provides a ‘no wrong door’ approach in public services to support people.

During the consultation exercise discussions with partners through the focus groups identified the following potential targeted prevention actions that could be taken to reduce homelessness:

- Evaluate mediation services following the transfer of WG funding to deliver services that support people where relationships are breaking down. Potentially remodelling services to also work with landlords and tenants
- Work with LA Housing Officers on a process to identify arrears early and engage support to prevent homelessness embracing the “No Evictions into Homelessness” Pledge

- Work with the PRS landlord forum to develop confidence and support to retain provision
- Investigate the potential opportunity to purchase PRS properties where the landlord is selling up
- Make best use of the Discretionary Homelessness Prevention Funds to maximise prevention
- Explore the potential for training staff to deliver support via a mediation/motivational interviewing approach
- Explore the use of panel meetings prior to any eviction from social housing
- Work with criminal justice agencies to improve notification and engagement with people coming out of custody
- Develop accommodation and support options for people coming out of custody
- Explore the development of multiple/complex needs officer role to co-ordinate these cases
- Consider service charge costs relief for those employed and in supported housing commissioned provision
- Work with the youth homelessness co-ordinator to support primary prevention work in schools and youth services
- Build on the good practice already existing on the Carmarthenshire Council website in identifying and signposting to sources of goods and services for households in need
- Scope the need for advice services including debt advice to assist households

### ***Crisis Prevention***

Crisis prevention is the 'last line of defence', provided by local authorities and their partners to offer acute provision for people needing emergency help.

We will focus on the following areas to strengthen our approach to crisis prevention. We will:

- Provide a seamless service for people threatened with Homelessness
- Develop an early intervention Housing Hwb offer for people threatened with Homelessness
- Empower people with the skills needed to maintain their accommodation

- Strengthen our corporate parenting approach in relation to the future accommodation needs of care experienced young people
- Ensure support enables people to maintain their accommodation and prevent Homelessness
- Ensure internal data and data from system partners is used effectively to plan services.

## ***Rapid Rehousing transformation***

In delivering the high-level actions within this plan we know we will face hurdles and are committed to work in partnership to overcome these.

Reviewing the allocation policy will need support from a range of partners both within and outside of the local authority. We will need to work with local politicians, the public, housing association partners and third sector providers to develop a scheme that is fair and equitable and meets the needs of those who require it most. It will take time and compromise to deliver a scheme which works for all, but we are committed to deliver this to make homelessness brief for those who experience it.

To develop the best housing related support offer, through the development of a Housing Support Gateway and the reviewing and recommissioning of services, will also require the input and will of partners to work towards a solution that is best for the people we support. Good communication will be vital throughout this process to make certain that all partners, especially those who use our services, understand the rationale for this work and are involved through design to delivery. This will ensure that what is developed is fit for purpose and for the future.

It will also be crucial to ensure that we work in partnership with all agencies to establish sound referral routes so that people can access the right help at the right time. We may need to overcome barriers of access and in understanding the terminology and ways of working between ourselves and our partners including those in mental health and substance misuse services, criminal justice, and health to get the best outcomes for people.

In reconfiguring our temporary accommodation offer we risk either decommissioning provision whilst it is still required or holding too much provision which incurs additional unwanted costs. There may be a period where we double up on provision, bringing new stock online before moth-balling unwanted stock in areas where there is an over provision and there could potentially be cost implications to this. This will have to be managed well to mitigate unwanted costs and make best use of resources.

When reviewing our development plans and establishing new ones there will be challenges and barriers which may impact on delivery. These may come from within the local authority, such as issues with planning applications or legal sign off. Others may be outside of the local authority control including issues relating to flooding or phosphate discharge. We will need to work together with partners and Welsh Government to find solutions to these challenges so that we can deliver on our development plans.

There is a need to review and further develop the options available to bring empty homes into occupation and use Simple Lettings and the Private Rented Sector Leasing scheme to increase supply from the private rented sector. Currently we are seeing tenancies in this sector ending on a scale never seen before and we are faced with a huge challenge of how to mitigate this loss and increase the level of supply from the private rented sector. We will continue to work with landlords and other partners to do this.

### ***Accommodation model***

Following our Rapid Rehousing transformation, we envisage a pathway to settled accommodation that moves people in housing need quickly into a home that meets their needs with the support to maintain that home.

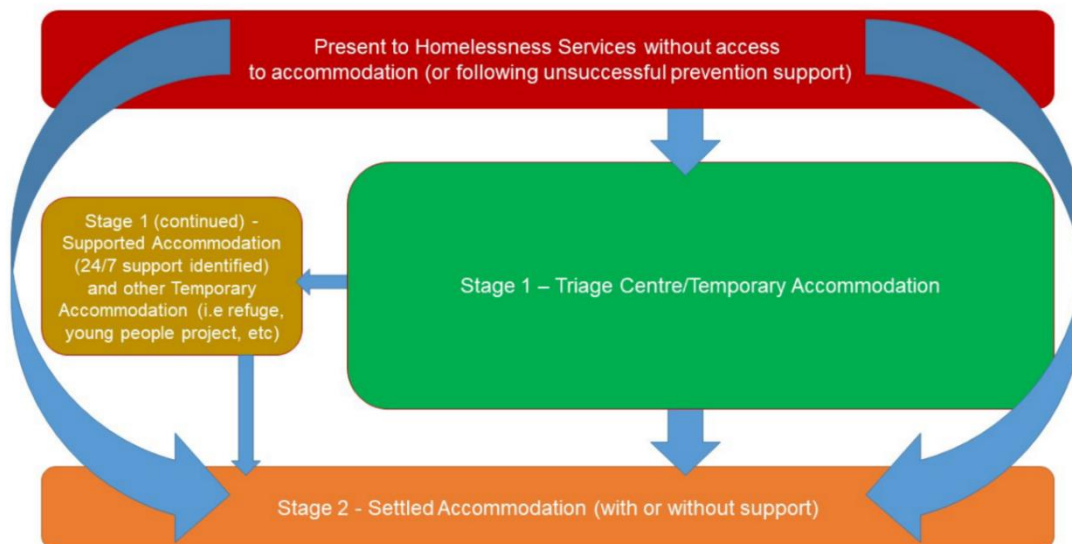
A support needs assessment will be completed on presentation to the Housing Hwb service. Appropriate temporary accommodation may be provided if settled accommodation is not available straight away. An emergency triage centre may be appropriate dependant on the level of support need and the requirement to carry out further assessment of need. Refuge provision may be required if the person is experiencing domestic abuse. Any such provision will be accompanied by appropriate support and the aim will always be to move people on into settled accommodation as quickly as possible.

The remodelling of TA is outlined in Section 5. The plan is that current TA is reduced overall but reconfigured to deliver provision across the county. TA will be provided by a range of partners including local authority and RSLs as well as some private sector leased accommodation. Support provision within the TA will be delivered by third sector partners with the LA managing the accommodation.

Settled accommodation will be sourced which meets the needs of the individual and anyone living with them. This could be from within the social or private rented sector. Support may continue to be provided in this new accommodation for as long as required based on the needs of the individual. This support will be commissioned via HSG to be flexible to meet the need of the client and will be outcomes-based to allow for a person-centred approach.

Support will be provided both by in-house support officers and external housing support providers. If the support needs of the individual are assessed as high, then Housing First may be the most appropriate option. A specialist provider will follow Housing First Principles to deliver accommodation and support. This provision will be commissioned by the LA and delivered via a third party.

From time-to-time individuals may present whose support needs are deemed intensive. This includes those who are unable to live independently, perhaps due to concerns around risk to self or others or perhaps even choice. Professionals would be engaged from the health and social care sectors to ensure their care and support is fit for purpose. These individuals might thrive best in a long-term supported accommodation setting and such accommodation would be sourced to meet their needs. Independent settled accommodation will always be the aim for those who want it. Our accommodation model



will follow that outlined in the Welsh Government Guidance.

*Figure 7 Rapid Rehousing model of Accommodation*

### ***Pandemic response***

The Covid-19 pandemic brought about changes to the statutory homelessness guidance which resulted in a considerable amount of people being newly eligible to be housed by the Council from March 2020. The situation is currently unchanged, meaning that all who present are effectively in ‘priority need’. This is also referred to as the ‘No one left out’ policy. A clear trend, which is mirrored across Wales, is the growing proportion of single people presenting to us as homeless.

This change in policy increased the number of people requiring temporary and emergency accommodation. In Carmarthenshire we normally hosted 70 households at any one time, but this rapidly increased to 140 households in temporary accommodation with over a hundred of these being single people.

The need for temporary accommodation peaked towards the end of the summer in 2020, and remains high compared with pre-pandemic levels, with close to 120 households in temporary accommodation as of August 2022. This represents an increase of around 70% in the total number of households in temporary accommodation (primarily single people) compared with prior to the pandemic, suggesting that need remains (and will continue to remain) at an elevated level.

The HAG recommendations emphasise the need for prevention of homelessness whenever possible. Our first duty is always to consider how we can help people to prevent them from becoming homeless and avoid the need to be re-housed. With an increase in demand our existing services need to develop to ensure they continue to focus on prevention and avoid people moving into housing crisis.

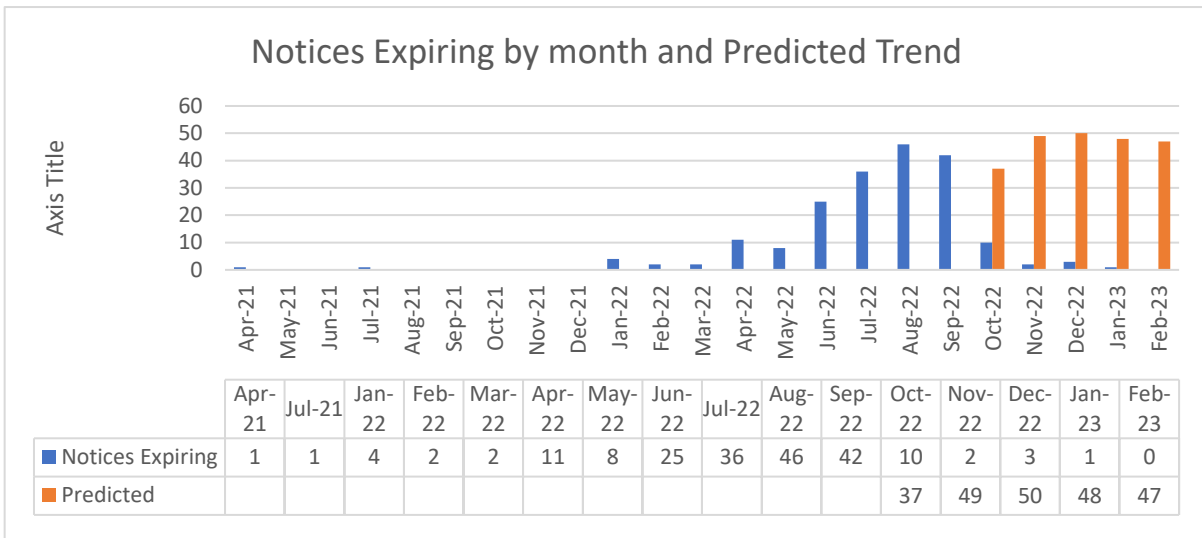
They also recognise that, in some cases homelessness cannot be avoided and there will always be a need for some form of temporary accommodation. Rapid Rehousing should, however, be the default position for all homeless households that have low, or no, support needs.

In the short-term we plan to make emergency changes to our Social Housing Allocation Policy (SHAP) to prefer those who are homeless or have additional preference for social housing. We hope to apply a direct matching process to allocate social housing to those who need it. This will reduce the number of people waiting for long periods in temporary accommodation or “homeless at home” and will increase the flow through TA. It will enable us to begin to rationalise our temporary accommodation provision and reduce the level of resources used for TA.

To service this emergency measure, we will need to re-allocate Housing Options staff to focus on the identification of people for suitable matches and manage the process. In time it is hoped that this will reduce caseloads and free-up caseworker time to better focus on prevention and the effective delivery of reasonable steps.

During the Covid-19 pandemic the Welsh Government introduced legislation to halt the serving of s21 Notices. Since the lifting of this ban, we have seen a large increase in the number of Notices served and the presentation of people to the Local Authority threatened with homelessness.





The graph over shows us the number of notices expiring by month. Some months have already passed but through negotiation these tenants are still in situ until accommodation can be sourced for them.

The orange columns are predicted numbers of notices which could end in future months based on the current numbers coming through. This may potentially drop off once the new Renting Homes Act is introduced as the notice periods for new contracts will differ giving tenants a longer notice period and more security.

*Figure8 Number of S21 Notices expiring each month and predicted trend*

To tackle this increase in presentations due to s21 notices we are using a range of measures including liaising with landlords to understand the reasons for Notices and to negotiate extensions of stay and using discretionary homelessness funding to assist with arrears, extensions, and potential court costs. We will continue to deploy these and other measures to prevent and relieve homelessness as a potential impact of the pandemic.

### ***Initial socio-economic/equalities impact assessment***

As each major policy change is taken forward, we will carry out detailed Equality Impact Assessments and publish any impacts and mitigations identified.

## 7: Resource Planning



The resources detailed in this chapter have been identified to deliver this Action Plan. However, should any future grant funding not be available we may need to revisit our current priorities.

### *Existing resource*

During the last 3 years we have used a range of resources to support the work of homelessness prevention, alleviation, and housing related support within Carmarthenshire. The Revenue Support Grant and Housing Revenue Account have funded core staffing of the services and we have also drawn on the Covid Phase 1 Funding and latterly the No One Left Out funding to support this function and add to our capacity. These additional funding sources have also enabled us to boost our temporary accommodation provision and ensure that everyone who needs temporary accommodation is accommodated safely and supported where necessary.

Our HRA and Social Housing Grant allocation supports the plans identified in the Housing Regeneration and Development - Five Year Delivery Plan and the HRA Business Plan. Continued investment in affordable housing and homes for social rent is essential to deliver the supply needed to deliver the actions within this plan. As we review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing and develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing this funding will flex to fulfil those plans.

We have also been able to draw on the Phase 2 funding and Transitional Accommodation Capital Programme to boost our stock of temporary and settled accommodation. The capital funding element of Phase 2 funding was targeted at increasing the housing stock available to us from the private sector through:

- Our in-house Social Lettings Agency and incentivising landlords
- the provision of training flats for younger people based on a successful model we had developed previously
- Brining empty properties back into use in areas of significantly high demand by looking at Empty Dwelling Management Orders and possibly Compulsory Purchase
- The expansion of leasehold temporary accommodation units so that we could slowly move away from reliance on B&B accommodation

A key element in the use of this funding was to deliver good quality support to homeless households that focused on developing a more direct and sustainable path to permanent housing. Revenue support from the grant allowed us to:

- Commission additional wrap around support (Housing First type) to meet the demands evident for single people who are repeatedly homeless
- Expand the amount of specialist support particularly in relation to mental health and substance misuse creating capacity to support
- Expand the remodeled CTAP project to provide intensive housing support for a short period to those in temporary accommodation
- Undertake outreach work linking with community led organisations such as food banks in localities where we have identified high levels of homelessness
- Expanding our inhouse Pre-Tenancy Advice by offering this service to tenants entering the Private Rented Sector or Housing Associations and complement the work currently being done to prepare prospective Council tenants to maintain their new home
- Support a handful of individuals/ families that were not eligible for public funds that would otherwise have no way to support themselves or have anywhere to live

These were put in place to complement the Housing Support Grant and fill the gaps that had become obvious at the start, and as we continued through the pandemic. The impact of these interventions however, whether it be through revenue or capital grant support, was not substantial enough to lessen the continued demand on homelessness services and pressures that were/ are being exerted on the housing market.

The revenue funding element of the Phase 2 funding complemented our homelessness prevention fund which is allocated through our RSG and is a flexible fund which can be used to prevent or relieve homelessness when households present to the Council for help. This financial year we have been allocated grant funding specifically for this purpose. We are on track to spend this allocation to enable us to deliver on the actions within this plan and move households on to settled accommodation in a timely way.

We commission a range of short-term accommodation projects. These are funded through the Housing Support Grant. The Housing Support Grant (HSG) also funds floating support services to support people whilst in temporary accommodation and as they move on, and longer term supported accommodation projects. The provision of a Debt Advice Worker was also previously funded through the HSG and whilst this provision is no longer in place it is felt that this was a vital resource and should be something that the Grant funds again. Each of these services is commissioned by the local authority through an outside agency.

The Housing Support Grant is also used to commission and fund a range of housing related support projects not directly linked to homelessness duties. A review of all HSG commissioned services is needed, as identified in the actions in this plan, to ensure they are fit for purpose and fully aligned to the new Housing Support Grant Outcomes Framework. This will also ensure that they meet the priorities of the Rapid Rehousing Transition plan and help us to fulfil our vision working together to end homelessness in Carmarthenshire by providing homes and support at the right time.

## *Staffing*

There are several teams directly involved in the provision of services that prevent or relieve homelessness.

**The Housing Hwb Service** is a relatively new service formed during a restructure of the Housing and Safer Communities Division. It comprises a front-end triage and assessment team offering advice and assistance, a prevention team, a Housing Options team dealing with homeless applicants, a support worker team and a pre-accommodation team supporting people to settle into new tenancies. The service is funded from a variety of sources including the Council Fund (RSG), the Housing Revenue Account and the Housing Support Grant. All posts meet the funding and monitoring requirements of their funding source. This team will be further developed to meet the actions within this plan, specifically, **reviewing the allocation of social housing and developing the housing related support offer by streamlining support assessment and referral processes**, to enable a rapid rehousing approach to homelessness prevention and relief.

Within the Housing Services team there are several staff who are dedicated to maintain the PRS and temporary accommodation portfolios. **The Temporary Accommodation Team** procures and allocates temporary accommodation and manages the stock, turning over vacant properties swiftly to reallocate. As we fulfil the Action to **develop the right temporary accommodation that meets current and future need** this staff resource may change, however current demand requires that this level of staffing is needed to run this service well.

**The Private Sector Development Team** is focused on engagement with PRS landlords ensuring the sustainability of our PRS Leasing Scheme as well as the quality of PRS accommodation in the County. The success of this team will impact on the supply of properties available to let and the extent to which we can accommodate households in the private rented sector.

Within *the Investment and Development Service* there is a team of staff dedicated to the development and delivery of affordable homes. This element of the team will be crucial in delivering on the Actions to **Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing** and to **develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing**.

*The HSG commissioning team* was previously made up of a Lead Officer and 2 Commissioning and Contracts Officers. The commissioning services within the local authority have recently been restructured to absorb the HSG commissioning work into the wider commissioning team of the local authority. This means that the discrete posts are not identifiable anymore, but roles are shared across grant streams. There are pros and cons with this structure. The Action to **Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing** may have some bearing on how the commissioning, monitoring, and reviewing of HSG services is taken forward in the future. The commissioning team will need to work closely with the Housing Hwb team to review the current services and to **develop and commission the right housing related support services to support the Rapid Rehousing vision**.

## *Priorities*

Our priorities will be based on our high-level actions outlined in this plan.

- Review the allocation of social housing
- Develop the housing related support offer by streamlining support assessment and referral processes
- Develop the right temporary accommodation that meets current and future need
- Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing
- Develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing
- Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing
- Develop and commission the right housing related support services to support the Rapid Rehousing vision

Following the publication of this Rapid Rehousing Transition Plan detailed delivery plans will be created to outline the work that will be carried out to achieve each of these high-level actions. These delivery plans will be working documents, subject to change as the priorities, policy drivers, and demands on the services change and develop.

## *Resource plan*

Once the detailed delivery plans have been developed a detailed table which illustrates how the financial resources will change during the five-year transition period and link to activities and themes will be produced and will be monitored by the Rapid Rehousing Project Board over the next 5 years.

## Appendix 1- HSP Strategy Stakeholder Engagement.

Taken from Carmarthenshire's Draft HSP Strategy

### Stakeholder Engagement

A range of local stakeholders were involved in developing this needs assessment. Stakeholders included council departments, statutory partners such as the NHS and Probation, along with representatives from Registered Social Landlords and HSG providers. Stakeholders were engaged via online workshops, one to one interviews and via questionnaire. A list of stakeholders who participated is set out below:

o. Strategic Housing, CCC	v. Nacro
p. Regional Coordinator Homelessness, CCC	w. Consensus Support
q. Housing Solutions CCC	x. Threshold
r. Carmarthenshire Homelessness Forum members	y. Caredig (previously Family Housing)
s. Llanelli Mind	z. 16-25 youth support service
t. The Wallich	aa. Llamau
u. Youth service homelessness service	bb. Members of Co-occurring mental health and substance misuse health board

**The key themes arising from stakeholder engagement are summarised below:**

#### Maintaining accommodation and homelessness prevention

- People need the skills and understanding to maintain their tenancies, for young people this should commence in schools and colleges.
- Many people do not have basic skills due to the way they've been brought up, foster care, parents with substance abuse, learning difficulties, even busy working parents etc.
- It was felt the boundaries of the HSG should be pushed to provide more 'skilling-up' options.
- Having more, accessible information about what current services exist is important.
- The Council could develop a one stop shop, café, information sharing centre and provide workshops.
- Early intervention prevention work with 16–25-year-olds and NEETs have services in schools – there needs to be better corporate approach to how these use contribute to homelessness prevention.
- Identification, support and tracking of people at risk of potential homelessness could be improved, services know where pockets of people are, the Council need to join up intelligence better internally.

### The right accommodation

- Young people can at times be placed in temporary accommodation and be exposed to substance misuse and mental health issues.
- It is hard to access accommodation, particularly for people who are well known to the system and return a number of times. However, stakeholders highlighted that because they have had to work with people intensively, they have had success with some cases that initially it seemed they wouldn't.
- The right accommodation is key, putting a lot of chaotic people in the same accommodation is problematic. One service user stated he felt his opportunity to improve his wellbeing was being sabotaged by others, especially through peer pressure.
- Housing First does not work as effectively in Carmarthenshire as it does in neighbouring counties. This was partly because it was felt the Carmarthenshire approach doesn't follow the model as closely, and that there is also a lack of accommodation for Housing First.
- A key challenge is the lack of accommodation for Housing First and move on from temporary accommodation.
- It is very difficult to access the Private Rented Sector especially in Carmarthen as there is a £200 shortfall between rents and the Local Housing Allowance.

### The right support

- Support should adapt and flex up and down according to need
- Most people have multiple needs
- People with multiple needs have multiple agencies supporting them. Some even stop when they know another agency is involved as their roles overlap.
- Good assessments are needed from the beginning, the current referral processes into HSG services was described as 'clunky' and that it comprised of ticking boxes of needs.
- There needs to be a streamlined assessment hub or Gateway for all requests for HSG and homelessness referrals/presentations.
- When people are conducting assessments, they need to consider real life living
  1. Life skills
  2. Good role models
  3. Basic cooking skills
  4. Budgeting and paying utilities
  5. The benefits of what you eat, fresh versus frozen
  6. Basic hygiene
  7. How to make a bed



8. How to use a washing machine
  9. Support to claim universal credit and financial hardships funds
- There is an overly bureaucratic expectation that everyone has an assessment, risk assessment and support plan, but sometimes people just need signposting.
  - Joint working between the Housing Department and Probation needs to improve.
  - Joint working with the NHS mental health or substance misuse services is required and an improvement in information sharing from them to HSG funded support services.

#### Mental health

- The mental health crisis which had already existed was further compounded by the pandemic. The scale and complexity of mental health challenges have increased and are more entrenched
- Most stakeholders agreed mental wellbeing is a significant issue, and that better joint responses from statutory and third sector partners are required.

#### Complex needs

- Access to short term accommodation for complex issues needs to be improved and better planning for longer term accommodation options is required.
- As mental health and substance misuse co-occur so frequently it should be assumed in the commissioning of services and wider partnership arrangements.
- NHS stakeholders highlighted a desire for better training in this area.
- Having a multi-agency planned approach for individuals who regularly 'fall through the gaps' in services is required.

#### Young people

- Accessing the right support for young people transitioning to adulthood can be challenging.
- Care experienced young people need an improved corporate parenting approach to planning for their future accommodation needs.
- Overall levels of need amongst young people have increased and become more complex.

#### Violence Against Women, Domestic Abuse and Sexual Violence

- Refuge services for complex needs need to be developed.
- Some current Refuges are not suitable in design. For example, there is some shared accommodation which wouldn't be appropriate for women with older male children. None are 24/7 support, have on call but not on site.
- More move on options are required.
- There is a need for gender specific services due to family trauma and for those who are survivors, also need services for men who have experienced trauma

**Carmarthenshire**  
**Rapid Rehousing Transition Plan**  
**Project Group**

Terms of Reference  
Version 2

## 1. Background

Welsh Government has maintained a consistent focus on tackling homelessness in the context of broader UK Government policy such as austerity and welfare reform. The Housing (Wales) Act 2014 prescribed new duties for local authorities in relation to homelessness. Prior to its implementation, the legal duties for local authorities focussed on those priority households who became homeless and then only if they passed a number of 'tests' that would determine if they were legally entitled to assistance. Since the Act, local authorities have the duty to assist all households who face homelessness, regardless of the need to 'fit' into the priority need categories.

Under Part 2 of the Housing (Wales) Act 2014, Local authorities also have a strengthened duty to prevent and relieve homelessness which has led to a strengthening of local partnership arrangements. The guiding principle remains one of preventing homelessness and for the period 2015 to March 2020 (pre COVID) Welsh Government (WG) had started to look at further changes to the 2014 Act.

The Homelessness Action Group (HAG) was set up by the Welsh Government Minister for Housing and Local Government in June 2019 to answer 4 key questions related to the prevention and alleviation of homelessness in Wales.

- *What framework of policies, approaches and plans is needed to end homelessness in Wales? (What does ending homelessness actually look like?)*
- *What immediate actions can we take to reduce rough sleeping between now and the winter of 2019/20, and to end rough sleeping altogether?*
- *How do we put the delivery of rapid and permanent rehousing at the heart of preventing, tackling, and ending homelessness?*
- *How can we ensure joined-up local partnerships and plans are put in place to prevent, tackle and end homelessness throughout Wales?*

[Terms of reference: Homelessness Action Group | GOV.WALES](#)

The group provided a series of reports to the Welsh Government outlining how homelessness should become rare, brief, and unrepeatable. One of the key themes was making homelessness brief and unrepeatable through rapid rehousing. One of the recommendations for Welsh Government and local authorities to achieve this was to "*lead a transition in the support system over time to prioritise sustaining tenancies and rapid rehousing (including Housing First where appropriate) as the default approach for people who are at immediate risk of homelessness or are already experiencing it.*" (Homelessness Action Group, 2020).

This recommendation was incorporated into the Welsh Government Action Plan [Ending homelessness in Wales: a high level action plan 2021 to 2026 \(gov.wales\)](#) which requires all local authorities in Wales to develop and submit a Rapid Rehousing Transition Plan (RRTP) by September 2022 and deliver on this plan as part of its Housing Support Programme Strategies. Rapid Rehousing is an internationally recognised approach designed to provide people experiencing homelessness with secure, settled, and self-contained housing as quickly as possible. Rapid rehousing includes the following characteristics:

- A focus on helping people into permanent accommodation at the same time as, rather than after, addressing any other support needs.
- No requirement to be assessed for 'housing readiness' to access accommodation.

- Offering a package of assistance and multi-agency support, specially tailored to individual needs where this is required.
- Helping people experiencing homelessness or at risk of homelessness with lower or no support needs, and in doing so preventing complex needs or chronic problems from occurring or escalating.

Rapid rehousing recognises that most people who have experienced homelessness, even those who have been severely marginalised and homeless for a long time, are able to maintain their tenancies in self-contained housing, with the right level of support. Providing a home as quickly as possible will help avoid the destabilising and marginalising effects of prolonged homelessness or prolonged stays in emergency or temporary settings while remaining homeless.

If rapid rehousing can be widely adopted then the need for many forms of temporary accommodation should diminish, although the Welsh Government recognises that there will continue to be a need for temporary housing solutions at times. [Ending homelessness in Wales: a high level action plan 2021 to 2026 \(gov.wales\)](#)

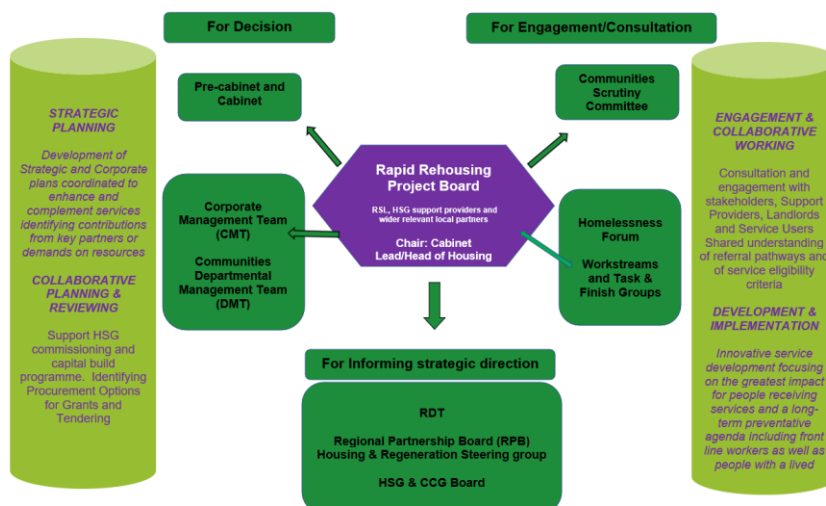
The development of Rapid Rehousing clearly places an emphasis on the provision of housing as a fundamental element of recovery from homelessness, homelessness cannot be resolved with just housing alone. For Rapid Rehousing to work, we must work in partnership with key services such as health and criminal justice. We must also harness both the third sector and volunteer organisations who provide services that support and help tenants build confidence and a connection within a community.

## 2. Purpose

The purpose of the Rapid Rehousing Transition Plan Steering Group is to oversee the development and delivery of the Rapid Rehousing Transition Plan in Carmarthenshire in line with the Homelessness Action Group recommendations and the Ending Homelessness High Level Action Plan.

More specifically it will involve supporting the Rapid Rehousing Policy Lead to develop, with partners, the key actions which will form the plan and to aid the delivery of these by influencing culture, removing barriers, releasing funding, enabling action and facilitating change both within the local authority and across partnerships.

A feature of the plan is the development of a project board which will oversee the development of the plan and the transformation. This group will provide that governance for the work and ensure that the actions are delivered to a high standard and in a timely manner. This board will interact with established groups in the following way:



### **3. Role of the group**

The expectation is that the group will focus on an agreed workplan to oversee the development of the plan through engagement with key stakeholders including statutory and third sector partners, registered social landlords, private sector landlords, citizens and people who deliver and use services.

Once the plan has been agreed the group will oversee the delivery of the transformation and the move to Rapid Rehousing in Carmarthenshire.

### **4. Governance arrangements**

- Members are appointed as a representative of their organisation as outlined in Annex 1.
- Members are required to notify the Chair when there is a potential conflict of interest relating to a specific item on the agenda.
- Deputies will be allowed to attend meetings, and members are asked prior to the meeting to notify the Chair of the deputy attending on their behalf.
- The group will require 50 percent of members to be in attendance to be quorate. If members are not present at a time when recommendations are being agreed, the chair will ensure their views are sought and fully considered.
- Membership is unremunerated.
- The group does not have any statutory powers or functions.
- When commercial sensitive information is discussed, members are asked to commit to maintaining confidentiality of that content.

### **5. Meeting frequency**

During the development stage the group will meet every 3 weeks from the first week in July until the end of September.

Once the plan has been agreed the frequency of the meetings will decrease and the group will meet every 6 weeks until the work is complete.

Additional meetings will be held as and when required and the group may, from time to time, call task and finish groups to carry out specific pieces of work on its behalf.

### **6. Secretariat arrangements**

The Rapid Rehousing Policy Lead and the Rapid Rehousing Policy Support Officer will provide administrative and secretarial support to the group and will act as a central co-ordination point for the cascade and distribution of meeting materials and other documents. The chair, with the support of the Policy Lead, will determine the agenda, including the papers required for each meeting considering any suggestions or requests from group members.

## Annex 1: Membership of the Group

Job Title	Organisation	Name of member
Chair, Cabinet member and Deputy Leader	Carmarthenshire County Council	Linda Davies Evans Cabinet member
Co-chair, Head of Housing	Carmarthenshire County Council	Jonathan Morgan
Head of Strategic Joint Commissioning	Carmarthenshire County Council	Chris Harrison
Head of Adult Social Care	Carmarthenshire County Council	Avril Bracey
Head of Integrated Services	Integrated Health Service	Alex Williams
Housing Hub Manager	Carmarthenshire County Council	Angie Bowen
Investment and Development manager	Carmarthenshire County Council	Rachel Davies
Interim Housing Services Manager	Carmarthenshire County Council	Gareth Williams
Community Mental Health/Psychiatric Services	Hwyel Dda Health Board	
Service Manager, Substance Misuse	Hwyel Dda Health Board	Cerys Humphreys
Strategic Partnership and Inclusion Manager	Hwyel Dda Health Board	Bev Davies
CEO	Bro Myrddin Housing Association	Hilary Jones
CEO	Caredig Housing Association	Marcia Sinfield
Executive Director – Customer & Communities	Pobl Housing Association	Andrew Vye
Deputy CEO	Wales and West Housing Association	Shayne Hembrow
	Coastal Housing Association	Serena Jones
Projects Manager	The Wallich	Paul Sheridan
Senior Probation Officer, Homeless Prevention Taskforce	HMPPS	Natasha Pattemore

Local Authority officers	
Joy Williams	Rapid Rehousing Policy Lead
	Rapid rehousing Policy Support Officer

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