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WEDNESDAY, 15 NOVEMBER 2023

TO: ALL MEMBERS OF THE PLACE, SUSTAINABILITY & CLIMATE CHANGE SCRUTINY COMMITTEE

I HEREBY SUMMON YOU TO ATTEND A MEETING OF THE PLACE, SUSTAINABILITY & CLIMATE CHANGE SCRUTINY COMMITTEE WHICH WILL BE HELD IN THE CHAMBER, COUNTY HALL, CARMARTHEN, SA31 1JP AND REMOTELY AT 10.00 AM ON THURSDAY, 23RD NOVEMBER, 2023 FOR THE TRANSACTION OF THE BUSINESS OUTLINED ON THE ATTACHED AGENDA

Wendy Walters

CHIEF EXECUTIVE

Democratic Officer:	Janine Owen
Telephone (direct line):	01267 224030
E-Mail:	JanineOwen@carmarthenshire.gov.uk

This is a multi-location meeting. Committee members can attend in person at the venue detailed above or remotely via the Zoom link which is provided separately.

**The meeting can be viewed on the Authority's website via the following link:-
<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

**PLACE, SUSTAINABILITY & CLIMATE CHANGE SCRUTINY
COMMITTEE
13 MEMBERS**

PLAID CYMRU GROUP - 6 Members

Cllr. Karen Davies (Vice-Chair)
Cllr. Arwel Davies (Committee Member)
Cllr. Colin Evans (Committee Member)
Cllr. Neil Lewis (Committee Member)
Cllr. Dorian Phillips (Committee Member)
Cllr. Gareth Thomas (Committee Member)

LABOUR GROUP - 4 Members

Cllr. Peter Cooper (Committee Member)
Cllr. Shelly Godfrey-Coles (Committee Member)
Cllr. Tina Higgins (Committee Member)
Cllr. Kevin Madge (Chair)

INDEPENDENT GROUP - 12 Members

Cllr. Sue Allen (Committee Member)
Vacancy

UNAFFILIATED – 1 Member

Vacancy

A G E N D A

- 1. APOLOGIES FOR ABSENCE**
- 2. DECLARATIONS OF PERSONAL INTEREST INCLUDING ANY PARTY WHIPS ISSUED IN RELATION TO ANY AGENDA ITEM.**
- 3. PUBLIC QUESTIONS (NONE RECEIVED)**
- 4. HIGHWAY ASSET MANAGEMENT PLAN - ANNUAL STATEMENT REPORT 2023** 5 - 56
- 5. HIGHWAY ASSET MANAGEMENT PLAN - MAINTENANCE MANUAL PART 4.8 - HIGHWAYS ADVERSE WEATHER & WINTER SERVICE PLAN** 57 - 80
- 6. DRAFT LOCAL TOILET STRATEGY** 81 - 86
- 7. INTRODUCTION OF PUBLIC SPACES PROTECTION ORDER (PSPO) - LLANELLI TOWN CENTRE** 87 - 148
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- 9. TO SIGN AS A CORRECT RECORD THE MINUTES OF THE MEETING OF THE COMMITTEE HELD ON THE 3RD OCTOBER 2023** 159 - 164

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PLACE, SUSTAINABILITY & CLIMATE CHANGE SCRUTINY COMMITTEE

23RD NOVEMBER 2023

HIGHWAY ASSET MANAGEMENT PLAN – ANNUAL STATEMENT REPORT 2023

Purpose: To present the Highway Asset Management Plan (HAMP) Annual Statement Report 2023 for information and consideration

The Scrutiny Committee is asked to:

Review and assess the information contained in the report and provide any recommendations, comments, or advice to the Cabinet Member and / or Director prior to the report's consideration by Cabinet.

Reason(s)

To formulate views for submission to the Cabinet / Council for consideration

CABINET MEMBER PORTFOLIO HOLDER:-

Councillor Edward Thomas Cabinet Member for Transport, Waste and Infrastructure Services

Directorate: Place & Infrastructure

Head of Service:

Dan John

Report Author:

Richard Waters

Darren King

Chris Nelson

**Designations: Head of
Environmental Infrastructure**

H&T Services Manager
Highway Services Manager
Highway Asset Manager

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EXECUTIVE SUMMARY

PLACE, SUSTAINABILITY & CLIMATE CHANGE SCRUTINY COMMITTEE

23RD NOVEMBER 2023

HIGHWAY ASSET MANAGEMENT PLAN: ANNUAL STATEMENT REPORT 2023

The Highway Asset Management Plan (HAMP) Annual Statement Reports are presented to Members each Autumn to set out the condition and performance of the highway network, how it has changed from previous years, and it includes a discussion of investment levels and options.

The Annual Report covers the following asset groups:

- Highways (carriageways, footways and cycleways).
- Bridges and Structures.
- Highway Lighting and Traffic Signals.

Background

The road network is a critical asset which supports Carmarthenshire's economy, it facilitates access to employment, education and services, it enables goods to reach shelves, and it binds together our communities.

Carmarthenshire County Council has a statutory duty to maintain the highway under the Highways Act 1980. A failure in this duty has a consequence for road users and exposes the authority to the potential risk of claims for damages.

There are significant challenges the authority faces and commitments the authority has made and, as a key item of strategic infrastructure, the highway system has an important role to play. Carbon reduction is a key goal with is becoming increasingly embedded within the HAMP process with the introduction of a carbon calculator for surfacing works, fix-first-time road repairs, LED lighting, ultra-low fleet emissions and a greater use of technology to reduce travel.

The impacts of climate change are also becoming evident, and our Maintenance Manual is being developed to include the management of Adverse Weather and our Winter Service Operation updated.

Budget pressures have had an impact with increases in material, construction and surfacing costs, and an increased cost of the winter service operation. Whilst energy costs have risen considerably, the introduction of LED lighting units has ameliorated the impact. In response to the challenging budget restrictions and deteriorating asset condition the Authority has adopted a risk-based approach in line with the National Code of Practice. This approach has been utilised in developing our Maintenance Manual.

Highways

Carmarthenshire has the second largest highway network in Wales and our roads carry the third highest levels of traffic. However, this critical asset is subject to continual deterioration due to the following mechanisms:

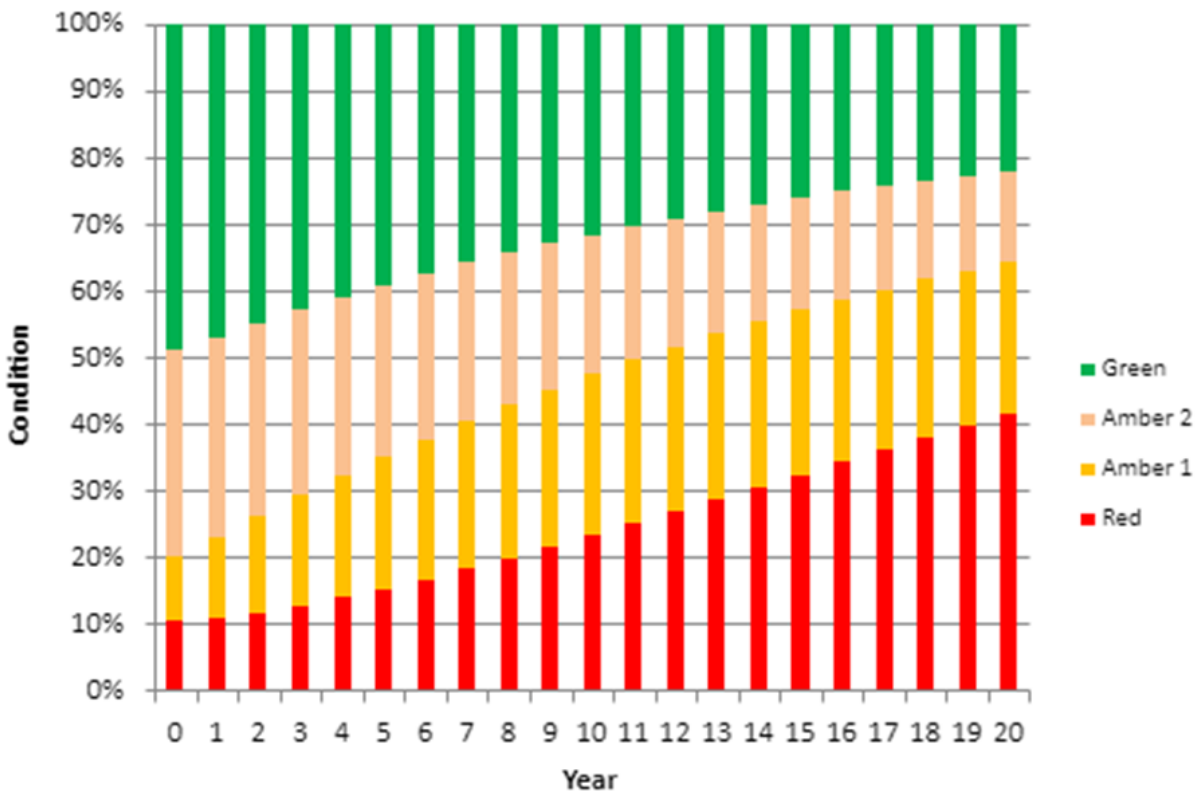
1. Road traffic, and particularly HGVs, induce significant stresses and strains in the fabric of the road.
2. Natural deterioration of the road surface as materials oxidise over time and become brittle, causing road surfaces to crack and lose aggregates.
3. Adverse weather which causes freeze/thaw in the winter and hydraulic pump effects as hydrostatic pressures from vehicle tyres transmit down through cracks into the surrounding road fabric causing damage.

This deterioration can be particularly evident after a harsh winter season and continual investment is required to maintain our roads.

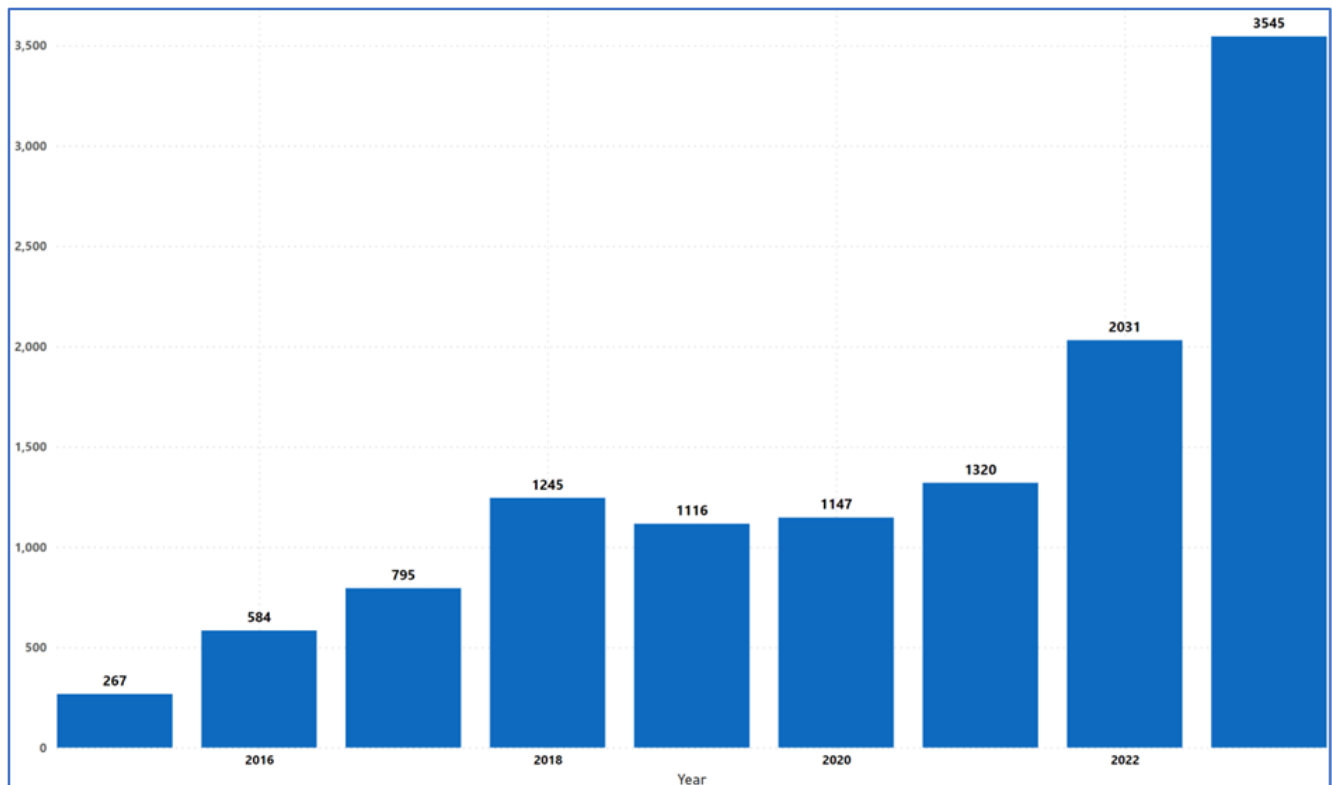
It is calculated that £8M needs to be invested every year in Carmarthenshire's road surfaces just to maintain a stable condition. In 2022/23 the Council invested £3.76M in road surfacing. This investment dropped to £1.6M in 2023/24 and is forecast to drop further to £0.6M in 2024/25. This will be the equivalent of 7.5% of the investment required to maintain our roads in a stable condition and will further extend the £63M maintenance backlog.

The forecast impact of this funding scenario is illustrated in the graph below which shows how road surfaces will deteriorate over a 20-year timeframe.

Option 1 - Condition Profile - All Roads

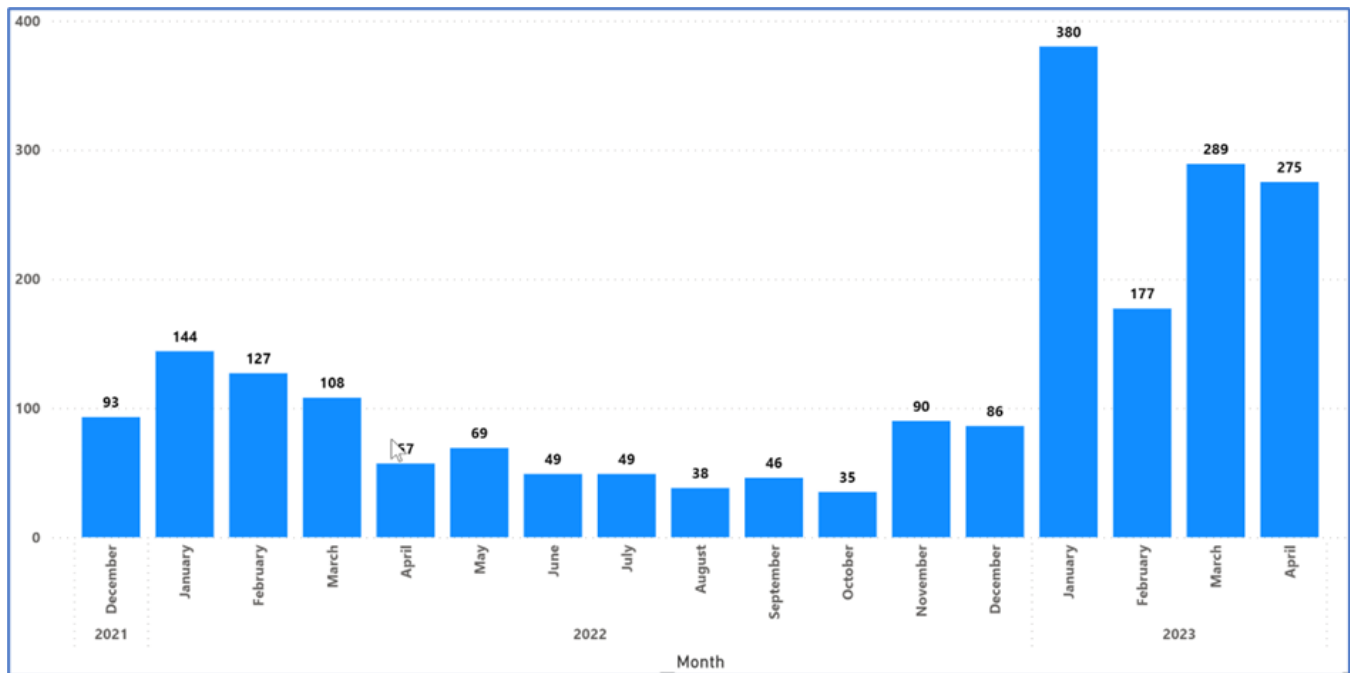


As a result of the deteriorating condition of road surfaces there has been a significant increase in the number of recorded road defects as illustrated on the graph below.



Recorded road defect totals by year 2015 – 2023 (year to date)

The increase in road defects is reflected in the increase in customer reported potholes which make up around 30% of highway customer enquiries.



Significant progress has been made regarding highway drainage systems where the allocation of £250k for five years (2022-2027) has enabled drainage surveys to be undertaken on the majority of A class roads, together with a programme of jetting to clear blockages, pipe replacements works and drainage improvement schemes.

Through 2022/23 a number of footway resurfacing schemes were brought forward through a capital investment of £265k. This enabled 12 significant footway resurfacing schemes to be undertaken. There is no funding available for footway resurfacing in 2023/24.

Highway Drainage

Climate change is increasing the frequency and intensity of adverse weather events and a effective, functioning highway drainage system is vital to take surface water off the highway. The existing highway drainage system is historic, unmapped and in variable condition.

A focused gully cleaning operation has been introduced with mobile work scheduling and a capital budget allocated which is allowing targeted repairs and jetting of identified problem areas and system surveys of our strategic roads. The surveys have indicated that 18% of the systems surveys are compromised.

Footways & Cycleways

Carmarthenshire has over 1000km of footways and cycleways, 23km of shared use paths and support 126Km of the National Cycle Network. In 2022/23 the Council invested £265,000 in resurfacing footways in 12 locations. There is no capital funding available for 2023/24.

Bridges and Structures

Carmarthenshire has a large asset stock of 799 bridges, 575 retaining walls, 529 large culverts, 50 footbridges and 5 subways. The Annual Report sets out that the bridge stock is generally in good condition but there were 47 sub-standard structures at the end of 2022/23. Each sub-standard structure requires an enhanced management regime and 5 have formal weight limits in place. Progress is being made to reduce this number, but with the current rate of investment it will take around 12 years to bring all of the structures up to standard.

Highway Lighting and Traffic Signals

Our street lighting system includes over 20,000 lighting units. We also manage 5000 units for our Town and Community Councils. LED lighting units have been introduced for County and Community lights which has reduced carbon emissions by 1,200 tonnes of carbon dioxide each year. Although unit energy costs have increased the introduction of LED lighting brought a potential energy cost down from £2.5M in 2023/24 to £1.5M. In 2022/23 the energy cost was £600k.

There are two significant challenges for the Public Lighting Team:

- Ageing lighting columns, including more than 7,000 steel columns need to be replaced to avoid the risk of collapse. A programme is underway for this.
- 304Km of deteriorating underground electrical cabling needs replacing to prevent cable faults, power outages and to ensure public safety. There is no funding currently available for this.

There are also 3,400 illuminated traffic signs and bollards on the highway network, 60 pedestrian crossings and 20 signalised junctions.

DETAILED REPORT ATTACHED ?

YES – Highway Asset Management Plan Annual Statement Report

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: **D. John**

Head of Environmental Infrastructure

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

Legal

The County Council has a statutory duty under the Highways Act 1980 Section 41 to maintain the highway and to ensure, as far as reasonably practicable, that safe passage is not endangered by snow or ice.

Through the adoption of the HAMP and its associated Maintenance Manual, the County Council will discharge this statutory duty and operate in accordance with the national Code of Practice 'Well-managed Highway Infrastructure'.

Finance

The budgets available to local authorities to manage the highway asset are finite and under considerable pressure.

Financial impacts of the HAMP are discussed within the report and a risk-based approach has been adopted to make best use of available funding.

Risk Management Issues

The HAMP and Maintenance Manual adopt risk management as a core theme and this is discussed in detail within the report.

Physical Assets

The report discusses the condition of the highway asset and provides an outlook of asset condition in the future.

CABINET MEMBER PORTFOLIO HOLDER(S) AWARE/CONSULTED	YES
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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
Highway Asset Management Plan (2018)		(Public Pack)Agenda Document for Executive Board, 02/07/2018 14:00 (gov.wales)

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HIGHWAYS ASSET MANAGEMENT PLAN

ANNUAL STATEMENT REPORT 2023

Highways and Transportation,
Environmental Infrastructure

Place and Infrastructure
Directorate

carmarthenshire.gov.wales

Cyngor **Sir Gâr**
Carmarthenshire
County Council



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Executive Summary

In July 2018 Council adopted the Highway Asset Management Plan which included an undertaking to present an Annual Statement Report (this report) on the condition and performance of the highway network, one of the most valuable assets managed by the County Council. At the last valuation in 2018, the Highways asset was valued more than £3.2 billion.

The Report discusses how the highway assets have been managed over the past twelve months (financial year 2022-2023) and includes a discussion of the key issues and changes which have impacted performance and condition. The Report also provides an update on in-year activity and looks ahead to the next financial year.

The Report provides detailed commentary on the following three key highway asset areas:

- Highways (carriageways, footways, and cycleways)
- Bridges and Structures
- Highway Lighting and Traffic Signals

For each asset category the report details its condition, how its condition has changed since the last report and how it will change into the future depending on funding scenarios which are set out within the report.

Highways

The Highway network in Carmarthenshire is the second largest in Wales and extends to over 3500Km. Although much of the County is predominantly rural in nature it nevertheless has the third highest level of traffic in Wales.

The highway network carries a range of road users from cyclists and pedestrians through to 44 tonne heavy goods vehicles and operates through weather conditions ranging from hot sunny summer temperatures to sub-zero winters with snow and ice. The highway network is also being increasingly impacted by storm events which can lead to highway flooding and undermine the support for our highways. All of these are detrimental to the fabric of the highway asset and accelerate its natural deterioration.

Roads are particularly vulnerable to damage from winter weather as freeze / thaw and the hydraulic pressures exerted into deteriorating roads cause potholing.

The cost of providing the Winter Service is also a significant draw on budgets and resources and disrupts regular maintenance work. The winter of 2022/23 was particularly expensive with an outturn cost of £1.64m, compared to £1.00M the previous year. This diverted additional funding away from highway maintenance.

Continuous investment is required to ensure our roads are fit for purpose and it is calculated that in addition to investing to reduce the maintenance backlog, the County Council needs to invest at least £8M each year to maintain the road network in a 'stand-still' condition.

In common with other highway authorities Carmarthenshire has a significant backlog, estimated in Carmarthenshire at over £63M of highway surface maintenance, which is growing for year on year. The funding shortfall has necessitated a risk-based approach to asset management to allocate resources on the higher priority parts of the network in a reasonable and consistent way. Our road network hierarchy underpins the prioritisation of our maintenance investment.

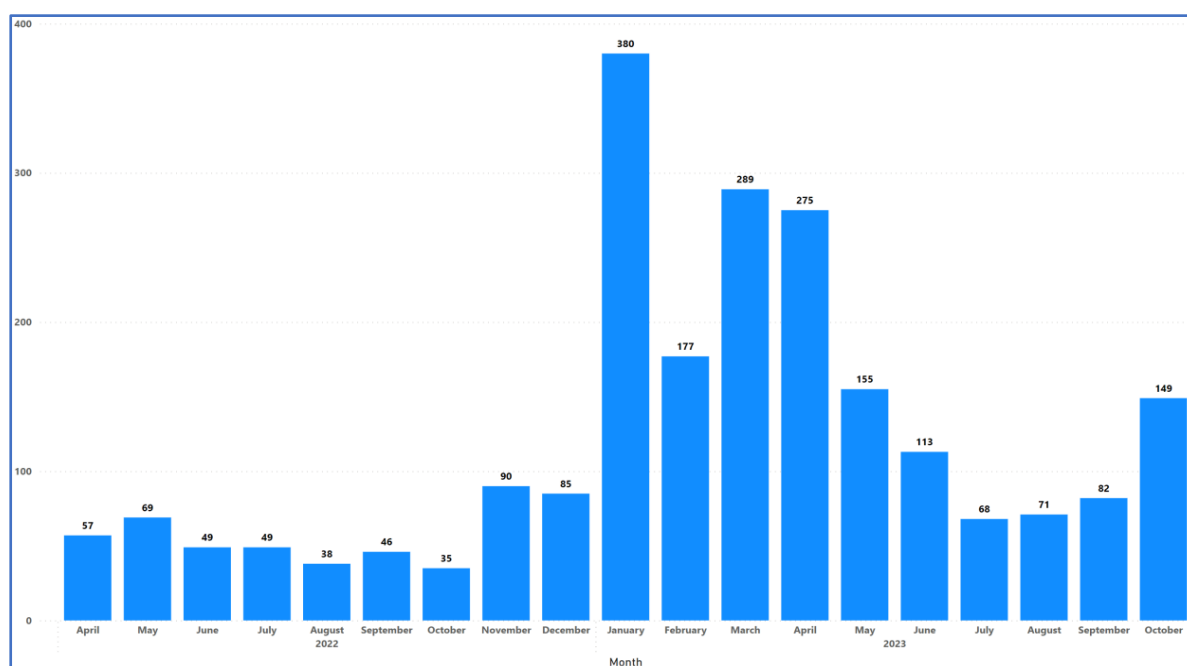
In 2022/23 County Council funding of £4.3M was allocated to Highway Maintenance, with £3.76m of this invested in to resurfacing and preventative maintenance. This is significantly below the stand-still figure but was sufficient to enable the authority to keep the higher-class roads in a reasonably stable condition. In 2023/24, our budget of £1.6m will allow 10.4km of road to be resurfaced, which equates to approximately 0.3% of the network. Deterioration will be more noticeable in the less trafficked lower-hierarchy roads.

In recent years Welsh Government has provided grant funding for roads refurbishment. However, there was no available funding in 2023/24 and there is no indication of funds being made available for 2024/25.

County Council Capital funding is expected to be £0.6M per year. The current funding scenario will increase the percentage of roads requiring resurfacing from around 10% in the current year to 23% in 10 years and 41% in 20 years. Reductions in preventative maintenance result in more expensive treatments with a higher carbon impact in future years.

Public dis-satisfaction with our highways is on the increase and customer service requests are growing which places a higher demand on resources as we respond to reactive issues.

A significant rise in demand due to increasing numbers of potholes can be seen on the graph below. Pothole numbers typically peak demand through the winter months.



Customer requests for road repairs over the last 15 months

The number of potholes recorded year on year is increasing (see table below), with the number this year already more than double the figure in 2021. The figure for 2023 is expected to exceed 2022 levels by over 100%.

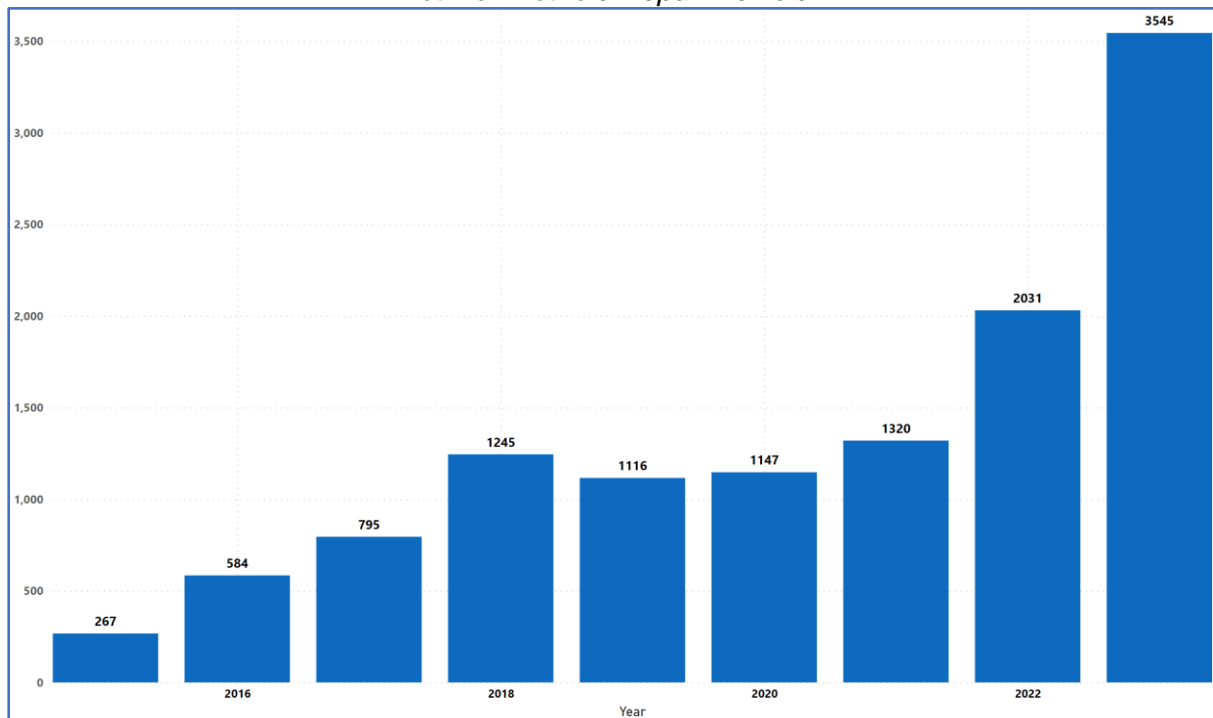
The increased impacts from periods of prolonged cold weather indicate a lack of preventative maintenance and reduced resilience of our roads. This trend is expected to continue as the long-term impacts of underinvestment results in further road deterioration.

This volume of reactive maintenance is placing a significant impact on highways teams which are increasingly diverted from other essential planned maintenance works.

Much of this work is absorbed by our neighbourhood cyclic gangs who often carry out urgent temporary pothole repairs. This year, the division is redirecting resources to improve the level of permanent repairs by introducing an additional dedicated hot macadam permanent repair team.



Hot-Box Pothole Repair Vehicle.



Recorded road defect totals by year 2015 – 2023 (year to date)

Highway Drainage

The impact of climate change and the increased frequency and intensity of adverse weather events are resulting in higher incidence of highway flooding. Our highway drainage systems are of critical importance and improvements have been introduced in this area of increasing concern.

A more focussed gully cleansing regime has been introduced and a drainage survey programme implemented on strategic roads. Sub-surface drains are not otherwise routinely inspected or cleansed due to resource levels and many drains are of historic construction and in unknown condition. Blockages and failures are likely to increase in the future as aged systems deteriorate.

The drainage surveys undertaken on our strategic routes indicated that 18% of our drainage pipes are compromised. The details are discussed in Section 2.4.

Footways & Cycleways.

Carmarthenshire has over 1000Km of footways and cycleways, 23Km of shared use paths and supports 126Km of the National Cycle Network (NCN).

In 2022/23 the Council invested £265,000 in resurfacing footways in 12 locations. There is no capital funding available for 2023/24.

Bridges and Structures

Our highways are supported by 1,958 structures which includes 799 bridges, 575 retaining walls 529 large culverts and 50 footbridges.

At the start of this financial year there were 47 structures which have been assessed as sub-standard for highway loading to 40 and 44t limits. These structures are subject to a regular monitoring regime to ensure that they are safe for public use. With recent capital investments, the number of our sub-standard structures has decreased from 54 in 2020, with 4 structures strengthened in 2021/22, and a further 3 in 2022/23. This represents steady progress but 6% of the bridge stock remain substandard which is the second highest number of sub-standard structures in Wales (2022 data).

Based on the current Capital funding of £400k per year it will take around 12 years to upgrade our sub-standard structures. Following this year's strengthening programme, 5 formal weight limits will remain in place due to of sub-standard structures.

Public Lighting and Traffic Signals

Our street lighting system includes over 20,000 lighting units. We also manage 5000 units for our Town and Community Councils. LED lighting units have been introduced for County and Community lights to replace less efficient street lighting units on an invest to save basis. This has lowered energy costs, improved light quality and reduced carbon emissions by 1,200 tonnes of CO₂ each year.

There are two significant challenges for the Public Lighting Team:

- Ageing lighting columns, including more than 7,000 steel columns need to be replaced to avoid the risk of collapse. A programme is underway for this.

- 304Km of deteriorating underground electrical cabling needs replacing to prevent cable faults, power outages and to ensure public safety. Aluminium-armoured cabling is emerging as a particular concern. There is no funding available for this.

The County Council also has 3,400 illuminated traffic signs and bollards, 60 signalised pedestrian crossings and 20 signalised junctions.



Section 1 – Introduction

1.1 Introduction

The highway network plays a vital role in facilitating the safe and efficient movement of goods and people. It underpins not just our economy but also the fabric and wellbeing of our communities. Carmarthenshire has the second largest highway network in Wales with over 3,500km of highway, 1,000km of footways & cycleways, 1,958 structures and 20,000 lighting units. All these important assets require continual investment and management to ensure that they continue to support and connect our communities.

Highway authorities around the country have maintenance backlogs and Carmarthenshire has an increased to £63m. This is recognised through the HAMP where a risk-based approach is adopted in line with the recommended Code of Practice.

1.2 HAMP Management Approach

Maintaining the highway network in a serviceable condition remains a continuing challenge against a weight of public expectation. External influences such as traffic loading, winter and adverse weather events and a natural deterioration undermine the fabric of our roads.

The HAMP recognised this difficulty with the adoption of a risk-based approach to focus limited resources where they are most urgently needed. This is applied through the development of a Maintenance Manual which utilises the Highway Network Hierarchy to update service policies. In 2023 the Maintenance Manual focuses on the Adverse Weather and Winter Service operation.



1.3 Challenges

Through 2022 and 2023 the authority has faced and continues to face many challenges, and these have had an impact on the highway network and how it is managed. The key challenges are highlighted below.

Key Challenges – Carbon Reduction
<ul style="list-style-type: none">• We have introduced a carbon calculator for our resurfacing and surface dressing programme using assessment tools developed by County Surveyors Society Wales as a HAMP initiative. This data will help us to consider the carbon impact of more investment in preventative maintenance and the cost of reducing carbon by using less carbon heavy treatments.• A new highway repair methodology is being implemented to improve the durability of pothole repairs and improve efficiency with a ‘fix-first time’ approach. More resilient repairs have a reduced carbon impact.• The introduction of LED lighting units has made a significant contribution towards reducing carbon emissions saving an estimated 1,200 tonnes of CO2 emissions each year.• A review is also underway of our vehicle fleet to introduce ultra-low emission vehicles where feasible.• The Vaisala video survey system has reduced the need for many site visits and is increasingly utilised throughout the Division.• Increasing use of virtual meetings to improve efficiency and reduce travelling.• Develop a reduction strategy for embodied Carbon emissions as part of bridge construction schemes.
Key Challenge – Climate Change
<ul style="list-style-type: none">• The Service operates an emergency management plan to respond to the increasing frequency of adverse weather events. Our adverse weather plan is being put forward this year as an update to our Highway Maintenance Manual and will set out our approach to adverse weather and Winter service.• Out of Hours management systems are in place with Duty Officers, Operatives, and contingency plant such as gulley cleaners, pumps, and a snow blower on standby.• A programme of Highway drainage and geotechnical surveys of key routes and high-risk locations is on-going to improve network resilience.• Additional roadside weather stations have been introduced across the County to improve the accuracy and detail of weather forecasting.
Budget pressures
<ul style="list-style-type: none">• The structures maintenance backlog is estimated at £13.8m. Failure to carry out essential maintenance will accelerate progressive deterioration of structures, particularly our older masonry type structures which are increasingly at risk during extreme weather events.• The cost for lighting energy has increased from £600k in 2022/23 to £1.5m in 2023/24. However, if LED units had not been introduced the cost would have been £2.5M• Increased fuel, materials and contract costs will result in less value for money being achieved.

- Winter Service costs have increased. Although this is dependent on weather conditions through the season, the outturn cost in 2022/23 had risen to £1.6M from £1.0M in 2021/22. This diverted funding away from maintenance operations.
- The road maintenance backlog is estimated at £63m and is increasing.
- Expected macro-economic pressure on public sector budgets are likely to result in further service cuts.
- Recruitment in critical areas is challenging as private sector out-competes the public sector.

Asset Deterioration

- Road condition deterioration – Investment levels continually fall short of steady state budget levels and roads deteriorate.
- Road deterioration is accelerated by climate change and severe weather events.
- Increasing public interest – BBC Wales reported in April 2023 highlighting a sign erected by a frustrated road user on one of our unclassified roads. Other media articles point to similar stories which indicate this is a widespread issue.
- Sub-standard structures - The recommended period for monitoring is 2 years and a review of assessments and interim measures commenced this year to ensure the appropriateness of the current monitoring regime. In accordance with Technical Standards, monitoring of sub-standard structures should be for a defined period. Deterioration of these structures is inevitable and may affect assessed capacity.



1.4 Achievements

Despite a very challenging backdrop, several notable achievements have been made during the last 12 months.

Risk-based Inspection and defect management regime

In December 2021, Council adopted a risk-based approach to the management of highway defects. This approach is in line with many authorities across Wales and brings us in line with updated National Codes of Practice – Well Managed Highway Infrastructure. Following approval of this new policy we have updated our computer systems to match the new defect categories, intervention levels and response times. Following training of our highway inspection team, the new approach has been introduced in October 2023. By using a planned approach repairs can be programmed more efficiently and will enable us to carry out better quality permanent repairs.

Defect Categories	Description	Response Time
Critical Defect	A situation where the inspecting officer considers the risk to safety high enough to require immediate action, e.g. Collapsed cellar, missing manhole/gully cover, fallen tree, unprotected opening	2 Hours*
Safety Defect	Service requests or defects requiring a response as soon as possible to remove a potential risk of injury to users	By end of Next Working Day (CHSR, CH1, CH2) Within 5 working days (CH3, CH4, CH5**)
Maintenance Defect	Defects that warrant treatment to prevent them deteriorating into a safety defect prior to the next scheduled inspection	30 Days (CHSR, CH1, CH2) 90 days (CH3, CH4, CH5**)
Programmed repairs	Defects that warrant treatment, in order to prevent them deteriorating to such an extent that additional works or costs are incurred	As per the local works programme. Subject to resources.

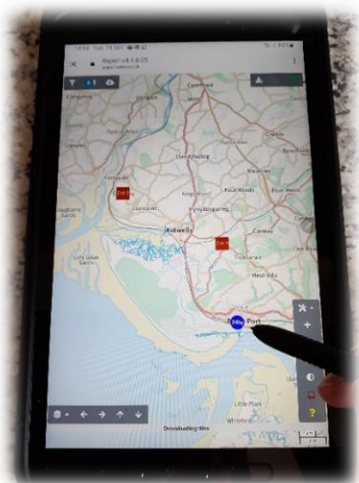
Following a successful business case, the division has created a dedicated Maintenance planner role with specific focus on Pothole repairs and highway drainage maintenance. We will make use of technology to continually review and improve maintenance planning and using a data led approach.

Improved Pothole repairs



Historically, many pothole repairs have been carried out using cold set materials as a temporary repair, and permanent repair levels have not kept pace with deterioration. In conjunction with the risk-based intervention levels we have introduced 2 additional repair teams to carry out hot macadam repairs. The introduction of the Hot-box teams will allow the use of hot macadam to be used on many more repairs providing a first-time fix approach.

Mobile working



In 2022, 22 highway maintenance gangs were equipped with tablet computers, allowing us to issue work instructions directly to mobile devices using wireless connectivity.

Operatives now receive details of works and travel directions, improving efficiency and reducing paperwork.

Our teams on the ground can collect photographic evidence of repairs and accurately update our systems when works are complete. The process automatically completes any associated customer enquiries and provides customers with updates on repairs carried out.

Following the success of this initiative this technology has been rolled out to our out of hours service, allowing incidents to be dealt with more effectively and providing more timely information to aid decision making, especially during storm events and periods of high demand.

Bridge Strengthening Programme

During 2022-23, 3 sub-standard bridges were replaced at a cost of £712,511.78. This removed 2 weight restrictions from the network and reduced our sub-standard structures to 47.

A significant upgrade was carried out by replacing Glanrhyd Bailey bridge that crosses Afon Tywi near Cilycwm. Collaborative working between multiple departments, external agencies, and our framework contractor was essential to ensure the scheme was completed on time, within budget and to a high standard.



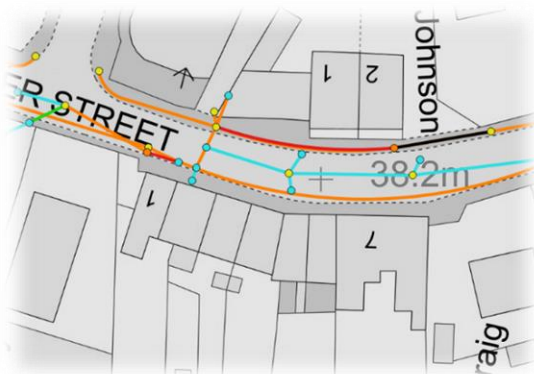
Drainage Management

A new management gully management system was introduced last year to improve the planning and operation of the gully cleaning regime as we develop a risk-based approach to our maintenance activities. In June 2022 we introduced new mobile recording devices with our gully cleansing crews. This has gone well and over the last 12 months to October 2023 26,300 gullies have been visited and recorded in the system.

Resilience of our strategic routes is a key priority, and in addition to an improved gully cleansing regime, condition surveys have been carried out on selected key main roads. The surveys are recording below ground pipework and identifying issues that are not immediately obvious from routine gully cleansing but can cause surface water flooding.

To date we have completed surveys on 168km of A road including the A482, A484, A485, A486, A476 and A4138 recording and mapping over 130km of pipework. Surveys are ongoing on the A474, A4069 and A4068.

The details are discussed in section 2.4 of this report, however initial results show that over 18% are blocked/unsafe and over 8% of pipework is not fit for purpose. These figures only represent a small portion of the 3500km highway network; however, they indicate an urgent need to increase investment in our drainage systems.



The following three sections provide detail of the three key highway asset areas:

- Highways (carriageways, footways, cycleways, and Drainage)
- Bridges and Structures
- Public Lighting and Traffic Signals



Section 2 – Highways

2.1 Introduction



The road, or carriageway asset, is by far the largest and most visible highway asset in terms of operational importance and has an investment value of over £3.2 billion. Over recent years traffic volumes have continued to increase along with customer expectation. Increased levels of usage combined with the effects of more frequent adverse weather events accelerate the natural deterioration of road surfaces.

Carmarthenshire has higher car ownership levels compared to the rest of Wales and our roads provide the vital infrastructure which supports and facilitates connectivity within our County and with the rest of Wales. A functioning road system ensures businesses continue to operate, people get to work, food reaches shelves, children get to school, and patients get to hospitals. Keeping this network fit for purpose is critical for the safe and efficient movement of goods and people and is an essential component in maintaining a healthy, vibrant, and prosperous Carmarthenshire. Maintaining the highway network is also a statutory duty the County Council has under the Highways Act 1980.

There are two main methods for maintaining the fabric of our roads.

- Surface dressing (Preventative). This is the most cost-effective treatment which involves laying a thin coat of bitumen and aggregate over an existing road surface. This seals the pavement below to prevent water ingress and provides a high friction surface. The treatment prolongs the life of the road, but it can only be undertaken if the existing road surface is in a reasonable condition and some patching may be required. Treatment cost £6/sq. m.
- Resurfacing (Corrective). Where a road cannot be surface dressed it will need to be excavated and replaced. This is a considerably more expensive operation. Treatment cost £20/sq. m.

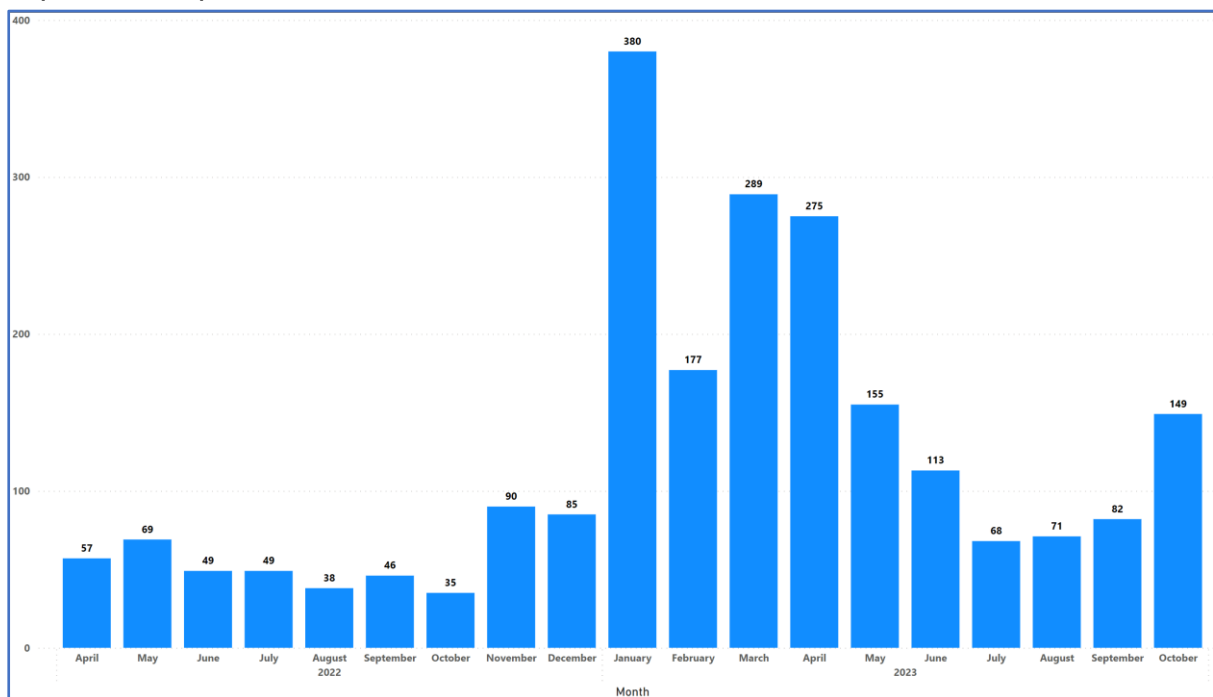
It is estimated that £8m needs to be invested in corrective and preventative maintenance every year to achieve a 'standstill' network condition. The adage a '*stitch in time saves nine*' is very appropriate to highway maintenance where a timely preventative investment saves more expensive reactive treatment later. Our investment rates are significantly below this threshold.

Where potholes form in deteriorated road surfaces, they require repair to prevent further deterioration and to ensure the Council meets its statutory duty. Potholes normally form due to a lack of preventative maintenance over the preceding years. These reactive repairs are a necessary but particularly costly exercise. A treatment typically costs £50-£100 per pothole.

There has been a steady increase in the numbers of potholes due to the reduction in funding for preventative maintenance.

As planned maintenance decreases, the condition of the road surface deteriorates, and more potholes and surface failures materialise. This then leads to an increased need for reactive repairs. There is a consequent increase leading to an increase in reactive maintenance for potholes and surface failures, placing increased pressure on diminishing revenue budgets and increased replacement costs for future generations. Current budget levels (£600k Capital from 23/24) are not keeping pace with deterioration, and we face increased future costs and risk of claims against the authority. Current funding does not support the authorities' commitments and promotion of cycling on the highway network. Cyclists using our public roads are more vulnerable to poor road conditions.

Customer demand can be seen to be on the increase with road condition and potholes the most reported issue. The chart below shows a significant peak in pothole reports in January this year following a period of wet and then freezing conditions. The levels of reported potholes in October this year are already almost 4 times higher than the corresponding period last year. This is of significant concern and particularly if we experience a poor winter.



Customer requests for road repairs over the last 18 months

2.2 Highways Status and Condition Report

Our carriageways are maintained through a combination of corrective and preventative treatments, and we use the network hierarchy to prioritise investment within budget resources. Early investment in preventative treatments provides a more cost-effective approach and decreases the need for more expensive reactive maintenance. We require additional investment to fund a pro-active approach so that road treatments can be carried out before road surfaces deteriorate beyond an economic threshold.



Key Facts

Carmarthenshire has the **second largest** highway network in Wales (3566 Km of highway) and is more than double the Welsh average of 1514km *

We have the **third highest traffic volume** in Wales - in 2020 the Wales average was 1.12 billion vehicle km/per year and Carmarthenshire was third at 1.68 billion (Cardiff 2.65 and RCT at 1.77 were highest). *

In 2021/22 our **spend on highways and transport was ranked 18th out of 22** authorities on money spent per km on highways and roads. £3510/km compared to a Welsh average of £6720/km. *

Based on current road condition figures, there is a backlog of carriageway maintenance works in Carmarthenshire equating to **£63.4M**.

Based on current funding levels, the length of road estimated to be in a poor condition is **predicted to increase from 10% to 37.81% over the next 20 years.**

In 2022/23 we invested £3.9m Capital funds in carriageway maintenance. This is below the standstill figure of £8m however it enabled the authority to:

- Surface dress 48km of road
- Resurface 39km of road.

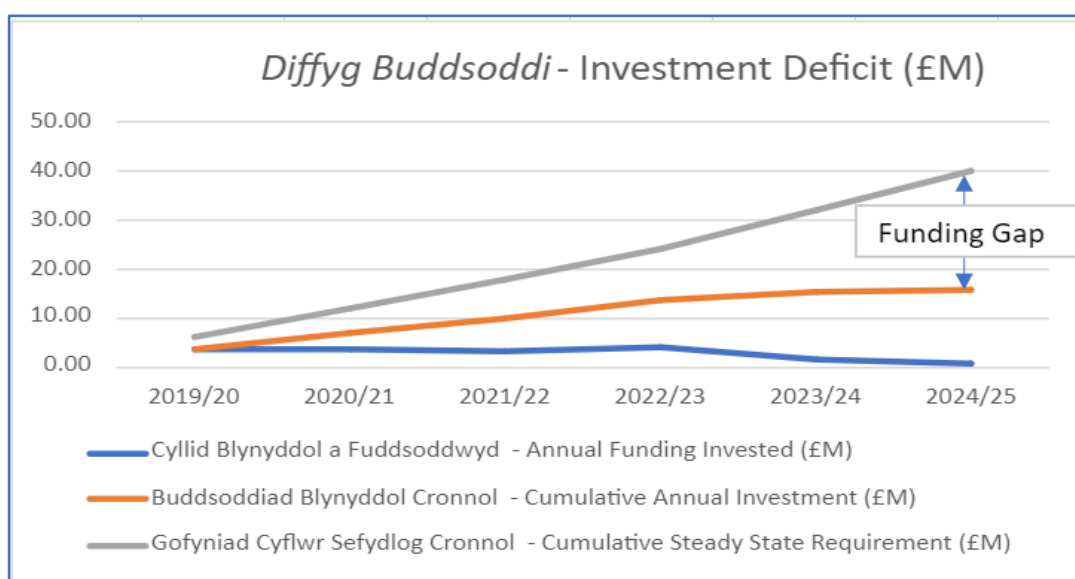
Road Surfacing Investment		
Year	Resurfaced	Surface Dressed
2021/2022	31Km	51Km
2022/2023	39Km	48Km
2023/24	10km	25km

In addition to Capital investment in our road's, revenue funding supported our core highway maintenance functions as set out below:

Summary by category spend 22-23		
Road maintenance (Planned Corrective)	£364,242	Surface dressing patching
Road maintenance (Reactive Corrective)	£1,655,367	General Patching & Potholes
Emergency Gangs out of Hours	£295,818	Emergency response 365/24hr
Community Gangs	£2,397,849	Cyclic & Repair gangs, including minor pothole repairs
Planned Routine Maintenance	£1,596,508	Verge mowing, gully cleaning, sweeping, signs & lines etc
Other	£825,004	Overheads, Depots, PPE, H&S etc
Winter Service	£1,643,860	Precautionary and Reactive Gritting, Grit bins etc
Total	£8,778,648	

In 2024 our Capital budget reduces to £0.6m and there is no indication of any grant funding in the immediate future. Our future road refurbishment programmes will be significantly reduced as a result. This is in addition to further reductions in revenue funding from PBB's. We have an overall lower than average level of investment in highways and transport in Carmarthenshire, typically in the lower quartile for funding across Wales.

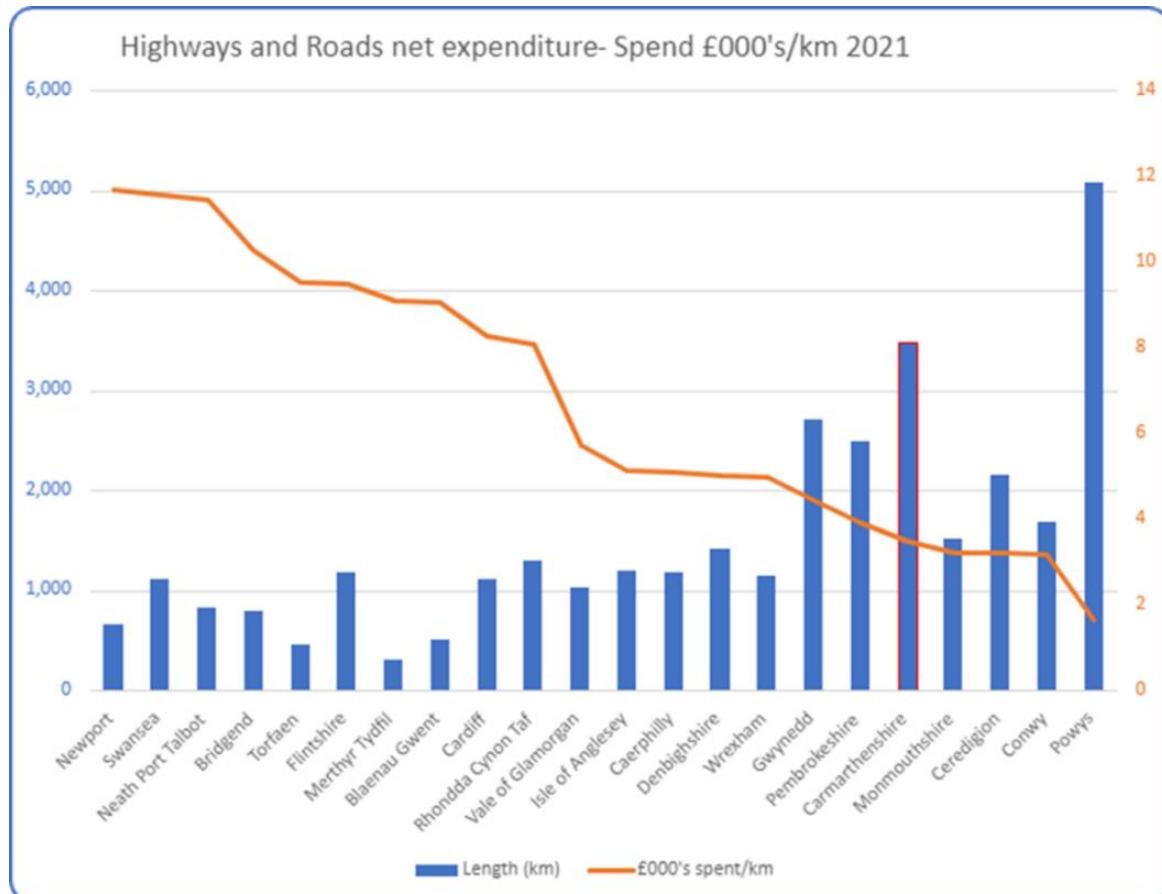
In 2023/24 the County Council will invest £1.6M in road surfacing, this is considerably below the £8M investment required to maintain our roads in a stable condition and increases the cumulative deficit. Since 2020, tendered surfacing costs have increased by around 30%, resulting in significantly less surfacing for our budget. Based on the estimated steady state budget requirement over the last 5 years, compared to actual investments, and looking ahead to 2024 budgets, our Capital budget of £600,000 for highway surface treatment takes our level of underinvestment to around £24million (Funding Gap). The impact of this on highway condition can be seen by the corresponding increases in potholes across the County.



Cumulative Funding Gap over 5 years.

The graph below shows highway investment in comparison with other local authorities in Wales.

The latest figures available for total revenue expenditure, show that 10 authorities invested more than double the Carmarthenshire investment in 2021-22. Only 4 authorities invested less, 3 of which are investing very similar levels to Carmarthenshire. The lowest investor, Powys, have announced they are investing significantly in 2023-24 with Capital funding of £6.5m.



Data source: *Stats Wales Total Revenue out-turn expenditure on Highways and Roads* [Roads and transport revenue outturn expenditure, by authority \(£ thousand\) \(gov.wales\)](#)

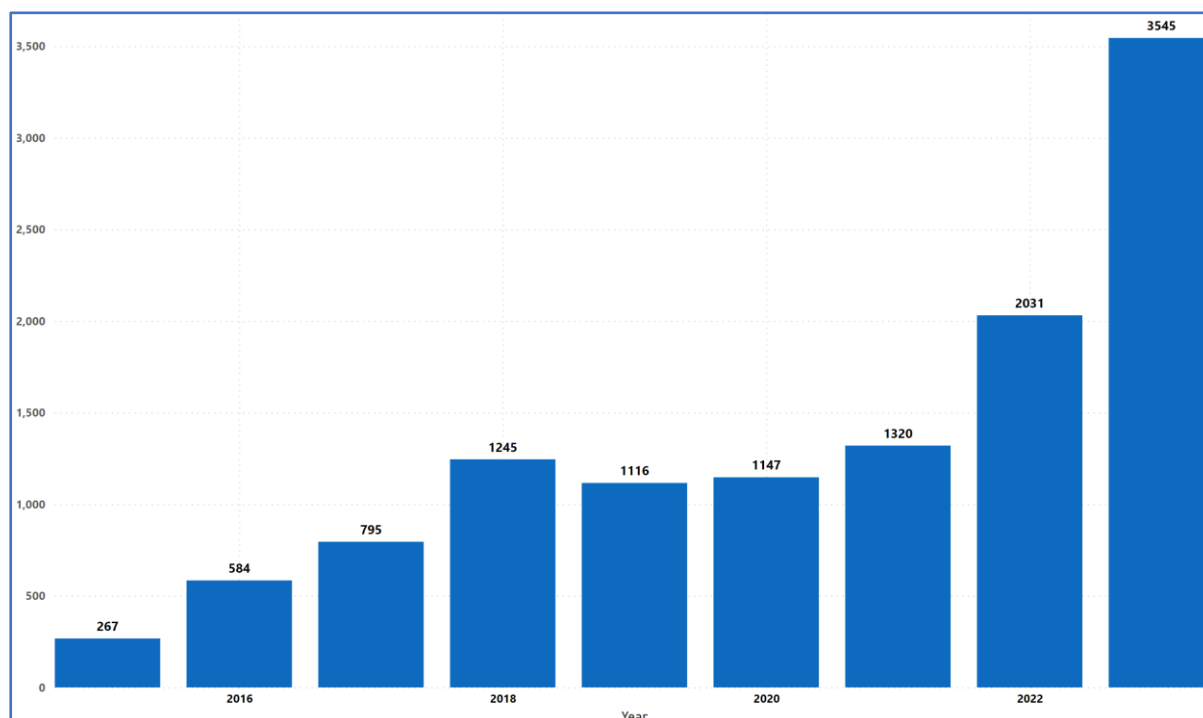
The table below indicates that to rectify all areas of highway requiring remedial surfacing works would cost more than £63 million.

Road Class	A	B	C	U	Total	
Network Length (km)	249.6	331.5	1284.4	1691.2	3556.7	
Av. Width (m)	7.3	6	5	3		
Surfacing rate (£)	15	15	15	14		
Surface dressing Rate (£)	5.3	5.3	4.4	4.4		
% Red (>100) Resurfacing	3.1	2.4	10.1	15		Condition
% Amber 1 (80-100) Resurfacing	4.4	4	8.8	13.7		
% Amber 2 (40-80) Surface treatment	20.1	19.2	27.6	41		
Total	27.6	25.6	46.5	69.7		
Area Red	56484.48	47736	648622	761040		One off costs
£ (resurfacing cost)	£847,267	£716,040	£9,729,330	£10,654,560	£21,947,197	
Area Amber 1	80171.52	79560	565136	695083.2		
£ (Resurfacing cost)	£1,202,573	£1,193,400	£8,477,040	£9,731,165	£20,604,178	
Area Amber 2	366238.08	381888	1772472	2080176		
£ (Surface treatment cost)	£1,941,062	£2,024,006	£7,798,877	£9,152,774	£20,916,719	
Sum Total	£3,990,902	£3,933,446	£26,005,247	£29,538,499	£63,468,094	

Estimated carriageway maintenance need based on measured road condition.

Carriageway Condition

This section sets out the condition trend and provides commentary on the asset performance. The primary asset discussed in this section is the carriageway or road surface, a key component in maintaining a safe and efficient highway network. A key indicator of road condition is shown below. The table below portrays a significant increase in the numbers of recorded road surface defects year on year.

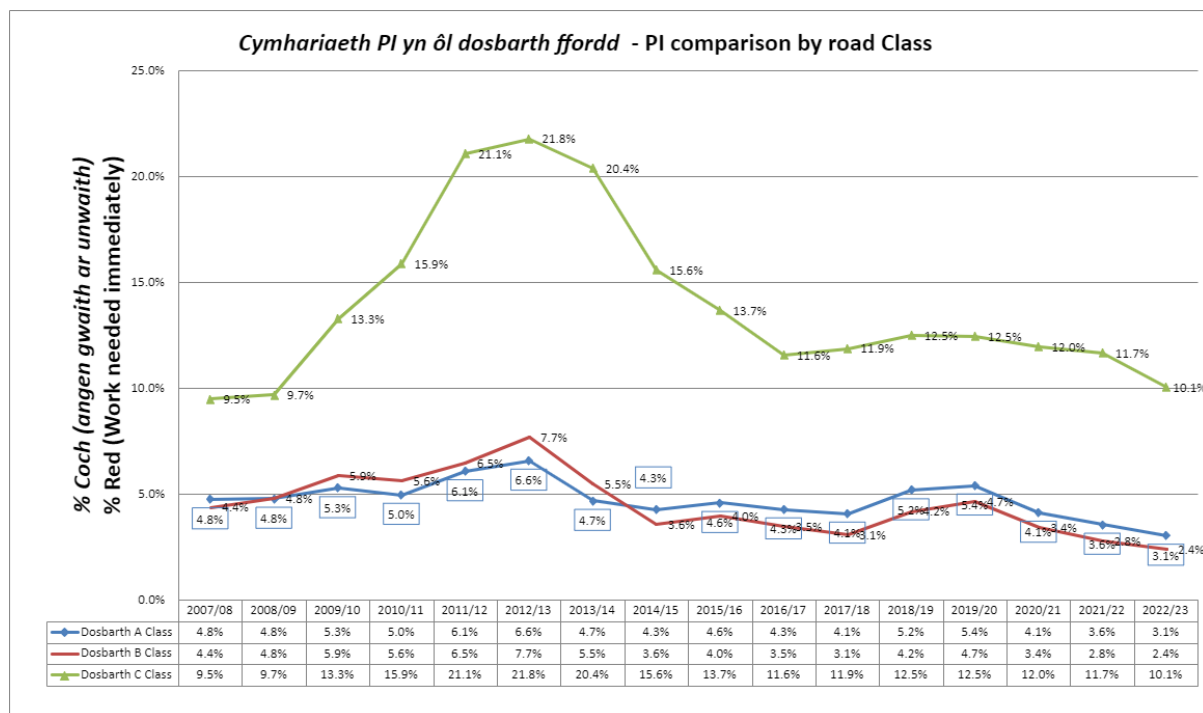


Recorded road defect totals by year 2015 – 2023 (year to date)

Measured road condition (PI – Performance Indicator)

Classified Roads

The notable peaks in the graph below in 2012/13 show the impact of significant flooding and harsh winters. Currently 7.8 % (145km - £11.2m) of the County’s classified road network are in a RED condition (plan maintenance soon), and in need of refurbishment to provide a safe and sustainable transport network. In addition, 15% (250km - £10.6m) of the unclassified network needs refurbishment. This equates to almost 400km of road in poor condition. Many other roads are showing signs of deterioration (Amber condition) and require on-going remedial repairs.



Road condition performance indicator Classified roads 2007-2022

Unclassified Roads

There is no national survey regime in place to inform on road condition for the larger rural unclassified network which has received less investment. Condition indicator data produced from our AI Camera surveys indicates that 15% of our 1508km of unclassified roads are in poor condition needing maintenance soon. This equates to 226km km and a broad estimate of around £10.6m to resurface.

The adoption of a risk-based approach focuses funding on the highway class roads in accordance with the Highway Network Hierarchy. Consequently, the condition of Carmarthenshire’s A, B and C class roads have remained relatively stable. This has, however, taken investment away from the unclassified network. Typically, highway surfaces will last around 25 years with preventative treatments. Based on current investment rates over the last 3 years our resurfacing rate for the whole network is broadly 1 in 131 years.

2.3 Highways Investment Options

Road assets gradually deteriorate over time and consequently a long-term view needs to be taken. This report includes 20-year forecasts to enable decisions to be taken with an understanding of their long-term impact. The investments analysis for 2022-23 includes the recent additional Capital funding invested in 2022, which provided a total of £3.9m investment in highway surfaces.

Three budget scenarios showing the effect of investment on the carriageway condition performance indicator have been carried out.

Road condition indicators	<p>A description of the condition indicators and indicative maintenance treatments are as follows:</p> <p>Green – Good condition - No planned works are anticipated in the next 3 years.</p> <p>Amber 2 – Preventative maintenance, typically surface dressing on the 3–5-year programme</p> <p>Amber 1 – (Imminent Red) Works should be planned by Year 3 – part Preventative/Corrective maintenance i.e., Resurfacing/Surface dressing/patching.</p> <p>Red – Maintenance work needed now – Corrective maintenance i.e., Road Resurfacing</p>
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The following options show the predicted levels of road condition related to each funding scenario. There are 3 investment options that have been considered for comparison:

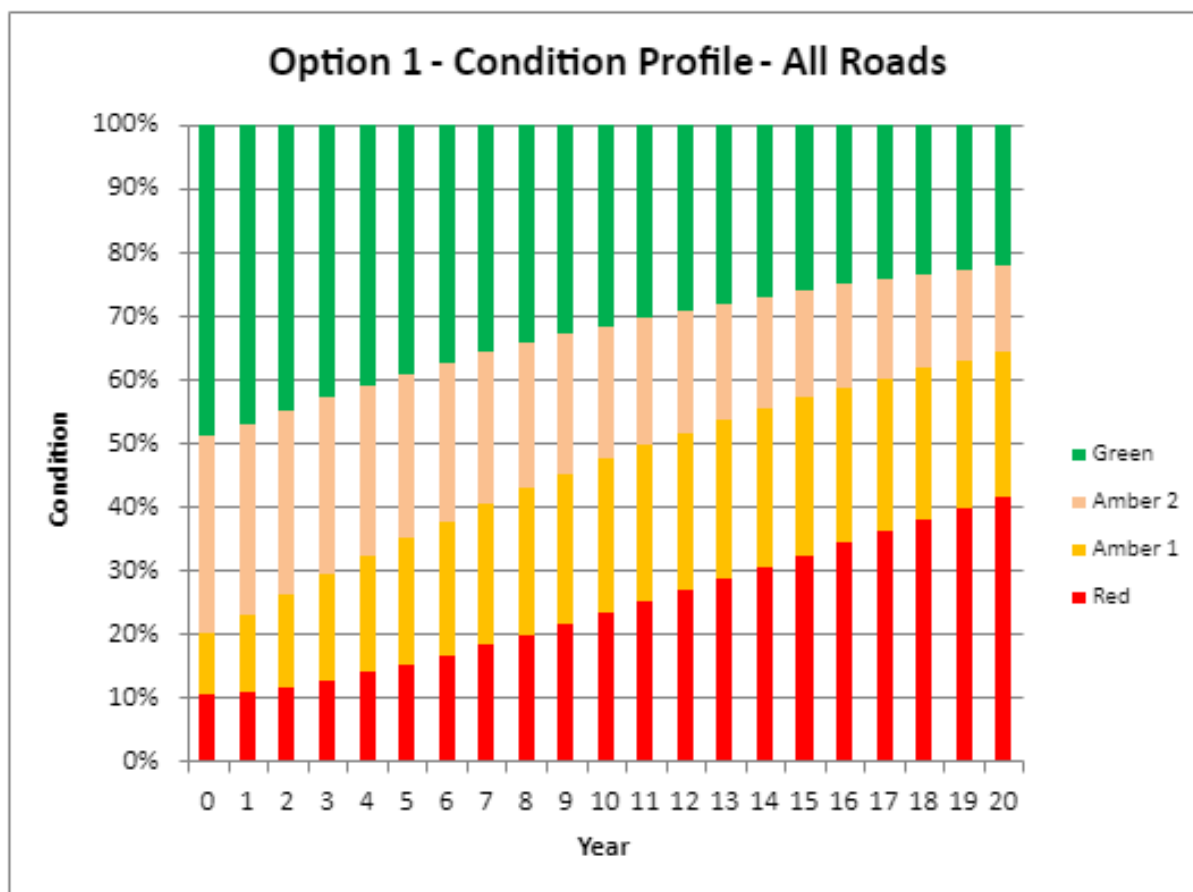
- Option 1 – Current budgets - Modelled investment of £1.6M in 23/24, then reducing to £0.6m in total in 24/25 and for next 20 years
- Option 2 - Optimistic – Modelled increase in 24/25 budget from £0.6m to £1.1m and assuming WG grant £1.5m – Total £2.6m
- Option 3 – Steady-state Option - Modelled investment of £8M/annum.

Option 1

Option 1 – Predicted option (Current budget forecast) - Modelled investment of £1.6M in 23/24, then reducing to £0.6m in total in 24/25 and for next 20 years

For Surface dressing

Funding/Year	23/24	24/25 onwards
Welsh Government	0	0
CCC	1.6	0.6
Total invested	1.6	0.6

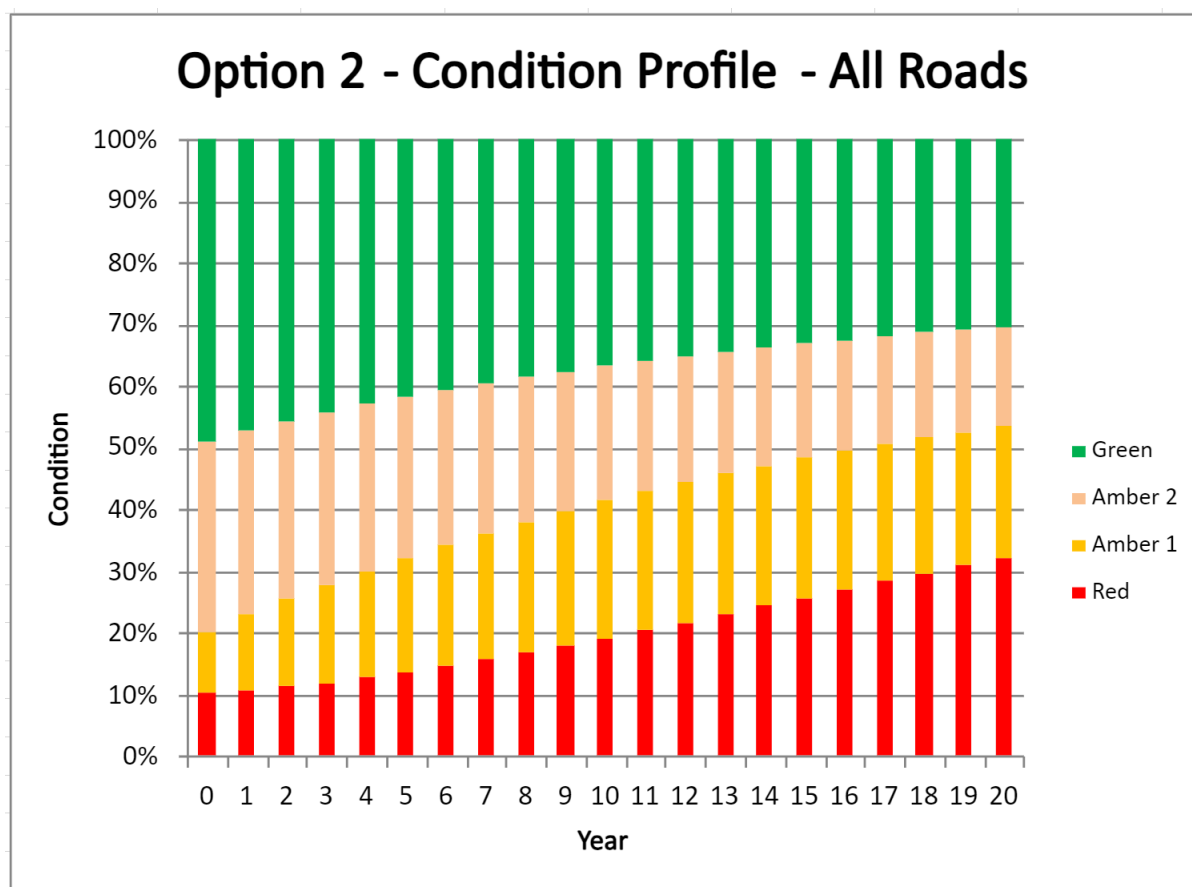


The percentage of **Red** increases from 10% (355km) to 23% (818km) at 10 years and to 41% (1458km) at 20 yrs.

The percentage of **Green** falls from 49% to 32% at 10 years and to 22% at 20 years.

Option 2

Option 2 Optimistic – Increase 24/25 budget to £1.1m and assuming WG grant £1.5m		
2023-24 County £1.6m, then £1.1m + WG Grant £1.5m– Total £2.6m pa next 20 years		
Funding/Year	23/24	24/25 onwards
Welsh Government		1.5
CCC	1.6	1.1
Total invested £m	1.6	2.6

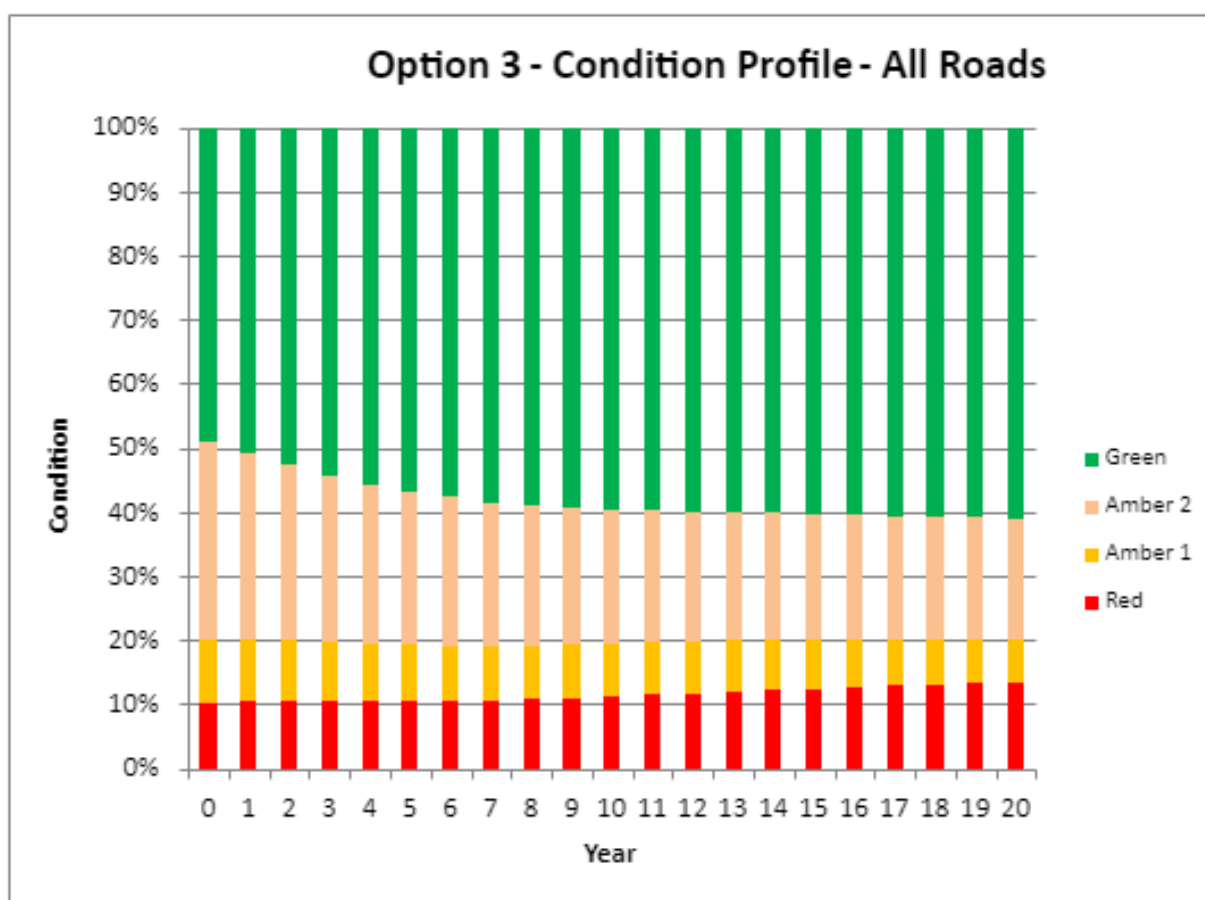


The percentage of road in poor condition **Red** increases from 10% (355km) to 19% at 10 years and 32% (1138km) at 20 yrs.

The percentage of road in good condition **Green** falls from 49% to 37% at 10 years and to 30% at 20 years.

Option 3

Option 3 – Steady-state Option - Modelled investment of £8M/annum.		
This option maintains the asset in a steady state condition with a gradual improvement overall. This requires an increase to the existing budgets to £8M.		
Funding/Year	23/24	24/25 onwards
Welsh Government	0	0
CCC	8.0	8.0
Total invested (£m)	8.0	8.0



The percentage of **Red** at this level of investment increases marginally from 10% to 11% at 10 years and 13% in 20 yrs.

The percentage of **Green** increases from 49% to 59% at 10 years and to 69% at 20 years, with a reduction of roads in the amber category.

This provides for an almost steady state and a modest improvement is predicted in the percentage of highway in good condition with the length of roads in poor condition remaining relatively stable. Additional up-front investment aimed at clearing the maintenance backlog (estimated at £22m), in addition to the steady state budget, would further reduce the length of roads in poor condition. In addition to road condition

improvement there will be a corresponding reduction in reactive and emergency repairs and abortive costs and a reduction in claims against the authority.

Conclusion

The current level of investment in the highway network is considerably below that necessary to maintain it in a stable condition. Each year this cumulative deficit increases the maintenance backlog and results in the continuing deterioration of the road network. Unless a significant and sustained investment is made in maintaining our highway infrastructure the following trends are expected to continue:

- The maintenance backlog will increase as roads continue to deteriorate.
- More revenue resources will be required for pothole repairs at the expense of other work areas.
- Pothole numbers will continue to increase along with public complaints.
- Claims for damages will increase and repudiation levels will decrease.

2.4 Highway Drainage

Our highway drainage infrastructure should take surface water off the carriageway to ensure roads are safe and accessible. This system of pipes, culverts, gullies, and grips is an aging and predominantly unmapped asset which will be of increasing importance as climate change increases wet weather.

The Council has invested £250k capital funding for five years (2022-2027) to improve highway drainage systems which is being used to undertake survey and remedial works.

To better understand the condition of our drainage systems, surveys have been carried out on sections of our A road network by specialist survey teams. To date we have surveyed 168 km of our key routes including:

- A484
- A485
- A482
- A4138

The surveys have recorded and mapped:

- 130km of pipework
- 9833 point items including manholes and gullies.

All of these have been graded and photos and video evidence recorded. Survey work in 2023/24 will provide an additional 15km of data on the A474, A4069 and A4068.

The surveys so far have shown that **18%** of our drainage pipes are either **Blocked or Unsafe** or **Performance severely reduced** (this amounts to over 20km of pipework). Structurally, **8%** are graded as **Not fit for purpose** or as having **Major defects**.

Where possible high-pressure jetting has been used to clear blockages during the survey works and the survey results have then been used to develop a programme of remedial works. This has so far resulted in:

- Blocked pipes – programme of 60 locations on main routes to remove blockages.
- Asset renewal – Replacement of failed pipework at 6 locations
- Scheme preparation – Development of Asset replacement schemes in 2024-25 at 4 locations

Whilst the investment programme is providing key asset data and helping to address points of failure the survey results indicate that the programme should be beneficially extended beyond the 5-year period.

2.5 Footways and Cycleways

Our footway and cycleway networks play an important role in facilitating sustainable modes of travel and directly support the Active Travel agenda. The County Council has set out its ambition of being the cycling hub of Wales and the HAMP has an important role in supporting our adopted cycling strategy.



Footways are currently inspected on a regular basis alongside carriageway inspections and a methodology is being developed for cycleway inspections. A footway and cycleways hierarchy and maintenance regime will be developed as part of our maintenance manual.

Footways and Cycleways Assets

- Carmarthenshire's footway/cycleway network is extensive at over 1000km.
- On road cycle-lanes – 2.6km
- Dedicated cycle-tracks/shared use paths – 23.3km
- On road cycle routes (e.g., National Cycle Network) – 126km

In 2022/23 we were obliged to spend £126,503 of the revenue budget on reactive footway repairs and invested £265,000 of Capital funding in footway refurbished at:

- Heol Spurrell, Carmarthen
- Login Square, Login
- Lime Grove, Carmarthen
- Pontyberem Hall
- Brandyway, Pontyberem
- Llannon Road Upper Tumble
- Heol Hathren, Cwmann
- Bridge St, Llangennech
- Bryn Road, Seaside
- Maes Tomos, Trimsaran
- Tirwaun, Burry Port
- Coed y Clun, Trimsaran

There is no capital funding for footway refurbishment in 2023/24.

Section 3 – Bridges and Structures

3.1 Bridges and Structures Introduction

Carmarthenshire has an extensive highway network, the second largest in Wales, and providing vital support to that network there are some 1958 structures consisting of:

- 799 highway bridges
- 50 footbridges
- 575 retaining walls (cumulative length 19Km)
- 529 large culverts
- 5 subways

These structures provide a largely unseen but nevertheless key role in supporting the highway network. These structures have been built over a wide timespan and vary considerably in the materials and construction methods. Fifty-five of the structures are also listed meaning that they require additional care and attention when carrying out maintenance.

These structures are relied upon to remain in service year after year and accommodate changes in traffic and vehicle loadings and weather impacts.

All structures are inspected and assessed on a scheduled basis in accordance with national standards to provide detailed information on asset condition. Safety defects are identified and addressed in a prioritised manner, and the data gathered informs effective maintenance management and planning of our highway structures.

At the close of 2022-23 there were 47 bridges that were assessed as sub-standard with 4 structures being strengthened in 2023/24 bringing the total down to 43. Of these, 6 bridges are weight restricted.

Where required, regular monitoring inspections are being carried out on all sub-standard bridges which are managed in accordance with strict technical standards to keep these structures in service and maintain their safe operation. The recommended period for monitoring is 2 years and a review of assessments and interim measures commenced this year to ensure the appropriateness of the current monitoring regime. In accordance with Technical Standards, monitoring of sub-standard structures should be for a defined period. Should sufficient funding not be forthcoming, then the number of structural weight restrictions on the highway network will increase as the condition of structures deteriorates.

It is estimated that the cost of strengthening the remaining sub-standard structures is of the order of £5.1 million. It is also estimated that the maintenance backlog on highway structures is £13.8 million giving a combined total maintenance/strengthening backlog of circa £19 million.

In addition to on-going maintenance of existing structures stock, in 2022-23 there were 21 highway support failures which can be attributed severe weather events, historic underfunding of drainage maintenance, additional impact from increased traffic volumes and larger agricultural vehicles on the highway network. Each failure usually requires a structural intervention and often results in a new asset to maintain.

Scour Assessments

A large proportion of the bridge stock, especially those located on fast flowing rivers, are susceptible to scour. The risk of scour is significant with an increasing number of flood incidents and the impacts of climate change. National guidance recommends a formal review is carried out following appropriate technical standards and Carmarthenshire has commenced its review. Following the initial review of all 799 bridges, 207 were identified as requiring a Level 1 Scour Assessments which have been completed this year. Structures identified as requiring Level 2 Scour Assessments are currently being reviewed and assessments will be carried out 2023/24 and into 2024/25, subject to available funding.

Inspection Training

As part of our review of practices to comply with recommendations of the 2018 Code of Practice, CSS Wales are developing accreditation for Structures inspections. Our inspection team are in the process of under-going a competency assessment to ensure our inspections are carried out to the required standards. Final accreditation was delayed in 2021 due to COVID restrictions however this is expected to conclude in 2023/24.

Bridge Improvement Works

Revenue funding in 2023 has remained steady and allows reactive and routine maintenance works to be undertaken. There is however an estimated £13.8m backlog of repair and preventative works which should be considered for funding. The structures unit is prioritising funding for planned maintenance to improve access to structures and ensure basic maintenance visits to all structures on a 2 yearly cycle. This may reduce contingency funds available for unplanned failures.

A programme is underway to continually reduce the number of sub-standard structures year on year. This also reduces the burden and liability of maintaining the enhanced inspection regimes required for sub-standard structures and the inconvenience for road users. This programme is set out in the table below.

Bridge Upgrade Programme - 2022-25		
2022-23 - £1,025,845	2023-24 - £809,427.09	2024-25 - £400,000
Railway Inn Llanpumsaint - Bridge Replacement	Bridgend Inn Culvert, Pontamman – Bridge Replacement	Garregllys Bridge, Whitemill – Bridge Replacement
Glanrhyd Bailey Bridge, Cilycwm – Bridge Replacement	Pont Y Pentre, Llannon – Bridge Replacement	Cwrtygollen Bridge, Llandoverly – Bridge Replacement
Danrheol Bridge, Meidrim – Bridge Strengthening	Mynyddygarreg Bridge – Bridge replacement	Glanyrannell Bridge, Caio – Bridge Replacement Scheme
	Tan Y Berllan, Ffairfach – Bridge Replacement	



Glanrhyd Bridge replacement 2023

Prioritisation of Overall Funding Needs

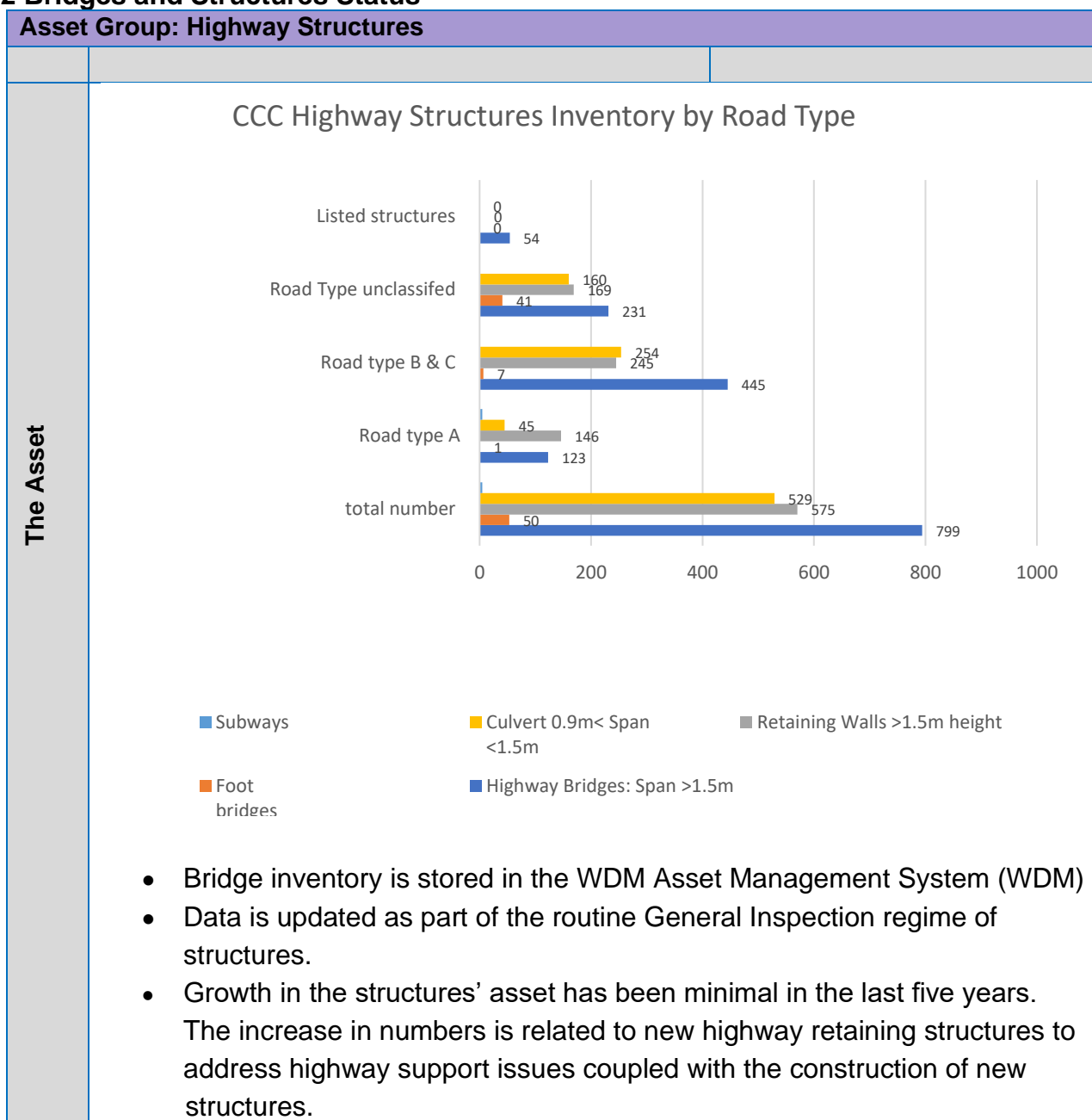
Using the structures priority matrix for funding we consider the following:

- Road Hierarchy
- Structural condition
- Access/community impact
- Network issues
- Traffic management impact

The following section provides detail on the status of our structure's assets, their condition and investment options for their continued maintenance.

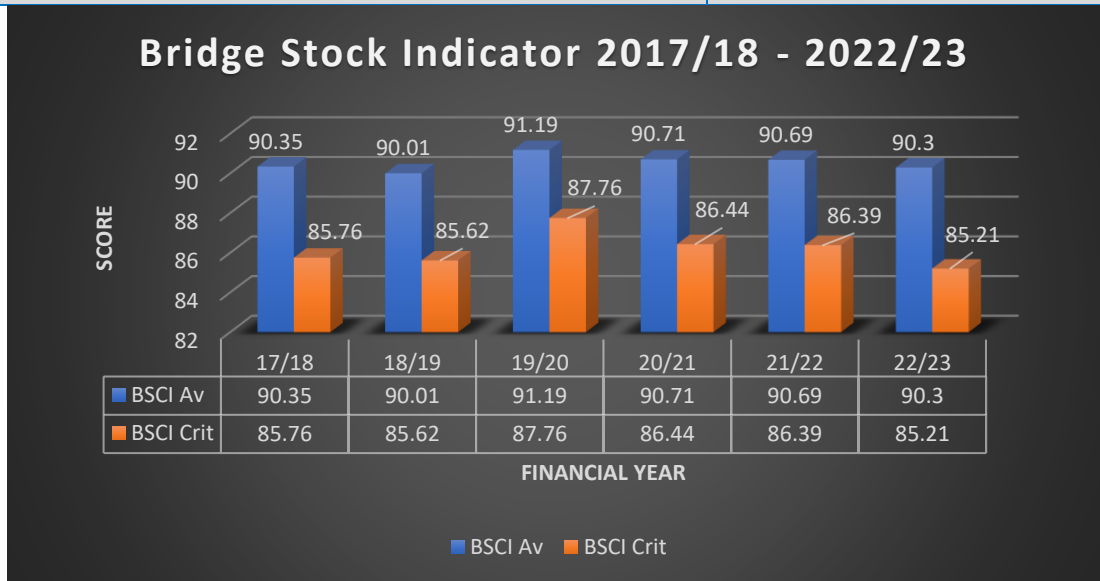
3.2 Bridges and Structures Status

Asset Group: Highway Structures



Asset Group: Highway Structures

Inspection Statistics		No.
Number of bridges requiring principal inspections – 6 years		42
Number of principal inspections scheduled		2
Number of principal inspections on time		2
Number of structures requiring general inspections 22/23		757
Number of planned general inspections		757
Number of general inspections on time		757
<ul style="list-style-type: none"> 42 structures are subject to Principal Inspection (PI). The remainder are subject to General Inspections (GI). PIs were resumed in 22/23 following suspension in 20/21 due to COVID restrictions. 		
Assessment Statistics		No.
Number of privately owned bridges within council's road network that failed assessment		5
Number of council owned / maintained bridges subject to monitoring / special inspection regimes		47
<ul style="list-style-type: none"> 5 privately owned bridges are owned by Network Rail (3no.) and Sustrans (2no.). Two of these have since been strengthened to 40 tonne live loading standard 		
Weight Restrictions		No.
Number of council owned / maintained weight restricted bridges (excluding acceptance weight restriction)		6
Number of council owned / maintained height / width restricted bridges		1
<p>Of the 6 weight restricted bridges, 1 is programmed for upgrading in 2023/24. There are 17 height restrictions in the county, mainly Network rail structures, with 1 being the responsibility of Carmarthenshire County Council at Llanpumsaint.</p>		



Definition:

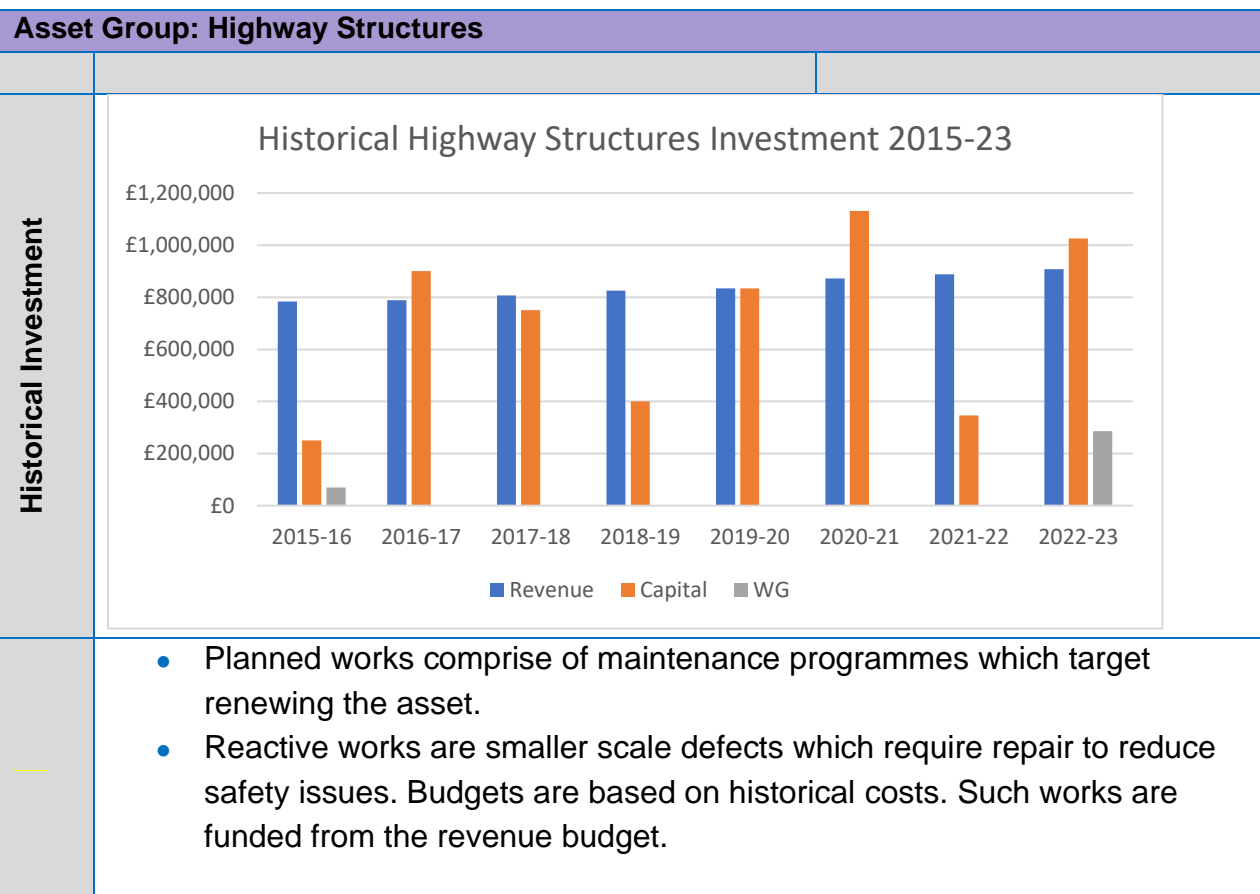
BCIAv is the average BCI for a bridge evaluated considering the condition of all structural elements in a bridge.

BCICrit is the critical BCI for a bridge evaluated considering the condition of those elements deemed to be of very high importance to the bridge.

BSCIAv and BSCCrit are the average and critical condition index for a bridge stock evaluated using the BCIAv and BCICrit values for all bridges in the stock.

The 2022-23 BSCIAv of 90.30 and BSCCrit of 85.21 indicate that the highway structures are in a good to very good condition (score of 80-100 in accordance with CSS Wales performance indicators). There are concerns nationally that the condition ratings do not adequately represent true structural condition and as a result a review is underway to re-evaluate the scoring matrix. These scores do not consider sub-standard assessment ratings.

Whilst the overall figure is good, the lower condition scores this year does represent some deterioration.



Strengthening / Replacement

By the end of 2022/23 there will be 47 structures located on the highway network that whilst in safe operation, are considered sub-standard in terms of their load carrying capacity. There are also several structures, due to their overall poor condition, which have been included for replacement. Detailed design is currently being carried out on 16 structures, with a high priority being assigned to structures with a high scoring derived from the priority matrix.

Carmarthenshire has the second highest number of sub-standard structures across all 22 Welsh authorities.

Rank	Local Authority	Number of bridges	Number of substandard bridges	Proportion of substandard bridges
1	Conwy	278	57	21%
2	Carmarthenshire	799	50	6%
3	Powys	1399	43	3%
4	Monmouthshire	400	22	6%
5	Gwynedd	631	18	3%
6	Swansea	157	12	8%
7	Cardiff	113	11	10%
8	Denbighshire	164	10	6%
9	Bridgend	175	9	5%
10	Torfaen	189	9	5%

Note: Figures based on 2022 data. Carmarthenshire now has 47 sub-standard structures.

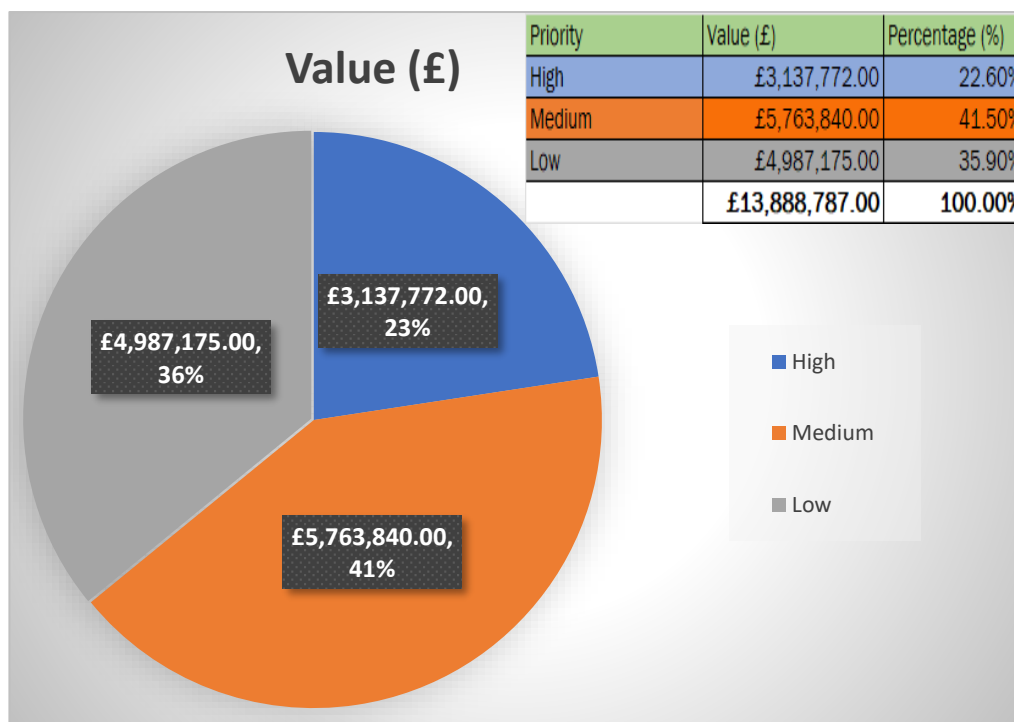
The repair or replacement of sub-standard structures is funded through council capital investment of £400k per year. The overall estimated cost of addressing the 47 sub-standard structures is £5.1 million. With current levels of funding this will take approximately 12 years to complete the programme as a minimum, and assuming no other major structural work is funded by this budget during this period.

Monitoring sub-standard structures for a further 12 years places the authority at risk, as the condition of structures may deteriorate. Addressing the backlog over a shorter period is recommended. An increase of Capital budget to £850k per annum for bridge strengthening would accelerate the programme for substantial completion over 6 years. Higher risk structures would be addressed in the early part of the programme.

A budget of £1m per annum would complete the programme in 5 years and this option is recommended due to the on-going risk of deterioration and the monitoring programme being significantly beyond that recommended in technical standards.

Maintenance Needs

The following figures are derived from the Department’s Bridge Management System and relates to the estimated cost of addressing defects identified by the Bridge Inspectors as part of biennial General Inspections. The work is categorised as high, medium, and low priority in a scoring matrix which uses factors including extent, severity, and defect type. The overall cost is termed the work bank total.



3.3 Bridges and Structures Summary

The bridge stock has remained stable in terms of the Condition Performance Indicators since 2016/17 with a marginal deterioration but it should be noted that this rating does not include sub-standard structures.

The high number of sub-standard structures presents a risk to the authority and places a pressure on the Structures Team due to the enhanced management regimes required.

Continued investment in our bridges and structures is essential to maintain continuity of our highway network. To tackle the current maintenance backlog and to upgrade our sub-standard structures requires investment of £18.9m.

Historically, revenue funding has been focussed on reactive repairs which often require urgent attention. A more pro-active approach to carrying out repairs at an early stage of identification will reduce more costly repairs in the future. This planned approach may place pressure on revenue budgets for larger repairs or structural failures in the shorter term and additional Capital funding will be required going forward to address emergency repairs previously funded from planned maintenance budgets.

Section 4 – Public Lighting and Traffic Signals

4.1 Public Lighting Introduction

Our street lighting system includes over 20,000 lighting units. We also manage 5000 units for our Town and Community Councils. The Public Lighting Team have implemented a Carmarthenshire wide LED replacement project in partnership with Town and Community Councils.



This project has reduced carbon emissions, lowered energy costs and improve light quality. The project is estimated to save 2.4 million Kwh which equates to 1,200 tonnes of CO₂ emissions each year.

The introduction of energy efficient lighting has also helped cushion the Council, to an extent, against the significant rise in energy prices. In 2022/23 energy costs were £900,000. This has risen to £1.5M which is substantially less than the £2.5M it would have otherwise cost the authority had it not been for the LED programme.

The Public Lighting Team have also introduced new technology to enable mobile working so that lighting surveys, checks and works can be recorded electronically in place of the previous paper-based system.

There are two significant challenges for the Public Lighting Team:

- Ageing lighting columns need to be replaced to avoid the risk of collapse.
- Underground electrical cabling which is perishing.

In addition, the Public Lighting Team also manage our stock of illuminated traffic signs and our permanent traffic signals.

- There are around 304Km of underground electric cables supplying lighting units. Often the cable is not ducted and is more prone to perishing in the ground. This is leading to an increasing number of cable faults and power outages and presents a safety concern.
- A funding bid for cable renewal has been unsuccessful to date.

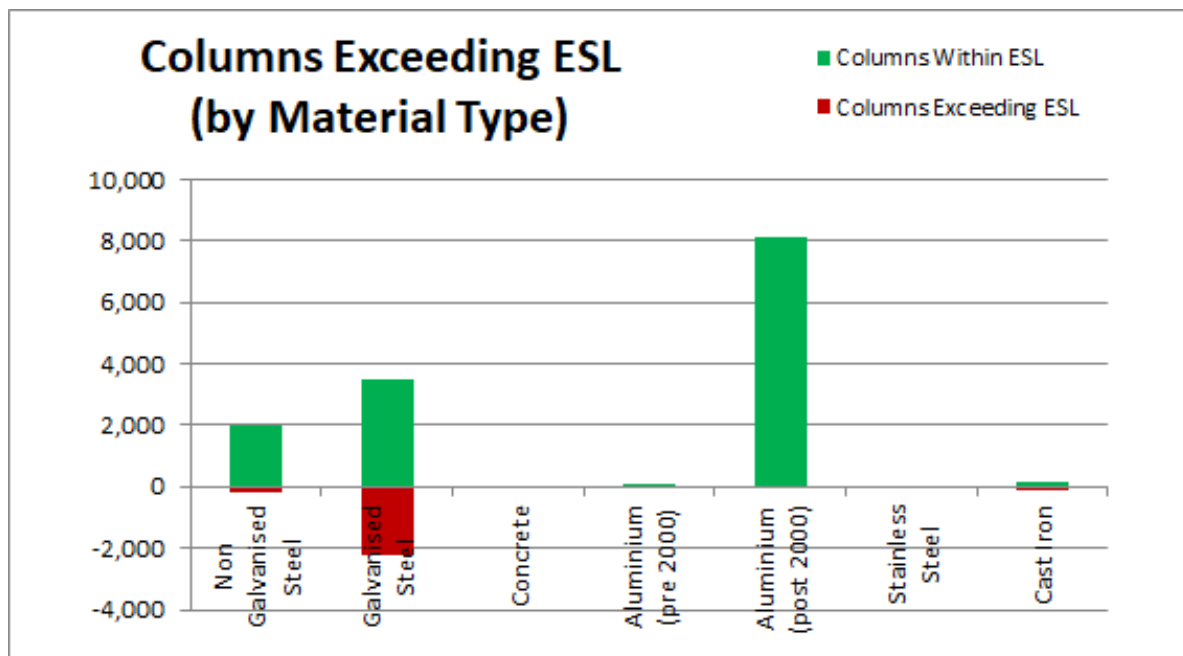
4.2 Lighting Columns

There are currently 20,600 street lighting units which includes bracketed units on third party wooden poles. This figure grows by variable amounts every year as new lighting either through highway improvements or new development is adopted.

There is a risk of lighting column failure and collapse which is largely related to the age of the column and type of material used. Regular inspections help to reduce the risk of failure and high-risk columns are removed immediately.



The age of a street lighting column and its construction material can be used to provide a broad assessment of structural condition and Expected Service Life (ESL) of the column. This is represented for the range of lighting columns in use throughout the County in the graph below.

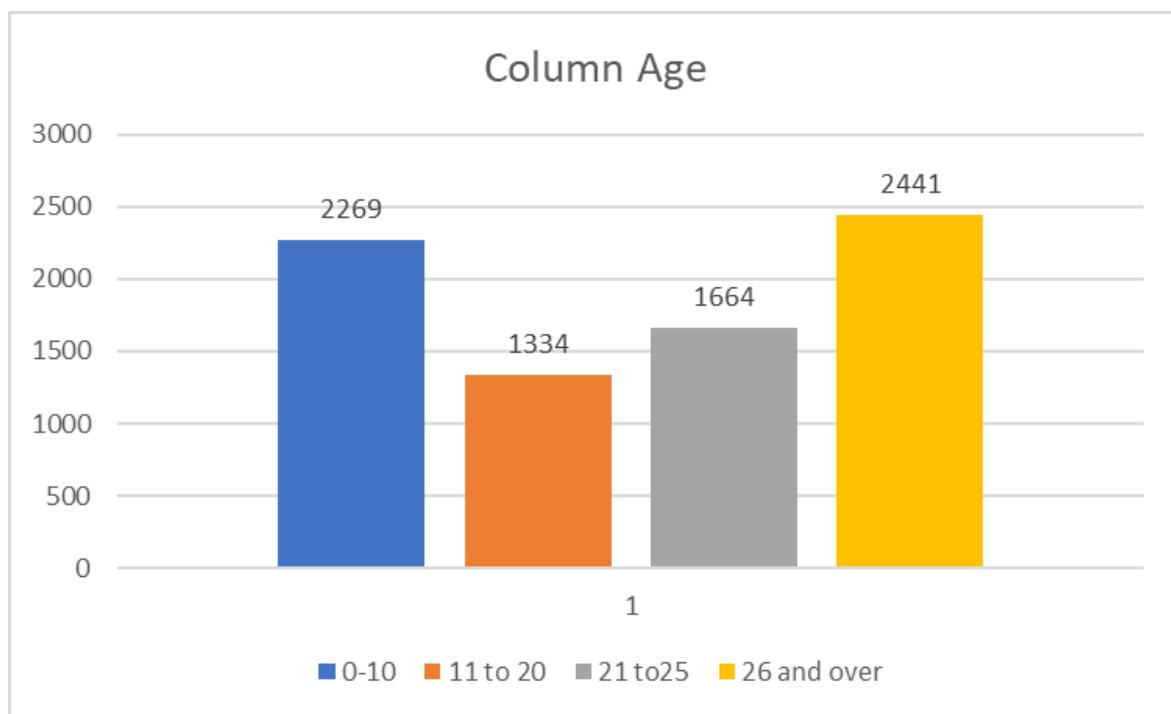


Existing steel columns are a key concern. These columns are considered to have an ESL of up to 25 years before replacement and columns exceeding their ESL are subject to a management regime with periodic inspections.

Based on current data 32% (2441 out of 7708) of our metallic lighting columns/brackets exceed their expected service life.

Capital funding is in place has been secured for a column replacement programme which will enable the replacement of approximately 400 columns each year from 2024/25, and these will be prioritised to target the older life-expired steel columns which present the greatest risk of collapse. 150 life expired columns were taken down and replaced last year.

The graph below shows the age profile of these metal columns and identifies the number currently beyond their Expected Service Life.



Column Age Profile

Underground Electrical Supply Cable



Perished Underground Electrical Cabling

The County Council is responsible for approximately 304km of underground electrical supply cabling which has been in operation for a substantial period of time. In many instances, precise records regarding its exact age and cable type are not readily accessible. In addition, a notable portion of the cable infrastructure is not ducted which renders it more susceptible to deterioration when buried underground.

Numerous concerning instances have been experienced regarding aluminum-armored cables within our public lighting infrastructure. These problematic installations predominantly stem from legacy of older, de-trunked road networks, characterized by their extended circuit lengths compared to conventional highway lighting systems. This unique challenge has necessitated a closer examination of the situation, with a focus on the following key aspects:

- **Aging Infrastructure:** The presence of aluminum conductors and armor in legacy systems underscores the significance of aging infrastructure. As these components deteriorate over time, they become increasingly susceptible to faults and degradation.
- **Circuit Length:** Old Trunk road networks typically feature longer circuits, which can subject aluminum-armored cables to additional stresses and environmental factors that can accelerate wear and tear, making them more prone to faults.

- **Maintenance Requirements:** The evolving needs of these older networks necessitate a reevaluation of maintenance protocols and schedules to address the specific challenges posed by aluminum-armored cables.
- **Upgrading Strategies:** Consider is required of the feasibility and benefits of upgrading these aging systems to more modern and robust materials that offer enhanced reliability and longevity.
- **Safety Implications:** Faulty cables within public lighting infrastructure can pose safety hazards and increase operational costs. Addressing these issues is crucial to ensure the safety and well-being of road users and the efficient operation of the lighting network.

It is imperative that the County Council works collaboratively to implement effective solutions, prioritize maintenance, and consider potential upgrades to safeguard the integrity and reliability of our public lighting systems, particularly within the older aluminium cable networks.

To achieve these objectives, it is essential that funding is made available to support the implementation of these vital initiatives. Securing capital funding is crucial for the comprehensive improvement and modernization of our aging infrastructure, ensuring its continued efficiency and safety for the benefit of our community.

4.3 Illuminated Traffic Signs

Carmarthenshire has over 3,400 illuminated signs and bollards on the highway network. All new installations are specified to be LED sign lights and solar bollards.

The Public Lighting Team are currently assessing a project proposal aimed at reducing the use of unnecessary traffic sign illumination and transitioning to more energy-efficient LED units.

This initiative has been aligned with the ongoing 20mph speed limit rollout, which has, in fact, mandated the introduction of additional illuminated road signs across the county, in accordance with Welsh Government regulations. It's important to acknowledge that implementing this proposal will involve a capital expenditure.



4.4 Traffic Signals and Pedestrian Crossings

There are 80 Traffic signal installations on the Highway network (there were 74 facilities reported in 2022).

These are made up of 60 pedestrian crossings, up from 54 in 2022, and 20 Traffic Signal junctions.

These assets are regularly inspected and are maintained by externally procured contractors who also provide an Out of Hours service to deal with emergencies.



Appendix. A. – Road Condition Deterioration Forecasting

Condition forecasting methodology

This has been carried out using a forecast model developed by the County Surveyors Society Wales CSSW Road Asset management project. The tool is intended for use by Welsh authorities to assist in Asset Management and budget planning. The results are considered realistic and demonstrate the impact of a continued reduction in real terms investment in the highway network, against a backdrop of increasing traffic volumes and user expectation.

Reductions in preventative maintenance are leading to higher levels of reactive repair placing further pressure on the reducing revenue resources. Unplanned works are by nature less economical and increase safety risk for road users and increased risks to the authority and are less environmentally friendly due to wasted resources.

The calculations are based on depreciation of the existing highway network and using known treatment costs and current condition values from SCANNER data.

The condition indicator used in the examples is a combined indicator across all road classes and provides an indication of the likely effect of current budget levels on actual carriageway condition across the County.

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**PLACE, SUSTAINABILITY & CLIMATE CHANGE
SCRUTINY COMMITTEE
23RD NOVEMBER 2023**

**HIGHWAY ASSET MANAGEMENT PLAN –
MAINTENANCE MANUAL
PART 4.8 – HIGHWAYS ADVERSE WEATHER & WINTER
SERVICE PLAN**

Purpose: To consider and comment on Part 4.8 of the Maintenance Manual in support of the Highway Asset Management Plan (HAMP).

The Maintenance Manual forms Part 4 of the HAMP and is being developed as a portfolio of specific manuals covering the management of a range of highway asset categories. Parts 4.1 to 4.7 have been adopted previously. This report relates to the proposed Part 4.8 that covers the Highways Adverse Weather & Winter Service Plan. Further sections will be brought forward in future years.

The Scrutiny Committee is asked to

Review and assess the information contained in Report and provide any recommendations, comments, or advice to the Cabinet Member and / or Director prior to the report’s consideration by Cabinet.

Reason

To formulate views for submission to the Cabinet / Council for consideration in relation to the proposed Part 4.8 of the manual.

CABINET MEMBER PORTFOLIO HOLDER:- Councillor Edward Thomas Cabinet Member for Transport, Waste and Infrastructure Services

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EXECUTIVE SUMMARY
PLACE, SUSTAINABILITY & CLIMATE CHANGE
SCRUTINY COMMITTEE
23RD NOVEMBER 2023

**HIGHWAY ASSET MANAGEMENT PLAN –
MAINTENANCE MANUAL**
**PART 4.8 – HIGHWAYS ADVERSE WEATHER & WINTER
SERVICE PLAN**

In 2018 Council adopted the Highway Asset Management Plan (HAMP) to ensure that the County Council manages and maintains the highway network in accordance with its statutory duties and to comply with best practice.

The HAMP is in line with national codes of practice and adopts a risk-based approach which targets limited resources to areas where they are most needed and where our investment will derive greatest value.

This does mean that difficult decisions have to be made and the HAMP sets out the overarching policies and methodology to ensure that those decisions are evidence led and based on an equitable and objective analysis which reduces the authority’s exposure to risk and provides best value for the long-term integrity of the highway asset.

There are four parts to the HAMP:

Part 1	Explained the supporting role of the highway network in the wider policy context.
Part 2	Set out the highway network policies which are in place or being developed and our objectives adopted in managing the highway network utilising a risk-based approach.
Part 3	Comprises an Annual Statement which informs on the condition of the asset.
Part 4	A Maintenance Manual consisting of a portfolio of topic specific manuals setting out how particular elements of the highway asset are managed in line with the risk-based approach.

Cabinet has previously approved the following parts of the Maintenance Manual:

- Part 4.1 Highway Maintenance Management
- Part 4.2 Highway Network Hierarchy
- Part 4.3 Highway Safety Inspections & Repairs
- Part 4.4 Road Conditions Assessment and Investment Prioritisation
- Part 4.5. Highway Drainage Management.
- Part 4.6. Geotechnical Management.
- Part 4.7. Highway Emergency Response

The proposed Part 4.8 continues the HAMP risk-based methodology with policies based on the adopted Highway Network Hierarchy. Part 4.8 is discussed below with a full copy provided as a supporting document.

Part 4.8 Adverse Weather & Winter Service Plan

Part 4.8 sets out the County Council's approach to managing the highway network during the following adverse weather events.

- Heavy rain and storm events.
- Tidal, surface water and river flooding.
- Extreme winds.
- Prolonged high temperatures / heatwaves.
- Extreme winter weather.

The Highway's operational approach to winter weather has been long-established but the growing frequency and severity of prolonged and intense rainfall, extreme winds and prolonged high temperatures are new policy areas recognised within the Part 4.8 of the Maintenance Manual.

The operational objective during these events is to maintain an accessible highway network as far as is reasonably practicable and to minimise the risk to the travelling public.

The term '*as far as is reasonably practicable*' is an important qualification recognised within the Highways Act 1980 which acknowledges that the resources of a Highway Authority are finite and maintaining the whole highway network during an adverse weather event would be an unrealistic task.

This limitation is particularly pertinent to Carmarthenshire which has the second largest highway network in Wales. Therefore, in order to make the best possible use of the resources available our highway operations are focused on the most important routes within the County.

The routes of key important are set out within the Highway Network Hierarchy which was contained within Part 4.2 of the Maintenance Manual and adopted by the County Council in November 2021.

The Highway Network Hierarchy is defined in accordance with the following table:

Carriageways	
Category	Description (approximate daily traffic volume)
CHSR	Route enabling travel between locations of regional significance (NA, Strategic routes are identified based on their importance regionally rather than their traffic volume)
CH1	Travel between locations (traffic volume 10,000 - 20,000)
CH2	Travel between locations (5,000 - 10,000)
CH3	Travel between locations (1,000 - 5,000)
CH4	Access to housing (200 – 1,000)
CH5a	Access to properties (housing and farms) (< 200)
CH5b	Access to isolated properties <20
CH5c	Unsuitable for vehicles
CH5d	Disused/impassable

Weather Information

The Maintenance Manual explains the many sources of information used by the County Council to enable an appropriate response to an adverse weather event. These include information from the Flood Forecasting Centre, Met Office, Natural Resources.

The weather forecasts are also informed by 13 weather stations strategically located within Carmarthenshire which also provide real-time information and camera images.

Resource Management

The efficient deployment and management of resources is a critical component of the Council's response to an adverse weather event. Resources are finite and Carmarthenshire has an extensive highway network. As a consequence resources have to be prioritised towards the areas of greatest risk as identified within the Highway Network Hierarchy and the deployment of resources may need to be scaled according to circumstances.

Flooding

The Maintenance Manual recognises that there are a number of agencies with flooding responsibilities. During adverse weather events roads can become impassable and often this is due to flooding from adjacent watercourses or run-off from adjacent land. In these circumstances it may be necessary to close a road until the weather event subsides and the floodwater recedes. In normal operating conditions the focus of the highway drainage system is to take surface water off the highway as efficiently as possible. This is normally through a system of road gullies, pipe, culverts and grips to roadside ditches and the management of this is set out in Section 4.5 of this Manual.

High Winds & Gales

The main impact from high winds and gales on the highway occurs where trees fall onto the road below. During adverse weather events highway crews are equipped to deal with fallen trees and have specialist sub-contractors available where necessary. This does not absolve the adjacent landowner of responsibility for the trees on their land and this includes boundary trees.

Extreme Heat

The impacts of extreme heat are becoming more pronounced as the Met Office advise that climate change is making the UK heatwaves more frequent, intense and long-lasting. The Maintenance Manual sets out the impacts of extreme heat on highway infrastructure and the reactive measures taken to ensure road surfaces remain safe.

Winter Service Plan

Carmarthenshire County Council has had a Winter Service Plan in place for many years and has well-rehearsed procedures for treating roads ahead of forecast snow and ice. An Annual Winter Service Plan is being replaced by Part 4.8 of the Maintenance Manual which will be supported by information available on the County Council's website.

Part 4.8 explains the management of the winter service operations, how services are delivered in response to forecast weather conditions, the training regimes in place and the networks treated.

These networks are based on the Highway Network Hierarchy and consist of:

- Primary Network - A network of strategically important routes normally treated in advance of freezing weather.
- Resilience Network - A reduced core of strategic routes should treatment of the Primary Network become unsustainable.
- Secondary Network - A supplementary network of secondary routes treated in certain instances.

The current Primary, Strategic and Secondary Network would be reviewed and revised to align with the adopted Highway Network Hierarchy.

In the case of the Primary Network, the routes forming the network would consist of roads within the classes CHSR, CH1 and CH2 with the addition of specific roads necessary to ensure access to the following facilities:

- Hospitals and Ambulance Stations,
- Fire Stations,
- Main Police Stations,
- Key Public Transport Routes,
- Main Schools & Colleges,
- Train Stations and Bus interchanges,
- Ferry Ports (Trunk)

These networks are treated in parallel with the Trunk Road Network in the area which is treated by Carmarthenshire County Council's Highways Service under the instruction of South Wales Trunk Road Agency.

Part 4.8 of the Maintenance Manual also sets out how the County Council manages snow events, our approach to treating footways & cycleways, car parks, the deployment and management of grit bins, and how we suspend gritting operations at level crossings.

The Winter Service section of Part 4.8 concludes by setting out how resources are managed in terms of plant and vehicles, operational personnel and salt stocks.

DETAILED REPORT ATTACHED ?

YES – Maintenance Manual Part 4.8

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: **D. John**

Head of Environmental Infrastructure

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

Legal

The County Council has a statutory duty under the Highways Act 1980 Section 41 to maintain the highway and to ensure, as far as reasonably practicable, that safe passage is not endangered by snow or ice.

Through the adoption of the HAMP and its associated Maintenance Manual, the County Council will discharge this statutory duty and operate in accordance with the national Codes of Practice 'Well-managed Highway Infrastructure'.

Finance

The budgets available to local authorities to manage the highway asset are finite and under considerable pressure.

The Maintenance Manual adopts a risk-based approach to make best use of available funding.

Risk Management Issues

The HAMP and Maintenance Manual adopt risk management as a core theme and this is discussed in detail within the report.

Physical Assets

The report discusses the operational maintenance of the road network during adverse weather events.

CABINET MEMBER PORTFOLIO HOLDER(S) AWARE/CONSULTED	Yes
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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
Highway Asset Management Plan (2018)		(Public Pack)Agenda Document for Executive Board, 02/07/2018 14:00 (gov.wales)
Highway Asset Management Plan - Maintenance Manual Parts 4.1 to 4.4		(Public Pack)Agenda Document for Cabinet, 06/12/2021 10:00 (gov.wales)
Highway Asset Management Plan - Maintenance Manual Parts 4.5 to 4.7		(Public Pack)Agenda Document for Cabinet, 13/02/2023 10:00 (gov.wales)

4.8 Highways Adverse Weather & Winter Service Plan

4.8.1 Adverse Weather Overview

The highway network is of vital importance to ensure Carmarthenshire continues to function during adverse weather events. From facilitating blue light services responding to emergencies or helping learners get to school, ensuring people get to work or food gets to shelves, the highway network provides a vital lifeline for local our communities. Keeping this lifeline as open and accessible as possible during adverse weather is a ley role undertaken by the County Council's Highways & Transportation Team.

Carmarthenshire has the second largest highway network in Wales, and it is not always possible to ensure all 3,500Km of highway are open and accessible at all times. A risk-based approach has therefore been adopted utilising the Highway Network Hierarchy to focus operational resources towards the most important arterial routes.

The Highways & Transportation Team's operational response to adverse weather is scaled up or down in accordance with the forecast weather impacts. Where the weather event is particularly significant, a multi-agency response may be triggered in accordance with the Council's Emergency Planning (Civil Contingencies) procedures. This Highways Adverse Weather & Winter Service Plan may be mobilised as part of this to support either a multi-agency approach, to respond to a Highways Emergency (see 4.7.2,4.7.3) or activated singularly.

The objective of the Highways Adverse Weather & Winter Service Plan is to ensure a resilient highway network during hazardous weather events. In line with the Code of Practice "*Well-Managed Highways Infrastructure*" the Adverse Weather & Winter Service Plan now covers all weather impacts on the highway network. This is an expansion on the traditional approach which concentrated on operations to tackle the risk of snow and ice and reflects the wider impacts of climate change on our weather.

This wider remit of weather related impacts include:

- Heavy rain and Storms events
- Tidal, Surface water and River flooding
- Extreme winds
- Prolonged High Temperatures / Heatwaves
- Extreme winter weather

The impacts of these events are increasingly evident and can significantly influence the lives of our residents and highway users. The different weather events require specific responses designed in accordance with the risk presented. As a result our approach has been expanded with a greater focus on weather forecasting and information, resource management and operational planning for the particular weather event forecast or experienced.

4.8.2 Weather Information

Timely and accurate information is a vital component in managing the operational response to unfolding weather events. The weather in the UK is subject to a very complex and dynamic set of variables and forecasts are developed to provide the best possible understanding of likely weather conditions. It is, however, important to acknowledge that these are only forecast and actual weather conditions can differ from those expected.

The County Council's Highways & Transportation Team work closely with a number of agencies to share information and coordinate responses. The greater the detail of information we can provide for Carmarthenshire enables forecasters to enhance the details of their forecast which helps with our response.

The authority will usually be warned of severe weather impacts in advance by means of the following services:

- National Flood Forecasting Centre.
- Met Office Civil Contingencies Advisor.
- Natural Resources Wales Flood Warnings.
- Met Office weather alerts (Yellow/Amber/Red Warnings).
- Dedicated local road weather forecasts for winter hazards.
- Roadside weather monitoring sites and alert systems within Carmarthenshire and the surrounding area.

Carmarthenshire County Council provides information to our partner agencies and weather forecasters from a series of weather stations strategically placed around the County to provide the best possible representation of local weather conditions. There are currently 13 such dedicated weather stations which provide a wide range of weather data throughout the year including information on road surface temperature, air temperature, humidity, wind and rainfall data plus real-time up to date camera images.

The stations are remotely linked to a weather information system which collates data that is accessed by our partners and is available to staff within the highways division at all times including out of hours. Links with the system are also provided to the weather forecasting organisation enabling a more detailed and tailored local monitoring and forecasting service. The system is monitored 24 hours/day by our weather forecasters and County Council Duty Officers are alerted when critical situations are detected. This is also particularly beneficial when managing extreme adverse weather.

The locations of the current weather stations are shown on the plan below.



**LOCATION PLAN
 REGIONAL WEATHER STATIONS**

4.8.3 Resource Management

The operational response to weather events is managed proportionally in response to the expected severity of the event and the likely risks the event will present. Where an event is severe or is expected to be prolonged it may be necessary to focus resources towards key areas of risk and operational decisions will need to be made on this basis.

As an example, this has previously been the case with severe winter weather where due to limitations of salt supplier or gritter drivers it became necessary to reduce the normal winter treatment network to a Resilient Network of routes which focused on maintaining the key strategic roads only. Alternatively, during a prolonged period of snowfall in 2018, having ensured the Primary Network was satisfactorily treated, it was possible to treat a number of minor roads which provided access to the more isolated villages.

As set out in part 4.7 of this manual, during periods of high demand, including adverse weather events, resources are managed and additional resources may be deployed in proportion to the risk presented or forecast. This is generally agreed in advance with Senior Managers following official Weather and Flood warnings. Typically this will involve having additional highway operatives on stand-by and ready to deal with the impacts of a weather event and this response is scaled in accordance with the risk.

Where the risk is significant additional external resources may also be engaged to assist highway teams through commercial contracts for services such as high pressure pumping, jetting and gulley cleaning in response to flooding, sweeping to clear debris from roads, JCBs to remove fallen trees, specialist arborist services for tree removal and traffic management companies to assist with road closures, and diversions.






4.8.4 Storm Events

The Highway response to forecast storm events is managed in proportion to the magnitude and severity of the forecast weather event. Particularly impactful weather events may trigger a wider multi-agency response in accordance with Emergency Planning procedures.

4.8.5 Flooding

Overall responsibility for managing flooding sits with a number of public bodies in Wales including Natural Resources Wales (Main Rivers, Coastal and Tidal), Water Authority (Sewer flooding), Ordinary watercourses (CCC Flood Defence), Ground Water and Surface Water (CCC Flood Defence).

Flooding alerts are normally issued by Natural Resources Wales and the types of alert issued are shown in the table below which also indicates the likely organisational or multi-agency response as referenced in Part 4.7 of this Manual.

Weather/ flooding forecast		Response																																		
Natural Resources Wales (NRW) Flood alerts and warnings	Met Office Severe Weather Warning Service	Suggested Carmarthenshire County Council response	Expected multiagency and LRF response																																	
 <p>FLOOD ALERT FLOODING IS POSSIBLE. BE PREPARED.</p>	<table border="1"> <tr><td rowspan="4">Likelihood</td><td>High</td><td></td><td>✓</td><td></td><td></td></tr> <tr><td>Medium</td><td></td><td>✓</td><td></td><td></td></tr> <tr><td>Low</td><td></td><td></td><td></td><td></td></tr> <tr><td>Very low</td><td></td><td></td><td></td><td></td></tr> <tr><td></td><td></td><td>Very low</td><td>Low</td><td>Medium</td><td>High</td></tr> <tr><td colspan="6">Impact</td></tr> </table>	Likelihood	High		✓			Medium		✓			Low					Very low							Very low	Low	Medium	High	Impact						Consider the need for a Bronze Group	Consider a multiagency Teams meeting
Likelihood	High			✓																																
	Medium			✓																																
	Low																																			
	Very low																																			
		Very low	Low	Medium	High																															
Impact																																				
 <p>FLOOD WARNING IMMEDIATE ACTION REQUIRED FLOODING IS EXPECTED</p>	<table border="1"> <tr><td rowspan="4">Likelihood</td><td>High</td><td></td><td></td><td>✓</td><td></td></tr> <tr><td>Medium</td><td></td><td></td><td>✓</td><td></td></tr> <tr><td>Low</td><td></td><td></td><td>✓</td><td></td></tr> <tr><td>Very low</td><td></td><td></td><td>✓</td><td>✓</td></tr> <tr><td></td><td></td><td>Very low</td><td>Low</td><td>Medium</td><td>High</td></tr> <tr><td colspan="6">Impact</td></tr> </table>	Likelihood	High			✓		Medium			✓		Low			✓		Very low			✓	✓			Very low	Low	Medium	High	Impact						Consider the need for a Bronze and Silver Group	Consider a multiagency Teams meeting and Tactical Coordinating Group (TCG)
Likelihood	High				✓																															
	Medium				✓																															
	Low				✓																															
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		Very low	Low	Medium	High																															
Impact																																				
 <p>SEVERE FLOOD WARNING SEVERE FLOODING. DANGER TO LIFE.</p>	<table border="1"> <tr><td rowspan="4">Likelihood</td><td>High</td><td></td><td></td><td></td><td>✓</td></tr> <tr><td>Medium</td><td></td><td></td><td></td><td>✓</td></tr> <tr><td>Low</td><td></td><td></td><td></td><td>✓</td></tr> <tr><td>Very low</td><td></td><td></td><td></td><td></td></tr> <tr><td></td><td></td><td>Very low</td><td>Low</td><td>Medium</td><td>High</td></tr> <tr><td colspan="6">Impact</td></tr> </table>	Likelihood	High				✓	Medium				✓	Low				✓	Very low							Very low	Low	Medium	High	Impact						Activate a Bronze, Silver and Gold Group	Activate a Tactical Coordinating Group (TCG). Consider a Strategic Coordinating Group (SCG)
Likelihood	High					✓																														
	Medium					✓																														
	Low					✓																														
	Very low																																			
		Very low	Low	Medium	High																															
Impact																																				

Where roads are flooded by extremely high tides, adjacent watercourses breaching their banks or from surface water from adjacent land, it may be necessary to ensure public safety by closing roads until the flood waters recede and allow the roads to safely be reopened again.



Unclassified Road U4172 Cynghordy, September 2023.

The highways authority is responsible for the management of water that naturally falls onto the highway surface. Our main focus is to remove surface water from the highway as effectively as possible to reduce the risk to motorists. The regular cleaning of road gullies and the management of interconnecting pipes and culverts is a key method of reducing the risk of water standing on the road surface. The methodology for this is set out in Section 4.5. The risk of gullies blocking due to fallen leaves is at its greatest during the autumn.

In advance of forecast periods of high rainfall Highway Teams will check known flood risk locations on the network to remove any obvious blockages in addition to advance clearing of trash grids on priority flood risk assets.

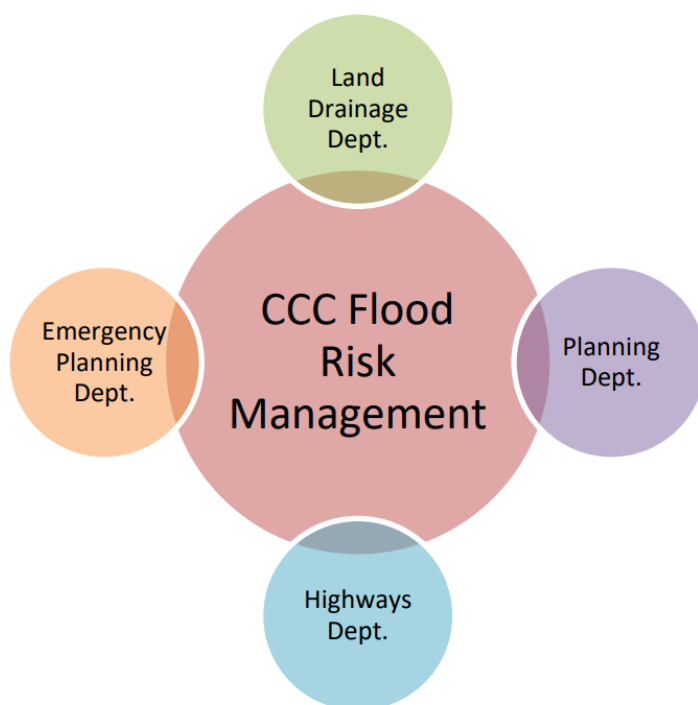
It is understood that an increasing intensity of rainfall is being experienced more frequently due to climate change. These periods of high intensity rainfall can quickly create a volume of surface water which is, for a period of time, above the capacity of the highway drainage systems. As a consequence, surface water ponding may occur for a time. This ponding will normally dissipate as the rainfall eases and the highway drains clear away the water, provided the receiving watercourse levels have receded.

Where the risk of property flooding is forecast the authority may use sandbags where they can be effective on a temporary emergency basis during flood events to redirect shallow water primarily in connection with or relating to its own highway and infrastructure assets. Property owners are encouraged to take practical steps to protect their property, and further details are contained in Carmarthenshires latest Sandbag Policy (see website).

Where appropriate sandbags will be deployed at strategic locations across the County immediately preceding a storm event. Statements will be issued by our Press Office when this occurs.

The Council should not be wholly relied upon to provide help and assistance during a flooding incident. However, there will be occasions where flooding is unexpected, or affects new areas, and the Council will help as far as its resources allow.

In more rural areas the highway drainage consists of drainage ditches alongside the roads. Roadside ditches are normally the responsibility of the adjacent landowner and should be regularly inspected and maintained by the landowner. The Highway Authority will normally have a right to discharge surface water into the roadside ditch or watercourse. Where necessary the Highway Authority may require the adjacent landowner to undertake maintenance works on a ditch to prevent a nuisance being caused on the highway (Adjacent Landowners and the Public Highway.gov.wales).



Flood risk management in Carmarthenshire

4.8.6 High Winds & Gales

High winds and gales can cause disruption on the highway network. Often this is due to trees, or tree branches, either from the highway verge or from adjacent land, being blown down and falling on the highway.

Highway verge trees are included within the scheduled highway safety inspection regime and diseased or unstable trees are identified and remedial works undertaken to remove the risk to the travelling public. Adjacent landowners should also have in place a regular inspection regime to ensure that their trees do not present a risk to the travelling public.

Where the Authority identifies trees on adjacent land which appear to be a risk to the highway the adjacent landowner will be required to take appropriate action. This does not absolve the landowner from their duty to inspect and maintain trees on their own land, including boundary trees which are the landowners responsibility.

In the event that trees fall from adjacent land onto the highway the Authority may be required to remove the obstruction and will recover costs from the landowner.

Where strong winds or gales are forecast the Highways operation is scaled-up to ensure sufficient resources are available to manage the event as far as is reasonably practicable. This will include as appropriate:

- Additional chainsaw gangs made available.
- Specialist tree sub-contractors made available to assist with clearance works.
- Additional plant to remove fallen trees from the highway.
- Additional traffic management available should roads need to be closed and diversions put in place.
- Ensure any highway construction sites are properly secured.



A484 Carmarthen to Cynwyl Elfed Fallen Tree

4.8.7 Extreme Heat

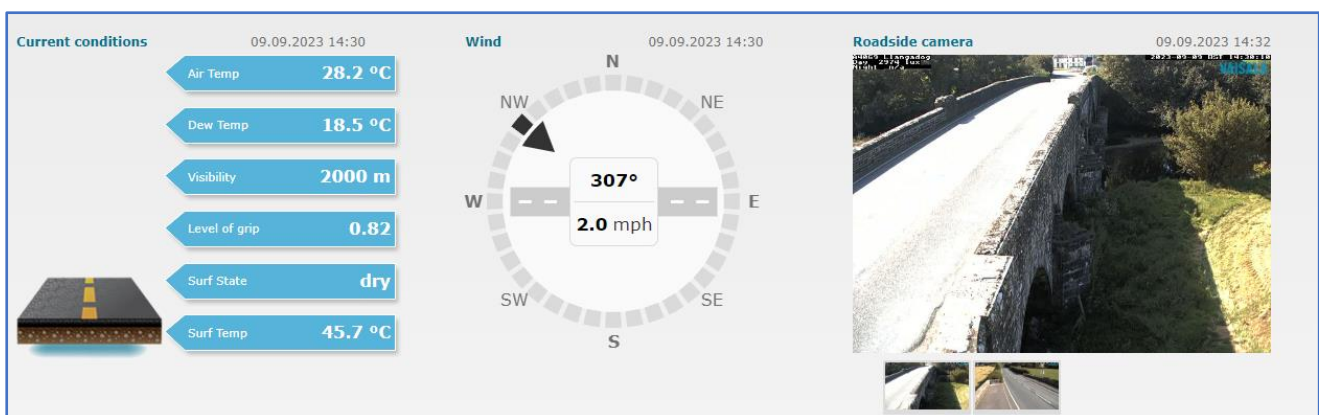
The impact of extreme heat on the highway asset is a relatively new but growing concern. In July 2022 the Met Office reported temperatures over 40°C recorded for the first time in the UK as thermometers in Lincolnshire reached 40.3°C and 46 weather stations across the UK exceeded the previous UK record of 38.7°C. This led to the Met Office issuing its first ever Red Warning for extreme heat.

It is also notable that of the 30 hottest days in the UK by area averages, 14 have occurred this century and the Met Office advise that climate change is making UK heatwaves more frequent, intense and long-lasting. Extreme heat events can have an adverse impact on road surfaces as the dark asphalt absorbs heat through the day and whilst air temperatures may be above 20°C, road surface temperatures can exceed 50°C.

The development of high temperatures in the asphalt surfacing can cause viscoelastic behaviour, thermal deformation and change the stiffness of the surface. These effects can also cause traffic loading to have a detrimental impact on the surface, such as by causing ‘rutting’ of the surface and, in addition to inducing cracking within the surface, reduce the skid-resistance which has a direct impact on vehicle stopping distances and hence road safety.

During extreme heat events highway surfaces are monitored and areas where surfaces become soft or appear ‘fatty’ or ‘polished’ remedial measures can be taken. Identified sites can be dusted with stone dust or sharp sand which may be dispensed through the gritter fleet. The application of small aggregates helps to restore the skidding resistance of the surface and protect it from direct sunlight as the aggregates settle and are tracked into the surface.

Prolonged periods of high temperature can also have an impact on the underlying subsoils causing materials to shrink and crack as they ‘dry-out’. These cracks can then be reflected up through the pavement to the surface of the road. Damage of this type will require a more invasive intervention to repair.



4.8.8 Winter Service Plan

The County Council aims to provide a Winter Service which, as far as is reasonably practicable, will facilitate the safe movement of vehicular traffic on the strategically important sections of the highway network and keep to a minimum delays and accidents due to adverse weather conditions.

Carmarthenshire has the second largest highway network in Wales and when winter conditions are forecast, pre-salting of our Primary network is undertaken ahead of freezing temperatures.

Our duty (Highways Act 1980 S41 (1A)) is to:

'...ensure, as far as is reasonably practicable, that safe passage along the highway is not endangered by snow or ice.'

The phrase '*reasonably practicable*' is an important qualification which recognises that the duty is not absolute, Highway Authorities cannot treat an entire road network when adverse weather is forecast, and that Highway Authorities will need to adopt a balanced approach of reasonableness and practicability within the resources available.

All winter service operations on public highways within Carmarthenshire are predominantly undertaken by the County Council's Highways and Transportation Service within the Place and Infrastructure Department. This includes working in partnership with the Welsh Government which is the Highway Authority for Trunk Roads within Carmarthenshire. We also work closely with neighbouring authorities with reciprocal cross-boundary arrangements in place on a small number of roads to ensure a consistent level of service for the travelling public.

Organisational responsibilities and operational procedures are documented in the Departments ISO 9001 Winter Service Quality Plan.

The County Council's approach to Winter Service recognises recommendations contained in the national Code of Practice *Well Managed Highway Infrastructure* and the detailed guidance provided by the National Winter Service Research Group '*A Practical Guide for Winter Service*'.

One of the key risks for road users during the winter is that of ice forming on the road surface. Water will freeze to form ice at 0°C but the presence of road salt in the solution lowers the freezing point to prevent ice forming. When temperatures fall below -7°C the salt becomes less effective.

A key element of the Winter Service is based on the efficient spreading of salt on the road surface ahead of freezing temperatures. This is undertaken by a fleet of gritting vehicles which are strategically based across the County. Approximately 140 tonnes of salt can be spread onto the Primary Network on a single treatment. The County Council is mindful of its sustainability obligations, financial responsibilities and safety duties and aims to ensure that gritting treatments are efficient, effective and necessary in relation to forecast weather conditions.

The gritting fleet are equipped with GPS tracking devices to enable accurate monitoring of their location on the gritting route and track which roads have been treated. Gritting route navigation devices are fitted to vehicles to improve driver information and routing. Precautionary treatments are normally completed in less than 3 hours for each route and at least 1hr in advance of forecast road hazards forming.

Every endeavour is made to ensure that roads on the Primary Network are treated ahead of ice and snow being

forecast. This treatment provides a de-bonding layer to minimise the adhesion of snow and ice to the carriageway surface and helps to make any necessary snow clearance more efficient. All of our gritter fleet can be fitted with snow ploughs, should snow clearance be required, and our operations will have a key focus on the strategic highway routes.

Further details can be found on the Councils webpage which will be updated at the start of each winter season.

4.8.9 Winter Service Management

Overall direction of the Winter Service Operations is the responsibility of the Head of Environmental Infrastructure, with duties delegated to authorised officers (see table below).

Job Title	Delegated Management Role
Highways and Transportation Services Manager	Winter Service Direction
Highway Services Manager	Winter Service Operations
Highways Asset Manager	Planning and Systems management
Highway Duty Officers (x9 - Rota)	Daily winter action decision making & monitoring
Winter Service Supervisors (x18 - Rota)	Supervision of gritting operations

The County Council also provides a service to Welsh Government in treating selected Trunk Roads. The gritting action for the Trunk Road Agency is distributed via email to the County Duty Officers each day. The gritting action for County roads are normally entered by the Duty Officers onto the management system's 'Decision board' before 14.00 hours each day. A log of the daily action is then generated and e-mailed to key organisations including Emergency Services, neighbouring authorities and the Welsh Government. Control room staff monitor the logged actions daily to ensure that information has been circulated to the appropriate parties.

The levels of winter service action are as follows:

Level	Action description
0	No action – Drivers stood down
1	Review Pending - Drivers retained on call to await further instructions - forecast to be monitored by duty officer - potential for gritting action
2	Patrol - undertaken by drivers in gritting vehicles on specified routes to apply salt selectively as may be indicated by conditions e.g. icy patches
3	Pre-salt - undertaken by drivers in gritting vehicles to apply salt at the specified rate of spread for the complete length of the scheduled routes, normally in advance of forecast ice formation
4	Pre-salt with plough - Applications of salt for dealing with snow conditions, combined if necessary with snow ploughing

In a major adverse weather event, the County Councils Emergency Planning protocols may be brought into operation (Section 5.4 Carmarthenshire Emergency Response Plan).

4.8.10 Service response

The Winter Service is dependent on the efficient and effective spreading of salt from purpose-built vehicles. The use of salt or grit or mixtures of both minimises the effects of ice and packed snow.

From the 1st October to the 30th April each year, the County Council subscribes to a specialist roads weather forecasting service. This service is generally procured via an all-Wales framework contract and provides a common weather forecast service across neighbouring regional authorities including Pembrokeshire, Ceredigion, Powys, Swansea and Neath Port Talbot. The service takes the form of a rolling 36-hour forecast normally transmitted daily at 12 noon, supplemented by morning and evening updates and a rolling longer range 2-10 day forecast which is updated daily. The service also provides out of office hours forecaster consultancy facilities.

Forecasts are provided on an individual route by route basis allowing Duty Officers to access up to date route-based forecasts and detailed weather information via a web-based management system.

During evenings and weekends the Duty Officer will be alerted directly by the forecaster when required to advise of any forecast changes or severe conditions. The Duty Officer can contact the forecaster at any time to discuss weather conditions in addition to the information available via the web-based management system.

Three distinct periods for winter service are typically identified and are as follows: -

MARGINAL PERIOD – Severe weather not expected	End of September to start of October and mid April to end of April
LOW PERIOD – Severe weather may occur	End of September to start of October and mid April to end of April
HIGH PERIOD - Severe weather reasonably expected	Middle of October to end of March

A stand-by Duty Officer will be on duty each day throughout the 'High period' (Mid-October to end of March) and is responsible for deciding on the daily winter service action appropriate to the forecast received and prevailing conditions on the County Roads. Outside of office hours the Duty Officer may be contacted on a dedicated emergency line by means of an automatic call forwarding system.

Duty Officers are required to review the weather forecasts received and determine the appropriate action to be taken with reference to the prevailing weather and road conditions. The treatment decisions are cross-referenced as updated forecasts are received. The required treatment on a particular route is selected in accordance with the forecasters predicted road hazards and in line with spread rate guidance published by the National Winter Service Research Group (NWSRG).

Duty officers will also be informed in their operational management and decision making by data provided by the weather stations located within the County and may take account of existing salt levels on the road surface (following periods of repeat gritting). The information from the weather stations is interrogated by the Duty Officer via a hosted web bureau service. The weather stations also include cameras to provide live images of actual road and weather conditions.

The Duty Officer will be mindful of the duty to manage risk whilst also making best use of resources. Duty Officers will also be aware that the over-use of salt may have a detrimental impact on the environment.

The County Council works closely with the South Wales Trunk Road Agency and the Western Area Partnership (WAP) to treat the Trunk Roads within Carmarthenshire. Forecasting and decision making for winter treatment of Trunk Roads is undertaken by SWTRA with the Highways and Transportation team then undertaking treatment of the Trunk Road Network within specified timeframes. This is undertaken with a combination of Welsh Government and County Council gritting vehicles operating from depots at Carmarthen, Cross Hands, Pont Abraham and Llandovery and Pembrokeshire County Council Gritters as part of the WAP.

4.8.11 Training

Our Winter Duty officers are experienced in winter service provision and are subject to regular training and review. All Duty Officers undergo initial training with our specialist weather forecasters to ensure a sound understanding of winter weather, road hazards and the use of precautionary treatments before building on their knowledge through a period of shadowing experienced Duty Officers. Refresher training is carried out at 3 yearly intervals for all Duty Officers.

Duty Officers have access to a wide range of on-line resources and are provided with guidance on the main types of issues that may be encountered out of hours. A detailed Duty Officer Guidance document is provided and updated on a regular basis. The document contains up to date operational guidance including advice on appropriate salt spread rates as recommended by the National Winter Service Research Group (NWSRG).

All gritter drivers are trained to achieve a City and Guilds qualification in Winter Service Operations.

4.8.12 Winter service treatment routes

In common with the County Council's approach to other adverse weather events, the response to winter weather is managed proportionally in response to the severity of the expected weather conditions, or the actual weather being realised, and the risks presented.

Our approach to the selection of treatment routes accords with the National Code of Practice and is founded on a risk-based approach as set out in Part 4.1 and 4.2 of this Manual. This approach utilises the adopted Highway Network Hierarchy to guide all aspects of highway management and maintenance and ensure that finite resources are directed towards areas where they are most needed to minimise the risk to the travelling public.

Carmarthenshire County Council has adopted the following treatment networks:

Primary Network	A network of strategically important routes. These routes will normally be treated in advance of forecast freezing temperatures and will be the key focus during adverse weather.
Secondary Network	A supplementary network of secondary routes which support the Primary Network. These routes will only be treated during prolonged or severe winter weather, if resources permit, after the Primary Network is treated.

Resilience Network	A reduced 'core' strategic network. Winter Service operations will be reduced to focus on a Resilience Network for treatment if resources or weather conditions are such that the continued treatment of the Primary Network is unsustainable.
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Note: The above routes are treated in addition to Trunk Roads and Motorways.

Primary Network

Carmarthenshire's Primary Network for winter service is derived from the road network hierarchy, prioritising the busiest and most critical routes. This consists of CHSR, CH1 and CH2 routes and where necessary are extended to include critical facilities as shown below:

Road Hierarchy	Descriptor	Type of road	Description (approximate daily traffic volume)
CHSR	Strategic Route	Trunk and some Principal 'A' class roads between Primary Destinations	Route enabling travel between locations of regional significance (Strategic routes are identified based on their importance regionally rather than their traffic volume).
CH1	Main Distributor	Major Urban Network and Inter-Primary Links. Short - medium distance traffic	Travel between locations (traffic volume 10,000 - 20,000)
CH2	Secondary Distributor	B and C class roads and some unclassified urban routes carrying bus, HGV and local traffic with frontage access and frequent junctions	Travel between locations (5,000 - 10,000)
Critical Facilities	<ul style="list-style-type: none"> • Hospitals and Ambulance Stations • Fire Stations • Main Police Stations • Key Public Transport Routes • Main Schools & Colleges • Train Stations and Bus Interchanges • Ferry Ports (Trunk) 		

Secondary Network

The County Council's Highways Team will have a main focus during adverse weather on the County's Primary Network. Following satisfactory treatment of the Primary Network, if weather conditions dictate and resources allow, treatment may be carried out on a Secondary Network which will include selected bus routes, routes to smaller villages, settlements and steep gradients.

In addition to the highway network, we may treat other key locations including main car parks. Treatment will be carried out as resources permit and in response to local priorities and emerging conditions. First priority will always be given to keeping trunk roads and Primary Network clear. Secondary routes largely consist of hierarchy level CH3 and many CH4 routes. Other roads may be treated as resources allow.

Resilience Network

The resilience network is defined as a reduced strategic network which will be treated if resources or weather conditions do not allow the continued treatment of the entire Primary Network. Restricted resources may include fuel, salt/grit, vehicles or personnel. Priority will be given to maintaining treatment of the Trunk Road network on behalf of Welsh Government and the South Wales Trunk Road Agency.

On the directions of the Director of Place and Infrastructure, in extreme circumstances it may be necessary to reduce service provision and withdraw certain aspects of the service. This may potentially apply during prolonged periods of severe weather where salt stocks are reaching a critical point and the forecast predicts further spells of cold weather, or other factors that disrupt service provision.

4.8.13 Snow Events

During severe and prolonged snowfall conditions normal highway operations are generally suspended to divert additional resources to clearing roads. Priority is always given to Trunk roads and Primary routes and with a focus on strategic facilities and population centres. Maintaining access to Emergency, medical and welfare centres are a priority. Secondary routes may be treated where resources allow, particularly during prolonged snow events. Additional resources may be deployed to assist the highways teams during severe conditions on the direction of the Departments Director or Chief officers. Resources may include:

- Redeployment of staff from other services including Refuse, Grounds maintenance and Public rights of way.
- Framework contractors – Operatives and plant support

4.8.14 Footways / Cycleways

Our winter service operation is primarily focused towards ensuring safe passage along the highway as far as is reasonably practicable with the resources we have available. During winter conditions our resources are normally fully focused on treating and clearing the primary highway network and this does mean that we are unlikely to be able to also treat footways. If resources permit and weather conditions dictate, then we will consider treating footways / cycleways in high priority locations.

4.8.15 Car Parks.

There is no statutory requirement to grit car parks and there are a number of local authorities in Wales who do not or have ceased to grit car parks. Traffic in Car parks is generally traveling at lower speeds compared to traffic on the main routes and restricted resources limit our ability to provide precautionary treatment. Where conditions dictate and resources allow, we may treat Car parks as part of Secondary routes.

4.8.16 Grit bins

Across the county we have around 1,100 grit bins located in known trouble spots such as steep hills and bends

prone to icy conditions and not normally treated as part of the primary routes. There is a limit on resources and currently we are unable to provide additional grit bins on request. We do work with town and community councils and residents' associations to review the locations of grit bins. We inspect and fill all of our grit bins in the autumn. If there is snow, the bins will only be re-filled if staff and equipment become available to undertake the work.

Residents are advised that the salt should be used very sparingly, as it does not aid grip but is supplied to assist in preventing the formation of ice and melting of snow. It is provided for use only on public roads and pavements and should not be used or transported anywhere else. We do not refill grit bins on demand.

4.8.17 Railway level crossings

On request of Network Rail, our gritters are instructed to suspend the application of salt 12m either side of any level crossings.

"For railway purposes salt must not be used to clear level crossing surfaces due to the risk of wrong sided track circuit failures.

4.8.18 Winter Service Resources

Plant and Vehicles

The authority has in place its own fleet of specialist vehicles and salt spreading equipment. Vehicles are in readiness each winter allowing rapid deployment and spreading of salt on the highway when required. The fleet is managed and maintained with vehicles replaced when funds permit, with investment in state-of-the-art equipment to ensure accurate and efficient spreading of road salt.

Typically, the fleet consists of around 19 vehicles, these may be Swap body or Unibody gritters. In addition, the authority has a tractor mounted snowblower which may be deployed during severe conditions.

Operational personnel

The authority has a significant pool of staff resources in place each winter to provide a 24hr operation when required. Typically, we have around 78 operatives fully trained at the start of each winter season, however this number may fluctuate each year in line with required service levels.

In addition to gritter drivers, the authorities fleet management team are in place to support the highways division in the maintenance and upkeep of its gritting fleet, providing servicing and attending to faults and breakdowns. Approximately 8 trained mechanics are in place throughout the season.

Salt Stocks

Local Authorities are directed by Welsh Government to hold in store a minimum salt stock at the start of the winter season to ensure each highway authority can provide a resilient response to prolonged winter weather. This is calculated on a 1.5 times multiple of a 6 years average use. Carmarthenshire County Council normally

holds approximately 12,600 tonnes of salt in stock at the start of the season, most of which is stored under cover in salt barns. Our aim is to then replenish stock levels to maintain a capability and resilience in coordination with Welsh Government and other local authorities across Wales. Carmarthenshire uses 6mm rock salt purchased through the Welsh Governments all Wales framework tender for salt supply and is part of the Wales Salt Cell which determines deliveries to local authorities on a priority basis during difficult times.

County Road Salt Storage capacities are as follows:

Depot Location	Type of Storage		Total (tonnes)
	In Barn (tonnes)	Sheeted stockpile (tonnes)	
Carmarthen	2500	400	2900
Cross-Hands	5700		5700
Llandovery	4000		4000
Total	12200	400	12600

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**PLACE, SUSTAINABILITY & CLIMATE CHANGE
SCRUTINY COMMITTEE
23RD NOVEMBER 2023**

DRAFT LOCAL TOILET STRATEGY		
Purpose: The purpose of this report is to outline a draft approach to the implementation of a Local Toilet Strategy and Action Plan		
THE SCRUTINY COMMITTEE IS ASKED TO:- Review and assess the information contained in report and provide any recommendations, comments, or advice to the Cabinet Member and / or Director prior to the report's consideration by Cabinet.		
Reason To formulate views for submission to the Cabinet / Council for consideration		
CABINET MEMBER PORTFOLIO HOLDER:- Cllr Edward Thomas - Member for Transport, Waste and Infrastructure Services		
Directorate Name of Head of Service: Jackie Edwards Report Author: Jackie Edwards	Designations: Business Improvement Manager Business Improvement Manager	JMEdwards@sirgar.gov.uk JMEdwards@sirgar.gov.uk

EXECUTIVE SUMMARY
PLACE, SUSTAINABILITY & CLIMATE CHANGE
SCRUTINY COMMITTEE
23RD NOVEMBER 2023

DRAFT LOCAL TOILET STRATEGY

1. BRIEF SUMMARY OF PURPOSE OF REPORT.

Part 8 of the Public Health (Wales) Act 2017: Provision of Toilets came into force on 31 May 2018 and places a duty on each local authority in Wales to prepare and publish a local toilets strategy for its area.

Local authorities in Wales now have the responsibility to:

- assess the need for toilet provision for their communities.
- plan to meet those needs.
- produce a local toilets strategy; and
- review the strategy, update, and publicise revisions.

There is no statutory requirement for local authorities to provide public toilets and the duty to prepare a strategy does not in itself require local authorities to provide and maintain public toilets themselves.

Local authorities are however required to take a strategic view on how these facilities can be provided and accessed by the local population. In doing so it is envisaged that local authorities will consider a full range of options for making facilities available to the public.

The current number and location of public toilets is appended- Appendix 1.

Key themes for Consideration in the Development of a New Strategy

The aim of the strategy will be to improve toilet provision within the county. With this in mind we will look at changing the way we provide certain services as we seek to utilise more creative ways of providing public toilet facilities. Key themes will therefore involve : ·

- Is there adequate provision in the right location?
- How do we ensure users with specific needs are met?
- How does toilet provision impact on business and tourism?
- If additional provision is needed, how do we achieve it?

Key Issues to Consider

Social Inclusion- With an aging population we should carefully consider the large numbers of elderly citizens who find themselves locked out of our towns because of the lack of freely available public facilities. This social group has considerable spending power and has the time to choose their preferred location to visit. If provision is lacking in the County, then these individuals will travel to other destinations and spend their monies elsewhere.

Changing Places Provision- Each Changing Places toilet is designed for people who cannot use standard accessible toilets. It provides accommodation for people who experience multiple and complex disabilities and have one or two carers with them. Toilets include benches, hoists and enough space for carers. Carmarthenshire has endeavoured to include these facilities in new provisions where we can.

Community Toilet Provision -In consultation with the British Toilet Association (BTA) we have seen a significant drive from the larger town and city councils to entice major retailers and business holders to enter into a range of managed schemes, known as the local Community Changing places facilities Toilet Scheme (CTS). The challenge is to tap into this additional, already available provision to help increase provision.

Role of Community Councils- Transfer of assets to town & community councils has had a beneficial effect on retaining some facilities and has promoted local management. This allows town and community councils to run their own facilities and also permits local people to make local decisions regarding opening times and flexibility of use.

Charging- Charging is commonplace now across the UK and is a valuable source of income to many local authorities. We currently have nine units that are controlled by a 20p pay to enter system and this could potentially be extended to some other units in future. These units can be accessed by those needing to use a RADAR key and this entry is FREE of charge.

Entry Control-The individual cubicle set up in the majority of our toilets means the only entry control point is the main door. Open - and anybody can walk in, shut - and nobody gains entry. In most instances a member of staff has to go around unlocking the toilets in the morning and then returning to repeat locking them up again in the evening.

There are a number of problems associated with this:

- Toilet opening/closing is subject to staff attendance and vulnerable to illness and holidays.
- Often a time expensive process with the routine taking up to two hours morning/evening
- Environmental impact associated with the travelling between the toilets.

We continue to rationalise this process where appropriate so that wherever possible, this is either managed locally or through possibly automating the opening/shutting process.

Consultation

The aim of the consultation was to gather information on the key themes and issues. The purpose of opinions and ideas is to improve public toilet provision in Carmarthenshire. Key questions were around:

- Safety and cleanliness of facilities
- Location of facilities
- Quality of the service currently provided
- Baby changing facilities
- Disability access

The stakeholder engagement exercise took place over a six week period and ended on the 10th of October 2023. One thousand, one hundred and fifteen (1115) questionnaires were completed online, in person at our Hwbs or by telephone by our Contact Centre.

Key results and themes are highlighted by the following :

- **Locating** a Public Toilet- 88% respondents indicated they thought it wasn't easy to find a public toilet in Carmarthenshire.
- **Impact** on Tourism and Business-84% thought the availability of public toilets prevented people visiting a shopping area or other location of interest.
- **Availability** -There are a range of locations identified where respondents thought facilities could be enhanced. Outside Llanelli and Carmarthen, three locations in particular were mentioned- Pensarn, Crosshands and Burryport.
- **Condition** -Visitors to public toilets were asked to rate their experience 1 (lowest)-10 (highest) Disappointedly only 15% of respondents gave a score of greater than 8 highlighting condition and cleanliness as the main issue.
- **Meeting** Needs-77% of visitors to public toilets indicated they met their needs (baby changing/accessibility).
- **Charging** -There was a mixed response to the question of charging for the use of public toilets, 48% of indicated they were willing to pay a small charge.

DETAILED REPORT ATTACHED ?	YES
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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: Jackie Edwards Business Improvement Manager

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

An integrated impact assessment is currently being undertaken.

Without prejudice to any other obligation, we have fully considered Section 17 of the Crime & Disorder Act.

There are no negative impacts as we are seeking ways to increase public access to toilet provision.

2. Legal

The Authority has a statutory duty under Part 8 of the Public Health (Wales) Act 2017 to publish a Local Toilets Strategy for Carmarthenshire.

3. Finance

One of the key priorities will be to develop a financial plan with the view of trying to enhance provision. This will involve a review of current revenue and capital budgets.

There is also an action to review the current provision for charging. There is 20p charge for use of the 9 facilities managed via the external provider. This charge generates an income of £7k, but the total cost of delivering this service is over £312k (includes management fee to external provider) and therefore the net cost to the Council for delivering this service is £305k.

This does not account for any additional provision (revenue or capital).

7. Physical Assets

Public Toilets represent a significant collective physical asset. As to undertake a review of the condition all toilet facilities.

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:

NONE

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**PLACE, SUSTAINABILITY AND CLIMATE CHANGE
SCRUTINY COMMITTEE**

23 NOVEMBER 2023

**INTRODUCTION OF PUBLIC SPACES PROTECTION ORDER
(PSPO) – LLANELLI TOWN CENTRE**

Purpose:

To outline the proposed new PSPO to address alcohol and drug related crime, disorder and nuisance in the area identified in Llanelli.

THE SCRUTINY COMMITTEE IS ASKED TO:-

Review and assess the information contained in the report relating to the making of a new PSPO for Llanelli Town Centre and provide any recommendations, comments, or advice to the Cabinet Member and / or Director prior to the report’s consideration by Cabinet.

Reason(s)

To formulate views for submission to the Cabinet for consideration

CABINET MEMBER PORTFOLIO HOLDER:-

Cllr Ann Davies, Cabinet Member for Rural Affairs, Community Cohesion and Planning Policy

Directorate

Chief Executive

Name of Head of Service:

Jason Jones

Report Author:

Kate Harrop &
Gwyneth Ayers

Designations:

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EXECUTIVE SUMMARY
PLACE, SUSTAINABILITY AND CLIMATE CHANGE
SCRUTINY COMMITTEE
23 NOVEMBER 2023

**INTRODUCTION OF PUBLIC SPACES PROTECTION ORDER
(PSPO) – LLANELLI TOWN CENTRE**

In 2020, Carmarthenshire County Council made a Public Spaces Protection Order (PSPO) under section 59 of the Anti-social Behaviour, Crime and Policing Act 2014 to address the alcohol-related nuisance and disorder in parts of Llanelli Town Centre. The Order came in to force on 1 October 2020 and expired on 30 September 2023.

Carmarthenshire County Council believes that the PSPO has been effective in reducing alcohol-related anti-social behaviour. However, the anti-social consumption of alcohol, controlled drugs and psychoactive substances in Llanelli Town Centre has had, and is likely to continue to have, a detrimental effect on the quality of life of people within the locality.

There are ongoing concerns amongst the community and the police regarding this issue, and in addition, drug-related concerns have been raised. These concerns are supported by crime and disorder data and evidence the need for a new PSPO to be implemented to give identified officers additional powers to deal with these issues.

The Council is proposing to introduce a new Order (Appendix 2) for a further period of three years once the Order is formally approved and it will be enforced as soon as new signage confirming the arrangements of the new Order can be put in place. This Order, in addition to the current powers dealing with alcohol-related nuisance and disorder, will also give the police an additional power to reduce alcohol and drug-related anti-social behaviour caused by controlled drugs or psychoactive substances. This additional power will enable the police to require individuals to surrender drug paraphernalia.

Consideration was given to introducing a requirement for a person to disperse from an area if they are loitering if they are under the influence of alcohol or drugs and causing or are likely to cause anti-social behaviour. However, following seeking independent legal advice it is not clear whether local authorities can give the police additional dispersal powers within a PSPO. There is an ongoing case where this issue is being considered by the courts. Therefore, it has been decided not to include a dispersal power in the proposed Order at this stage, but this will be reviewed in future once the outcome of the court case is known.

The process of collating evidence to inform the advice sought on the proposed Order, then awaiting that advice and agreeing adjustments to the Order and supporting documentation based on the advice received has unfortunately resulted in a delay. This has resulted in a period from 30 September 2023 when no Order has been in place.

<p>DETAILED REPORT ATTACHED?</p>	<p style="text-align: right;">YES</p> <p>Appendix 1 – PSPO report Appendix 2 – Draft Order Appendix 3a – Proposed new Order boundary & 3b - Previous Order boundary (for reference to view changes to area covered by Order) Appendix 4 – Equalities Impact Assessment Appendix 5 – Summary of consultation responses Appendix 6 – Human Rights and Equalities legislation Appendix 7 – Options Appraisal Appendix 8 – Map of Alcohol & Drug Related Crime, ASB & Public Safety Incidents Appendix 9 – Alcohol related Crime, ASB and Public Safety Incidents Appendix 10 – Drug related Crime, ASB and Public Safety Incidents</p>
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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: Jason Jones, Head of Regeneration, Policy and Digital

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

1. Policy, Crime & Disorder and Equalities

Alcohol and drug-related crime and disorder is a concern in the identified area of Llanelli and through the Anti-Social Behaviour, Crime and Policing Act 2014, the introduction of a new PSPO to cover this geographic area will give police additional powers to deal with these issues.

Consideration has been given to making certain Council officers 'authorised officers' who would be able to have the power relating to the confiscation of alcohol. It has been decided that this is not to be progressed at this time, but this can be undertaken at any time after the Order is established.

An Equality Impact Assessment in respect of the proposal is attached (Appendix 4).

2. Legal

Public Spaces Protection Orders can be challenged if they are not supported by sufficient evidence, or if the restrictions and requirements that they impose are considered to be a disproportionate response to the problems which are occurring.

Orders which can be used to require a person to surrender their possessions or stop drinking, are a significant interference with people's human rights. Information on Human Rights and Equalities legislation is attached as Appendix 6. Orders should not be introduced lightly, and orders of this type can only be justified where the requirements are necessary and proportionate.

The draft PSPO has been shared with Dyfed Powys Police's legal section and they are satisfied with the wording on the Order.

3. Finance

Approximate costs for the 65 signs are £3,135 including the installation.

4. Physical Assets

New signs will be installed in multiple locations across the designated area to raise awareness of the Order and to indicate the boundary covered by the Order.

CABINET MEMBER PORTFOLIO HOLDER(S) AWARE/CONSULTED YES		Cllr Ann Davies supports the proposed Order
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
Public Spaces Protection Orders – Guidance for Councils 2018		<u>Public Spaces Protection Orders: Guidance for councils Local Government Association</u>

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Background

An application for a Public Spaces Protection Order (PSPO) to control alcohol-related crime, disorder and nuisance in an area of Llanelli Town Centre (as noted in Appendix 3b) was approved by the Executive Board on 7 September 2020 and the PSPO was introduced on 1 October 2020. This followed extensive consideration by the Police, the Council's Community Safety Manager and Dyfed Drug and Alcohol service (DDAS), of the specific issues identified causing a problem in the area and of the evidential base including crime and disorder statistics.

PSPOs deal with a particular issue or issues in an identified area which is having a detrimental impact on the local community's quality of life. Conditions are imposed, within the Order, to restrict specific behaviour which is evidenced and must be proportionate to the detrimental effect that the behaviour is causing or can cause and are necessary to prevent it from continuing, occurring or recurring. Alternative tools and powers at the disposal of local partners to respond to anti-social behaviour (ASB) concerns must be considered to determine whether a PSPO is necessary. A PSPO must be an element which is carefully considered as part of a balanced anti-social behaviour strategy to address issues.

The three year PSPO ended on 30 September 2023.

Following detailed review and dialogue with Police colleagues and DDAS, all parties are in agreement that a new PSPO should be made. The powers and area covered by the Order have been reviewed in line with the evidence. The new Order will apply to a larger area than the previous Order.

Public Spaces Protection Orders

A PSPO is an order which imposes conditions or restrictions on the use of public land. They can apply to everyone using the land, or to specific categories of user. They enable local authorities to deal with a nuisance or problem in a particular area that is detrimental to the local community's quality of life.

A PSPO can be made by the Council if we are satisfied on reasonable grounds that two conditions are met.

The first condition is that:

- a) Activities carried on in a public place within the authority's area have had a detrimental effect on the quality of life of those in the locality, or
- b) It is likely that activities will be carried on in a public place within that area and that they will have such an effect.

The second condition is that the effect, or likely effect, of the activities:

- a) Is, or is likely to be, of a persistent or continuing nature,
- b) Is, or is likely to be, such as to make the activities unreasonable, and
- c) Justifies the restrictions imposed by the notice.

The only prohibitions or requirements that may be imposed are ones that are reasonable to impose in order:

- a) To prevent the detrimental effect from continuing, occurring or recurring, or
- b) To reduce that detrimental effect or to reduce the risk of its continuance, occurrence or recurrence.

Therefore, a PSPO needs to be evidence based, and the prohibitions or requirements in the order must be a proportionate response to the problems which are occurring or are likely to occur within the area where it applies.

Proportionality is often described as ensuring that we are not using a “sledgehammer to crack a nut”. We need to consider whether the detrimental effect of the activities justifies the restrictions proposed by the PSPO. Justification includes, a consideration of the nature and extent of the problem, how it might be controlled, the extent to which existing measures are effective, whether there are less restrictive methods of achieving the same effect. The response to an issue must be in proportion to the issue itself.

Process

A number of stages have been completed which have informed the drafting of the Order and these are outlined below to assist Cabinet’s decision regarding the introduction of the proposed PSPO:

1. Consideration of the impact of the PSPO to date and whether a PSPO is still needed in the area

Initial discussions were held with the Police and DDAS to evaluate the PSPO which has been in place for three years. Consideration was given to the impact of the Order, issues arising since its introduction in terms of how it had been responded to by the community and its enforcement. Alcohol has been confiscated on 312 occasions since the introduction of the Order. There was strong support for an Order to continue as a proportionate response to local crime and disorder concerns. Although the Order is being enforced and alcohol still being confiscated with joint working taking place between the Police and DDAS to encourage individuals into treatment services, anti-social drinking continues to take place.

Concerns were also raised around the need to address the drug-related anti-social behaviour (ASB) seen in the area and reported by the community and the need to be able to move people on to another area who were causing an issue or likely to do so.

2. Analysis of data

Analysis was undertaken of alcohol and drug related crime and ASB reported to the police during 2021 and 2022 in the locality in order to inform discussion on the area to be covered by the Order. The police have indicated that there were at least 1074 drug and alcohol related incidents in Llanelli in the year during the two year period, although the true figure is thought to be higher than this. These incidents include crime, ASB and public safety incidents. This information was mapped (Appendix 8)

and location data provided (Appendices 9 and 10). Feedback from the informal consultation (see point 5 below) resulted in further analysis being undertaken on some additional areas put forward. A number of the suggested areas were not able to be covered by the Order as there was insufficient evidence to support their inclusion.

Based on the evidence provided, a revised boundary for the proposed designated area was considered and agreed (Appendix 3).

3. Consideration of powers needed

The new Order will continue to give the police additional powers where they believe that a person is, or has been, consuming alcohol in the designated area or intends to consume alcohol in this area and it is likely to have a detrimental effect on the quality of life of those in the locality (or it is likely that activities will take place and have such an effect). Whilst it is not an offence to drink alcohol in the designated area, the Order enables the police to prohibit the consumption of alcohol on the land on which it applies if they believe that the consumption of alcohol will lead to having a detrimental effect on the quality of life of those in the locality. However, it is an offence to fail to comply with a request made by the police to cease drinking or surrender alcohol, without reasonable excuse. Failure to comply with such requests will amount to a breach of the Order and individuals could be arrested which can result in a fine of up to £500.

This power would not apply to places where the sale and consumption of alcohol is authorised under other legislation, for example in clubs and licensed premises.

Consideration has been given to making certain Council officers 'authorised officers' who would be able to have the power relating to the confiscation of alcohol. It has been decided that this is not to be progressed at this time, but this can be undertaken at any time after the Order is established.

The Police requested additional powers:

- (i) A power to require individuals to surrender drug paraphernalia, when ordered to do so by a police officer. This applies to items which have been used or are likely to be used to consume controlled drugs and other intoxicating substances such as legal highs.
- (ii) A power to require individuals to move to another area and not return for up to 12 hours, when ordered to do so by a police officer. The power would only apply if the police officer reasonably believes that the person is loitering on land to which the Order applies whilst under the influence of alcohol or an intoxicating substance and has caused or is likely to cause harassment, alarm or distress to others.

In relation to (i), the discarding of drug paraphernalia, such as used needles, there is evidence that this occurs in a number of places across the area. Neighbourhood policing officers and DDAS staff have on a number of occasions attended to clean up

and safely dispose of needles in response to public concern. This new power will allow the confiscation of items relating to drug use that are known to be irresponsibly littered and pose a serious risk to prevent harm to members of the public.

The power is closely defined with the specific intention to remove used needles which may be later discarded as litter. Confiscation of such items will be at the discretion of officers following Force guidance and considering the circumstances of each case. Signposting to clean new equipment will form part of this guidance and the wording of the Order safeguards against items incorrectly being confiscated. It is anticipated that the power will reduce the likelihood of illegal drug taking in the area.

The importance of drug users using clean, new needles and the health risks associated with sharing needles is recognised. Requiring drug users to surrender new, packaged needles could result in an increase in needle sharing. To prevent this, the requirement in the Order will not apply to needles, syringes or other items which are in their original packaging, provided that the packaging is still sealed and has not been opened.

Given the serious public health risks associated with discarded needles, a power which helps to prevent unpackaged needles from being littered is desirable. The PSPO allows this. In the circumstances, officers feel that provisions in the proposed PSPO are necessary to prevent crime and protect the health and safety of the public and are a proportionate response to the problem.

In relation to (ii), the Police already have dispersal powers under Part IV of the Anti-Social Behaviour, Crime and Policing Act 2014. These powers are subject to a number of procedural safeguards. At present, following seeking independent legal advice it is unclear whether local authorities can give the police additional dispersal powers within a PSPO. There is an ongoing case where this issue is being considered by the courts. Therefore, it has been decided not to include a dispersal power in the proposed Order at this stage but this will be reviewed once the outcome of the court case is known. The process of collating evidence to inform the advice sought on the proposed Order, then awaiting that advice and agreeing adjustments to the Order and supporting documentation based on the advice received has unfortunately resulted in a delay in introducing the new Order. This has resulted in a period from 30 September 2023 when no Order has been in place.

A comprehensive review of existing police powers was undertaken to determine if these additional powers were required. It was agreed that the power relating to surrendering drug paraphernalia is necessary as existing powers were not sufficient to address this identified problem. There is no power in place for the police to tackle this drug paraphernalia littering issue.

While it was similarly considered that a dispersal power was necessary, as outlined above, it has since been decided not to pursue this at this time.

A detailed options assessment has been undertaken (Appendix 7), to consider the options available to address the ongoing problem, the advantages and disadvantages of the various options. Officers from the County Council (community safety team and legal) and Police contributed to the appraisal.

The proposed PSPO is considered to be the most proportionate response to the specific issue being caused and officers are satisfied that its introduction is supported by the review of the evidence from the analysis supplied by the Police and fully considered with them.

Enforcement of the Order remains a discretionary power and will continue to be used to target the identified anti-social behaviour.

The Order would remain in place for three years and be regularly reviewed.

The Order was drafted by the Council's Legal Services Department and approved by the Police's Head of Legal Services.

In drafting the Order, consideration was given to legislation relating to Human Rights and Equalities as outlined in Appendix 6.

The Order has been carefully worded and contains safeguards and exceptions to ensure that the powers are proportionate in their scope and can only be used where it is appropriate to do so.

Failure to comply with a requirement imposed under the Order is a criminal offence and individuals can be prosecuted and fined. The maximum fine is £500 where a person fails to stop drinking or to surrender alcohol, or £1,000 where a person fails to surrender drug paraphernalia.

4. Equality Impact Assessment (EIA)

An EIA was completed (Appendix 4). Consideration has been given to the new signs which will need to be installed to indicate the amended boundary and powers.

Engagement will take place with the community in order to raise awareness of the PSPO and how it has changed from the previous Order.

5. Informal Consultation

It was considered a valuable exercise to engage with a number of key stakeholders at an early stage to be informed of views on the existing Order and whether it should continue. Discussions were held with County Councillors, Llanelli Town Council, Llanelli Task Force, the County Council officer responsible for the Town Hall and the Safer Communities Action Group, Tyisha Crime and Disorder Steering Group, the Chair of Llanelli Community Partnership and Multi-cultural Network representative as part of this engagement.

At the time of these initial discussions, the focus was on the existing Order and alcohol-related concerns although concerns over drug taking were also raised. There was unilateral support for a PSPO to continue to be in place and suggestions were made for additional areas to be covered within the boundary which were then included within the data analysis, as noted previously in the report.

6. Formal Consultation

Certain stakeholders are required to be consulted on a proposed Order as statutory consultees – the Police and Crime Commissioner, Chief Constable and appropriate community representatives. Community councils in the proposed area covered by the Order must be notified of the Order. Due to the proposed changes in terms of the powers to be awarded and the geographic area covered, it was decided to undertake a public consultation. The statutory consultees, community councils and other groups previously involved in the informal consultation were invited to participate. This consultation exercise took place between 19 April and 31 May 2023. The survey asked for views on the impact of the existing PSPO, whether alcohol and drug-related behaviour and loitering under the influence of alcohol or drugs were issues in the identified area and if the Order was a proportionate response to the level and impact of such issues.

Twenty four responses to the survey were received and a letter of support from the Llanelli Task Force. A summary of survey responses is attached at Appendix 5. Key points to note are:

- Two thirds of respondents thought that the current PSPO has had an impact and that the proposal to introduce a PSPO was in proportion with the level of impact of alcohol and drug-related behaviour in the area.
- The majority of respondents saw the anti-social behaviour issues identified as a problem in the proposed exclusion zone – alcohol-related (79%), drug-related (92%) and loitering under the influence of alcohol (83%) and drugs (92%).
- 83% of respondents agreed with the boundary of the proposed exclusion zone.
- 67% agreed that the Order should be in place for the maximum of three years.

7. Community engagement

It is important to raise awareness of the Order, the area it covers, the powers and the implications of breaching the PSPO. An initial discussion has been held with the Llanelli Multi-cultural Network and further engagement will take place to agree appropriate engagement to raise awareness. Engagement will also be arranged with the wider community including licensees.

The new Order will be published on the Council's website and new signs will be installed in multiple locations across the designated area to make people aware of the Order. Further promotion of the Order will take place with local residents.

Carmarthenshire County Council

Anti-social Behaviour, Crime & Policing Act 2014

Carmarthenshire County Council (Llanelli Town Centre)
Public Spaces Protection Order 2024

Carmarthenshire County Council ("the Council") hereby makes the following Public Spaces Protection Order under section 59 of the Anti-social Behaviour, Crime & Policing Act 2014:

This Order may be cited as the 'Carmarthenshire County Council (Llanelli Town Centre) Public Spaces Protection Order 2024'.

This Order will come into force on the (TO BE ADDED) and will remain in force for a period of three years.

Introduction

- (a) The anti-social consumption of alcohol, controlled drugs and psychoactive substances in town centres and other public places can have a detrimental effect on the quality of life of people in the locality. It can be detrimental to the appearance of the local area and can result in a broad range of drug crime, nuisance and disorder to the prejudice of the local community.
- (b) The Council is satisfied that the anti-social consumption of alcohol, controlled drugs and psychoactive substances in Llanelli town centre has had, and is likely to continue to have, a detrimental effect on the quality of life of people within the locality.
- (c) The Council is also satisfied that the effect, or likely effect, of the activity:-
 - (i) Is, or is likely to be, of a persistent or continuing nature;
 - (ii) Is, or is likely to be, such as to make the activities unreasonable; and
 - (iii) Justifies the restrictions imposed by this order.
- (d) The Council believe that the prohibitions and requirements imposed by this Order are reasonable.
- (e) The Order seeks to facilitate the safe use and enjoyment of public spaces within the town centre, by giving police constables additional powers which they can use in order to prevent or reduce the risk of anti-social drinking, substance misuse and related crime, nuisance and disorder. Authorised officers of the local authority are also given

additional powers which they can use in relation to anti-social drinking.

- (f) In making this Order the Council has had regard to the rights of freedom of expression and freedom of assembly set out in articles 10 and 11 of the European Convention on Human Rights.

Prohibition on Consuming Alcohol

1. A person shall not consume alcohol on the land to which this Order applies.
2. A person is guilty of an offence if at any time, on land to which this Order applies, they fail to comply with a requirement imposed by a police constable or authorised person requiring them:
 - (a) not to consume, alcohol or anything which the police constable or authorised person reasonably believes to be alcohol; or
 - (b) to surrender anything in their possession which is, or which the police constable or authorised person reasonably believes to be, alcohol or a container for alcohol.
3. A police constable or authorised person who imposes a requirement on a person under paragraph 2 of this Order must tell the person that failing without reasonable excuse to comply with the requirement is an offence.
4. A requirement imposed by an authorised person is not valid if the authorised person is asked to show evidence of their authorisation and fails to do so.
5. A person will not commit an offence under paragraph 2 of this Order if they can show that they had a reasonable excuse for failing to comply with the requirement.

Requirement to Surrender Paraphernalia

6. A person is guilty of an offence if at any time, on land to which this Order applies, they fail to comply with a requirement imposed by a police constable requiring them:
 - (a) to surrender anything in their possession which the police constable reasonably believes to have been used to assist in the consumption of an intoxicating substance; or
 - (b) to surrender anything in their possession which the police constable reasonably believes is likely to be used to assist in the consumption of an intoxicating substance.

For these purposes, “Consumption” includes the ingestion, injection, inhalation or smoking of an intoxicating substance.

7. Paragraph 6 of this order does not apply to needles, syringes or other items which are in their original packaging, provided that the packaging is still sealed and has not been opened.
8. A police constable who imposes a requirement on a person under paragraph 6 of this Order must tell the person that failing without reasonable excuse to comply with the requirement is an offence.
9. A person will not commit an offence under paragraph 6 of this Order if they can show that they had a reasonable excuse for failing to comply with the requirement.

Land Affected by this Order

10. Subject to the exclusions set out below, this Order applies to all public places within the parts of Llanelli Town centre shown edged with a thick black line on the plan in the Schedule to this Order.

For these purposes, a "public place" means any place to which the public or any section of the public has access, on payment or otherwise, as of right or by virtue of express or implied permission.

11. Paragraphs 1 and 2 of this Order do not apply to:-
- (a) premises (other than council operated licensed premises) authorised by a premises license to be used for the supply of alcohol;
 - (b) premises authorised by a club premises certificate to be used by the club for the supply of alcohol;
 - (c) a place within the curtilage of premises within paragraph (a) or (b) above;
 - (d) premises which by virtue of Part 5 of the Licensing Act 2003 may at the relevant time be used for the supply of alcohol or which, by virtue of that Part, could have been so used within the 30 minutes before that time;
 - (e) a place where facilities or activities relating to the sale or consumption of alcohol are at the relevant time permitted by virtue of a permission granted under section 115E of the Highways Act 1980.
12. Paragraphs 1 and 2 of this Order do not apply to council-operated licensed premises:-
- (a) When the premises are being used are being used for the supply of alcohol; or
 - (b) Within 30 minutes after the end of a period during which the premises have been used for the supply of alcohol.

13. For the purposes of this Order, premises are “Council-operated licensed premises” if they are authorised by a premises license to be used for the supply of alcohol and:-
- (a) The license is held by the Council; or
 - (b) The license is held by another person, but the premises are occupied by the Council, or are managed by or on behalf of the Council.

Interpretation

14. For the purposes of this Order:-

“alcohol” has the meaning given by section 191 of the Licensing Act 2003.

“authorised person” means a person who is authorised by the Council for the purposes of Section 63 of the Anti-social Behaviour, Crime and Policing Act 2014. This can include a person who is not an employee of the Council.

“club premises certificate” has the meaning given by section 60 of the Licensing Act 2003.

“Intoxicating substance” means a substance with the capacity to stimulate or depress the central nervous system, but does not include alcohol, tobacco and tobacco products, nicotine, caffeine, medicinal products as defined in the Human Medicines Regulations 2012 (where taken for a demonstrable medicinal use), or any substance which is ordinarily consumed as food (including drink).

“police constable” means a member or special constable of Dyfed Powys Police attested as a constable under section 29 of the Police Act 1996, or a civilian staff member or volunteer designated by Dyfed Powys Police with the power to enforce this Order.

“premises licence” has the meaning given by section 11 of the Licensing Act 2003.

“supply of alcohol” has the meaning given by section 14 of the Licensing Act 2003.

Penalties

15. A person who is guilty of an offence under paragraph 2 of this order shall on summary conviction be liable to a fine not exceeding level 2 on the standard scale.

16. A person who is guilty of an offence under paragraph 6 of this Order, shall on summary conviction be liable to a fine not exceeding level 3 on the standard scale.

Dated the day of 2024

The Common Seal of
Carmarthenshire County
Council was hereunto
affixed in the presence of:

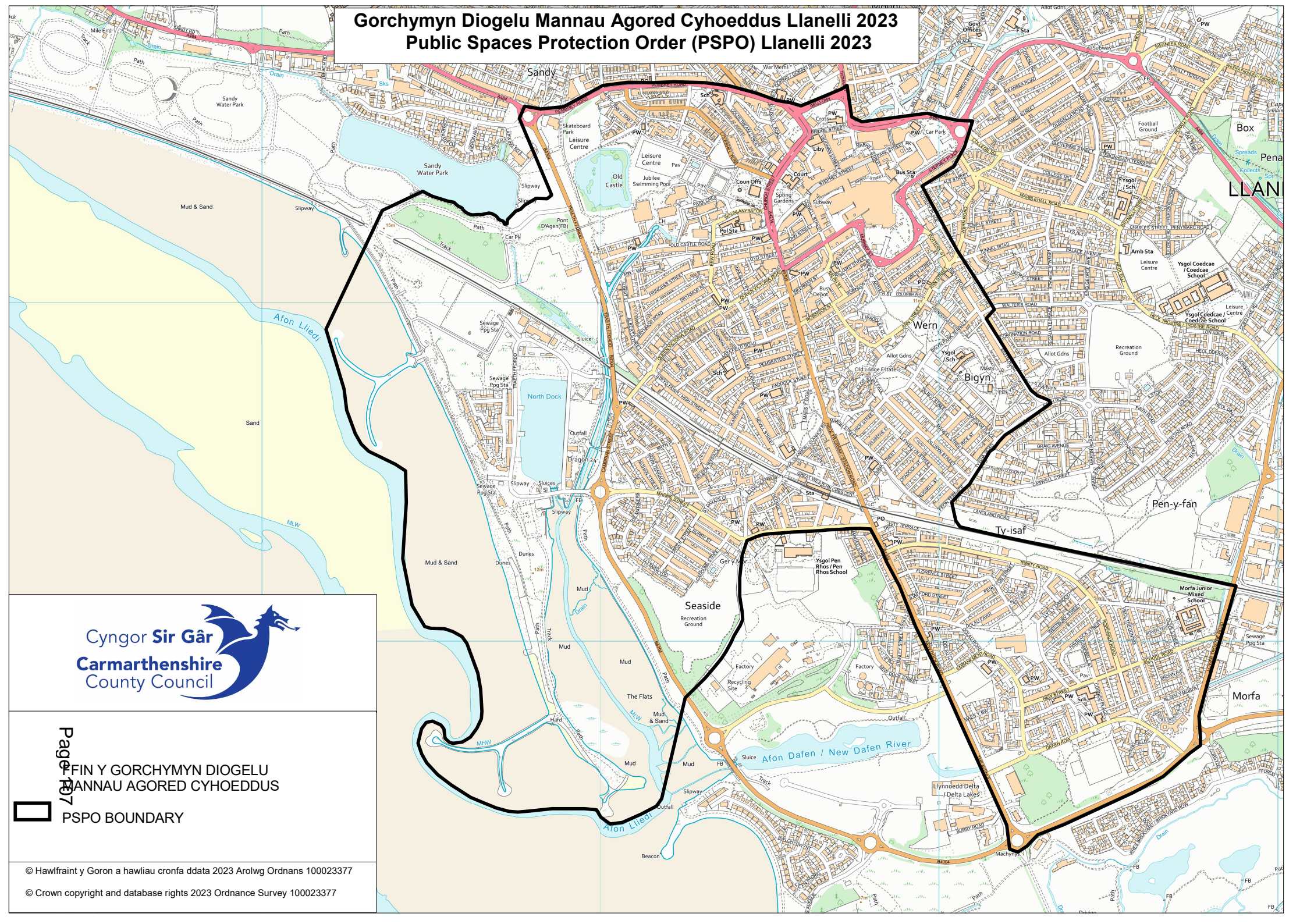
Head of Administration & Law

Schedule


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Gorchymyn Diogelu Mannau Agored Cyhoeddus Llanelli 2023 Public Spaces Protection Order (PSPO) Llanelli 2023

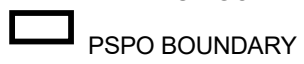
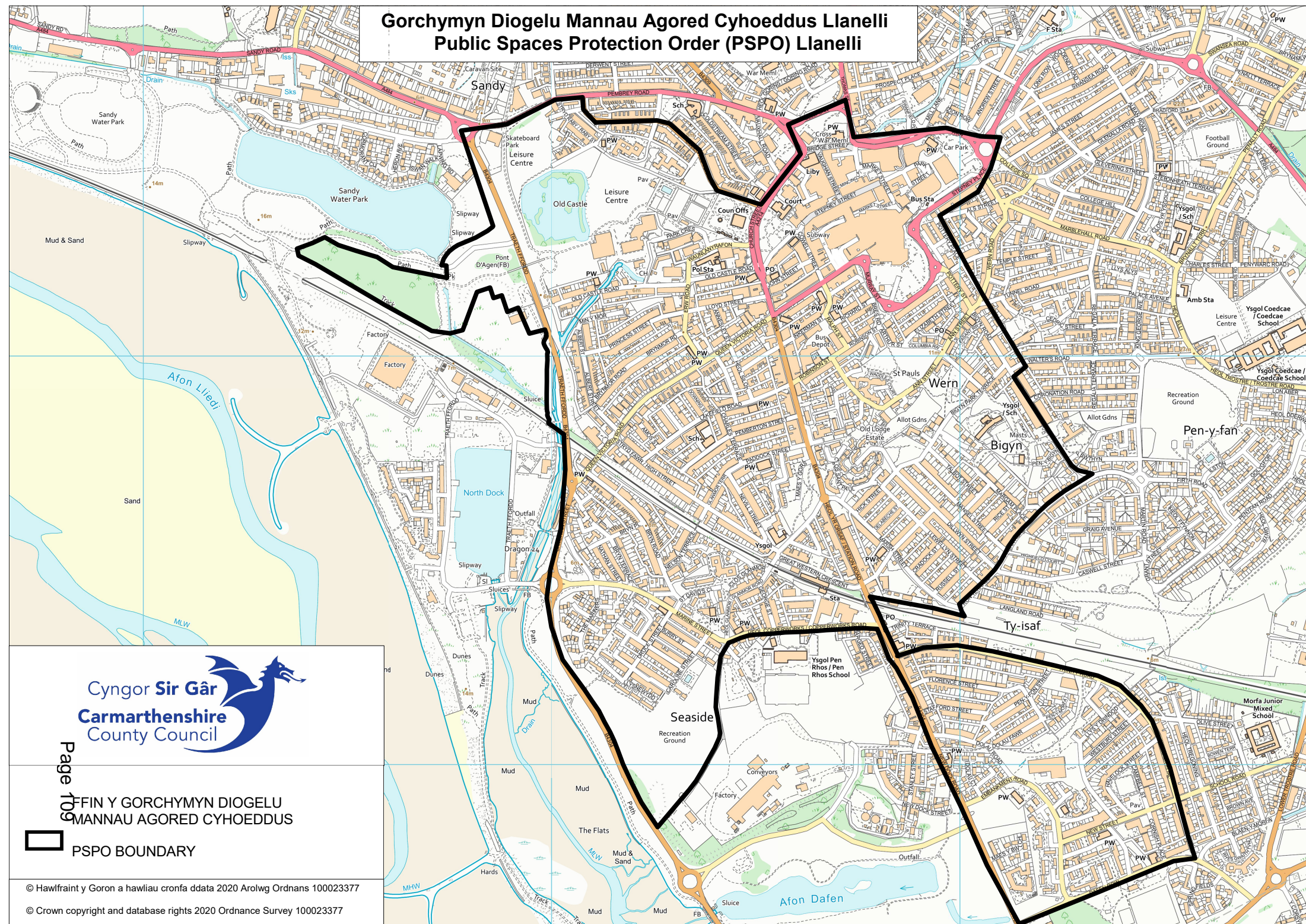


Page 1 of 7
FIN Y GORCHYMYN DIOGELU
MANNAU AGORED CYHOEDDUS

 PSPO BOUNDARY

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Gorchymyn Diogelu Mannau Agored Cyhoeddus Llanelli Public Spaces Protection Order (PSPO) Llanelli



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Initial Equalities Impact Assessment Template

Department: Chief Executive's	Completed by (lead): Kate Harrop	Date of initial assessment: 23 June 2023 Revision Dates:
Area to be assessed: (i.e. name of policy, function, procedure, practice or a financial decision)	Consumption of alcohol, controlled drugs or psychoactive substances in Llanelli Town Centre	
Is this existing or new function/policy, procedure, practice or decision?	New – Introduction of Public Spaces Protection Order – revised new Order as previous Order expired 30 September 2023	
What evidence has been used to inform the assessment and policy? (please list only)		
Recorded alcohol and drug-related crime and disorder statistics.		

1. Describe the aims, objectives or purpose of the proposed function/policy, practice, procedure or decision and who is intended to benefit.	<p>Carmarthenshire County Council wishes to introduce a Public Spaces Protection Order (PSPO) to tackle alcohol and drug-related crime, disorder and nuisance in an area in Llanelli Town Centre under section 59 of the Anti-social Behaviour, Crime & Policing Act 2014.</p> <p>This will give additional powers where they believe that a person is, or has been, consuming alcohol or drugs in the designated area of the town centre or intends to consume these in this area and is causing anti-social behaviour or is likely to. They include:</p> <ol style="list-style-type: none"> a) A power to require the person concerned not to consume anything in the designated area which is, or which the police or authorised person reasonably believes to be, alcohol b) A power to require the person to surrender anything in their possession which is, or which the police or authorised person reasonably believes to be, alcohol or a container for alcohol c) A power to dispose of anything which is surrendered. d) A power to require the person to surrender anything in their possession which the police or authorised person reasonably believes to have been used to assist in the consumption of an intoxicating substance e) A power to require the person to surrender anything in their possession which the police or authorised person reasonably believes to is likely to be used to assist in the consumption of an intoxicating substance
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	<p>Anyone who breaches the Order by failing, without reasonable excuse, to comply with a requirement imposed on them by a police constable or an authorised person, commits a criminal offence, could be arrested and, if prosecuted, could be fined up to £1,000.</p> <p>The Order will not prohibit the consumption or possession of alcohol in public places falling within section 62 of the 2014 Act such as licensed premises.</p> <p>The aim of the Order is to prevent the anti-social consumption of alcohol or drugs in the identified area and to prevent an increase in the frequency or seriousness of the behaviour.</p> <p>The Order is intended to benefit the local community. It applies to all and should make the area a safer environment for everyone, addressing the problem of drinking and taking drugs in public places which can then result in anti-social behaviour. The Order also benefits the Police by providing an additional tool for them to use to tackle the anti-social consumption of alcohol and drugs to assist in preventing and reducing alcohol and drug-related problems.</p> <p>Any enforcement action will be taken by the Police and other people authorised by the Council in a transparent, accountable, proportionate and consistent manner.</p> <p>Signs will be installed ensuring that the public are aware of the Order and the area covered, and details available on the Council’s website. A discussion has taken place with the Llanelli Multi-Cultural Network regarding further awareness raising with the local community. Further advice will be taken from the Network regarding developing the posters and other information in a variety of languages as suggested by the Network.</p>				
<p>The Public Sector Equality Duty requires the Council to have “due regard” to the need to:-</p> <p>(1) eliminate unlawful discrimination, harassment and victimisation;</p> <p>(2) advance equality of opportunity between different groups; and</p> <p>(3) foster good relations between different groups (see guidance notes)</p>	<p>2. What is the level of impact on each group/ protected characteristics in terms of the three aims of the duty?</p> <p>Please indicate high (H) medium (M), low (L), no effect (N) for each.</p>	<p>3. Identify the risk or positive effect that could result for each of the group/protected characteristics?</p> <table border="1" data-bbox="1075 1133 1715 1386"> <tr> <td data-bbox="1075 1133 1377 1386"> <p>Risks</p> </td> <td data-bbox="1377 1133 1715 1386"> <p>Positive effects</p> <p>For all the community including all groups/protected characteristics referred to below –</p> </td> </tr> </table>	<p>Risks</p>	<p>Positive effects</p> <p>For all the community including all groups/protected characteristics referred to below –</p>	<p>4. If there is a disproportionately negative impact what mitigating factors have you considered?</p>
<p>Risks</p>	<p>Positive effects</p> <p>For all the community including all groups/protected characteristics referred to below –</p>				

				The Order should make public places within the designated area safer for all.	
Protected characteristics	Age	N			
	Disability	L	Disabled people who use medication could be asked to surrender items which are used to take their medication.		The definition of “intoxicating substances” in the Order excludes medicinal products as defined in the Human Medicines Regulations 2012 (where taken for a demonstrable medicinal use). Therefore, the drug paraphernalia provisions don’t apply to items which have been used or are likely to be used to take such products (e.g. insulin needles in the possession of a diabetic). Police Officers will need to apply the Order accordingly.
	Gender reassignment	N			
	Race	M	There could be potential impacts on those who are not fluent in English or Welsh.		Engagement will be undertaken, including with Polish and Ukranian communities, as advised by the Llanelli Multi-Cultural Network to raise awareness of the Order to ensure understanding of its implications and the consequences of any breaches. New pictorial signage will be used to ensure that the requirements of

					<p>the Order are understood by all.</p> <p>Police Officers will continue to raise awareness of the Order to any found in breach of it, to ensure that any enforcement action is clearly understood.</p> <p>When imposing requirements on a person under the order, officers will need to ensure that the person understands what is required.</p> <p>Assistance with interpretation will be arranged by the Police as necessary.</p>
	Religion/Belief	N			
	Pregnancy and maternity	N			
	Sexual Orientation	N			
	Sex	N			
	Welsh language	L			<p>The Order will be made and published on the Council's website bilingually.</p> <p>New signs will be bilingual.</p> <p>Discussions and interviews can be undertaken bilingually, and court proceedings can be undertaken through the medium of Welsh.</p>

Any other area				
----------------	--	--	--	--

5. Has there been any consultation/engagement with the appropriate protected characteristics?	YES <input type="checkbox"/> X NO <input type="checkbox"/>	
6. What action(s) will you take to reduce any disproportionately negative impact, if any? As outlined above		
7. Procurement Following collation of evidence for this assessment, are there any procurement implications to the activity, proposal, service. No Please take the findings of this assessment into your procurement plan. Contact the corporate procurement unit for further advice.		
8. Human resources Following collation of evidence for this assessment, are there any Human resource implications to the activity, proposal or service? No		
9. Based on the information in sections 2 and 6, should this function/policy/procedure/practice or a decision proceed to Detailed Impact Assessment? (recommended if one or more H under section 2)	YES <input type="checkbox"/> NO X <input type="checkbox"/>	
Approved by: Head of Service	Jason Jones	Date:

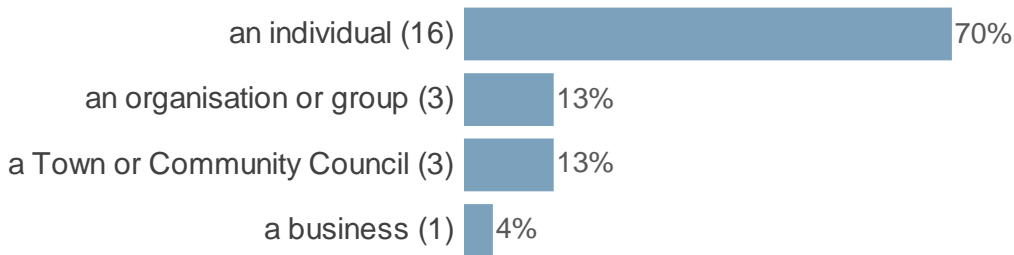
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PSPO

This report was generated on 05/06/23. Overall 24 respondents completed this questionnaire. The report has been filtered to show the responses for 'All Respondents'.

The following charts are restricted to the top 12 codes. Lists are restricted to the most recent 100 rows.

Are you responding as...



Please state the organisation/group, Town and Community Council or business.

- County Councillor

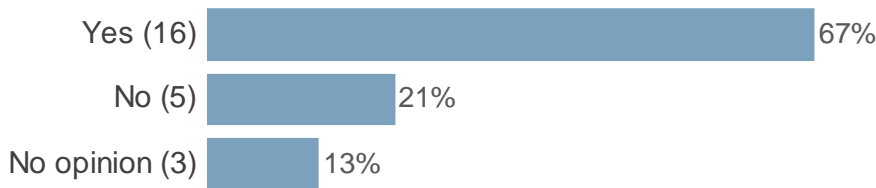
- Llanelli

- Ymlaen Llanelli

- Davies Craddock

- Office of the Police and Crime Commissioner for Dyfed-Powys

Please answer the following questions relating to the Public Spaces Protection Order. (Do you think that the current PSPO for alcohol related anti-social behaviour has had an impact?)



Please answer the following questions relating to the Public Spaces Protection Order. (Do you see alcohol related anti-social behaviour as a problem in the proposed exclusion zone?)



PSPO

Please answer the following questions relating to the Public Spaces Protection Order. (Do you see drug-related anti-social behaviour as a problem in the proposed exclusion zone? ('Drug-related' refers to use of both controlled drugs and psychoactive substances))



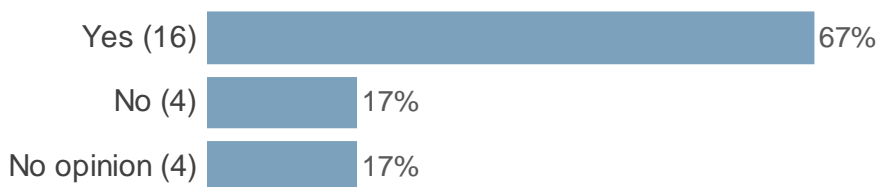
Please answer the following questions relating to the Public Spaces Protection Order. (Do you see loitering under the influence of alcohol as a problem in the proposed exclusion zone?)



Please answer the following questions relating to the Public Spaces Protection Order. (Do you see loitering under the influence of drugs as a problem in the proposed exclusion zone?)



Please answer the following questions relating to the Public Spaces Protection Order. (Do you believe the proposal to introduce a PSPO is in proportion with the level and impact of alcohol and drug-related anti-social behaviour in the area?)



PSPO

If yes, please tell us how the current PSPO for alcohol related anti-social behaviour has had an impact.

In areas covered by existing PSPO, some residents have reported a decrease in on the street drinking whereas it was a problem before.

It has become a less intimidating place to visit, or pass through. The area feels safer, and is somewhat cleaner.

From experience over the last 40 odd years. With officers engaging with antisocial offenders it curbs the loitering and socialising in groups.

Lowered number of drink related incidents

I am all work new powers but it must be with the community interaction as well a with the wider community of Carmarthenshire. It is a society problem and only though the community take part in the solution will the problem be helped. Making people with this problem feel they are not part of the community of Carmarthenshire is not going to help the situation. So Carmarthen CC need to have better housing policy to have housing for this section of the community spread around the area not as we have in Tyisha a Blue Light created ghettos of substance abuses. We need a soft hand to sort this not just criminalize this section of the community.

It has enabled our town centre ambassadors to ask people to stop drinking within the area

There is a lot of loitering in the town centre related to alcohol and the ability to move people along has given opportunity to improve the problem. I feel the PSPO isn't used to as much of an extent as it should be and that police are quite lax with it.

Reduced crime

It has given the police the ability to control the situation, subject to enough officers actually being visible

I don't feel a fearful now going into town, although there are always going to be the odd one or two. I do feel the issue is also around the drug use in the area, yes it's real life but hard for my young children to understand why individuals look and act a certain way when under the influence. They are fearful as am I.

Officers have been able to require an individual to stop drinking and to seize the alcohol. However, the group or individual(s) are not required to leave and can remain at the location – the anti-social behaviour or a feeling of intimidation can therefore remain at the location.

If no, why do you think the PSPO for alcohol related anti-social behaviour has not had an impact?

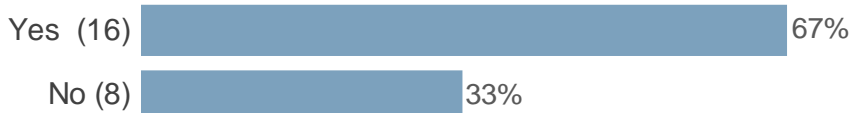
i've not seen any difference

Enforcement

There are not enough Police, Officers or Specials to call upon when issues arise.

to low level and 'fluffy' - town centre, bar licenced bars, should be made a non drinking / smoking area.

Do you think that the proposed PSPO should be in place for the maximum of 3 years?



PSPO

If not, how long (in years) do you believe the PSPO should be in place?

Count	Sum	Sample Standard		Minimum	Maximum	Range
		Mean	Deviation			
9	186	20.67	33.41	0	100	100

Do you agree with the boundary of the proposed exclusion zone?



Please tell us why.

Living in the area and seeing where you have not included is a disappointing. You base on stats where you don't record minor incidents and many reports. Further, decisions are made by people that don't live in the area and consequently don't understand the challenges the community has in this area. We would not ask for the expansion of the PSPO area if it was not needed.

is not only town centre

I believe it should cover Tunnel Road

I think it should be extended as reasonably possible.

Please make any additional comments:

I'm pleased to see the inclusion of North Dock, Trinity Terrace in New Dock and streets between Havelock Street and Lower Trostre Road in Morfa. There is currently a lot of future regeneration planned nearby these areas which this extension of the PSPO would assist with moving forward. As always the difficulty will be in policing the revised PSPO boundary but hopefully this will have a positive impact.

Langland road is known as to be a hot spot for drug dealing and is a walk through for those who travel to the Pen Y fan fields the same with Caswel street. Graig avenue has even had a murder in history due to alcohol. The lanes between Tyisha road and Graig avenue / Bond Ave is notorious for drug dealing and alcohol. This is a dealing hot spot. I personally witness this mostly towards each weekend. Again decisions are being made by those who simply don't live here. When a community is in decline like Graig Ave and Bond Ave and the spread of antisocial is widening from the Tyisha ward to neighbouring wards and we are trying everything possible, to stop it we come up against decisions that stats don't show the need. When stats are not recording what is going on and the community is pointing out the need to stop this drug and alcohol cancer spreading. The PSPO is one tool that if used to its full potential will be an asset in fighting this growing problem.

Could this be in place for a five year period?

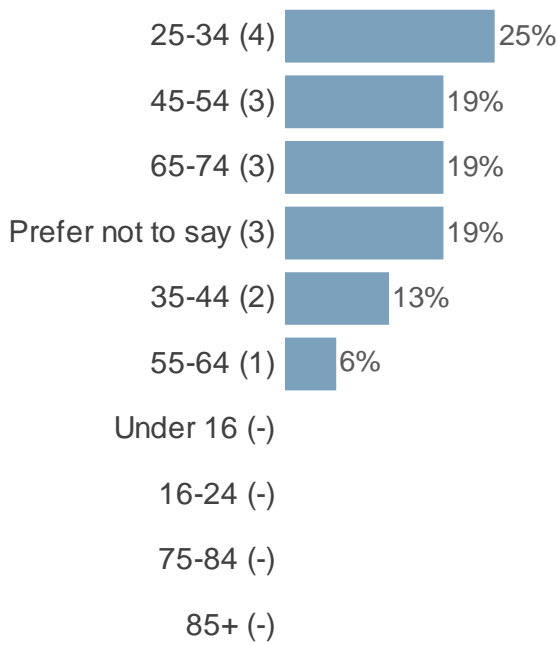
n/a

The town centre look post apocalyptic. If this was Carmarthen the plaid led admistration would invest; but this is Llanelli so plaid simple do not care less. It gives them electoral advantage to disinvest here.

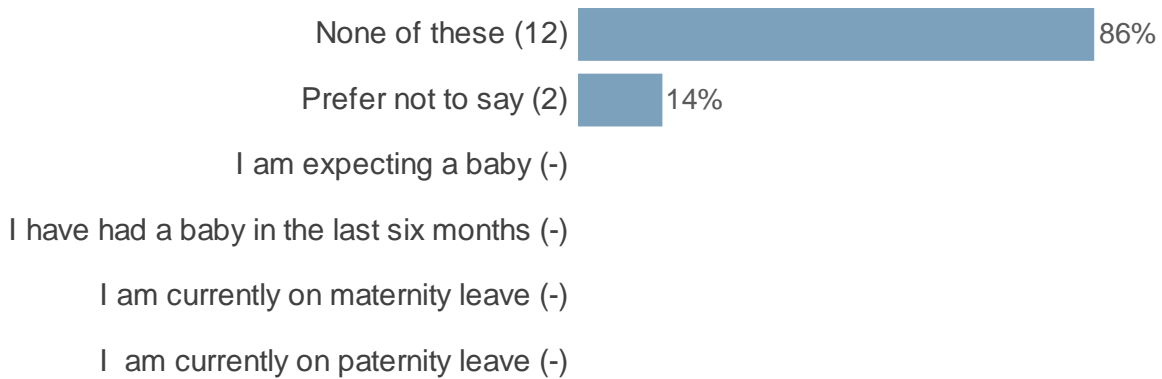
The boundary does appear to be extensive. The council did wonder about the impact the extension of the Order may have on tourists perhaps having one or two casual alcoholic drinks when visiting the beach. The boundary appears to leave out part of the Seaside area to the north of Delta lakes and is there a reason for this to be excluded?

I'd like to see exclusion zones around parks and schools.

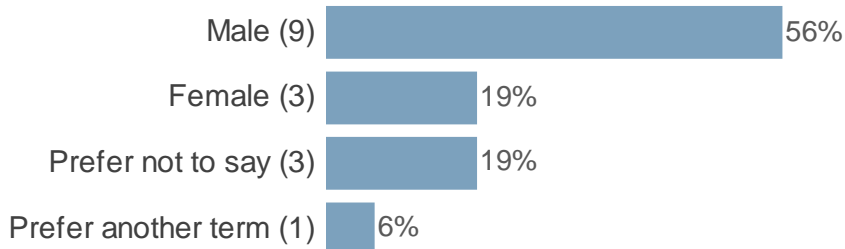
Age: What is your age group?



Pregnancy and maternity/paternity: Please indicate if any of the following apply to you (please tick all that apply).



Sex: How would you describe yourself?

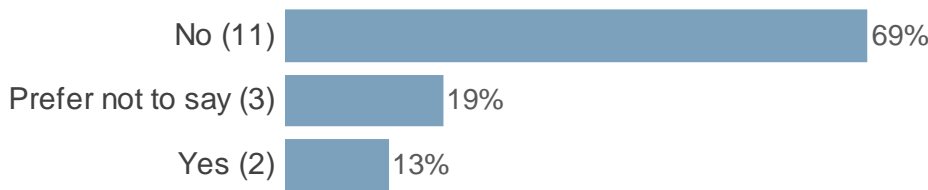


Please specify 'prefer another term'.

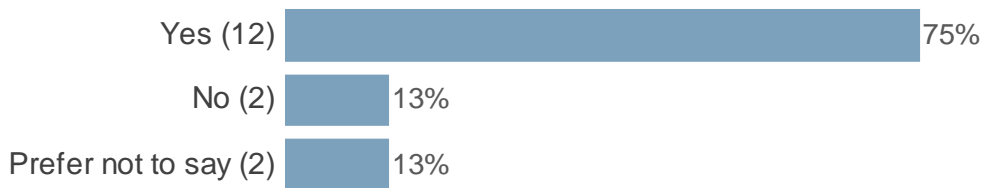
Non-binary

PSPO

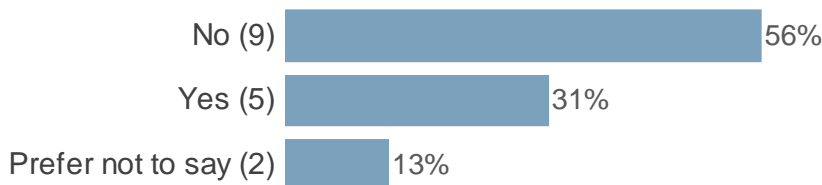
Disability: Are your day-to-day activities limited because of a health problem or disability which has lasted, or is expected to last, at least another 12 months? (Please tick only one)



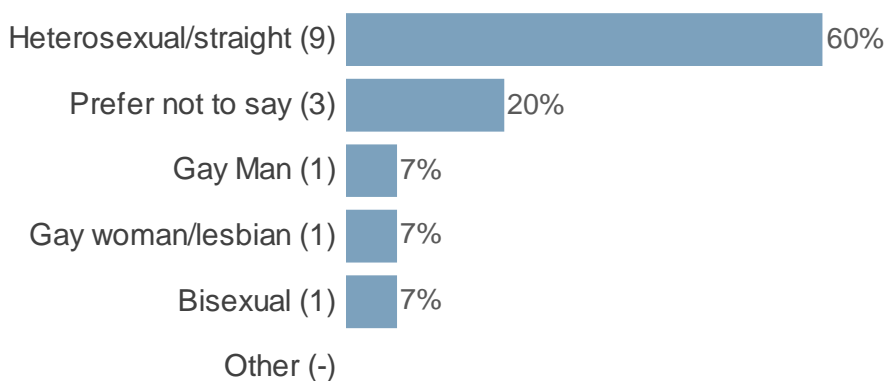
Gender reassignment: Is your present gender the same as the one assigned to you at birth? (please tick only one)



Caring Responsibilities: Do you provide regular, unpaid, substantial care for a relative, friend or neighbour who is unable to manage at home without help because of sickness, age or disability? (please tick only one)

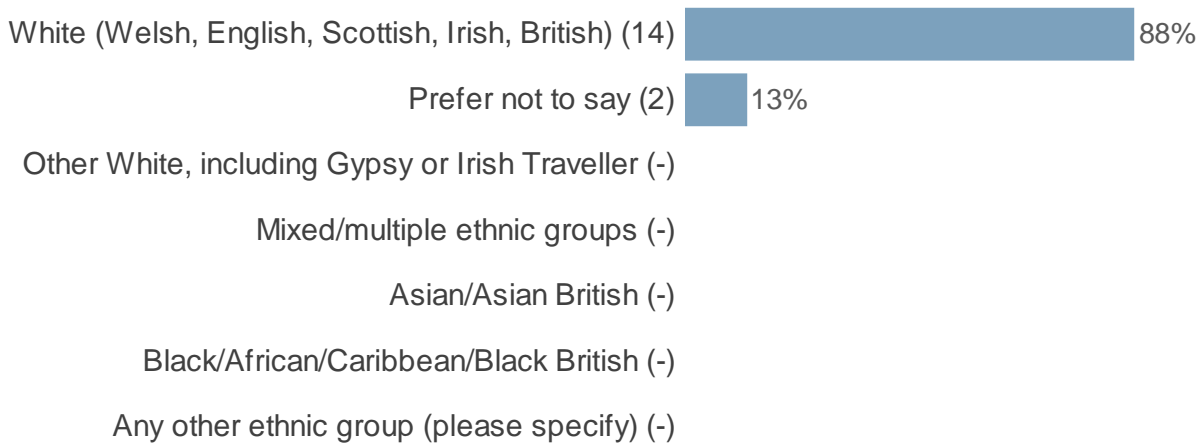


Sexual Orientation: What is your sexual orientation (please tick only one)

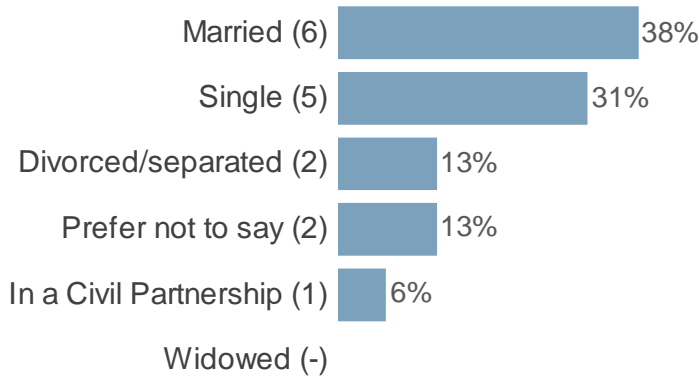


PSPO

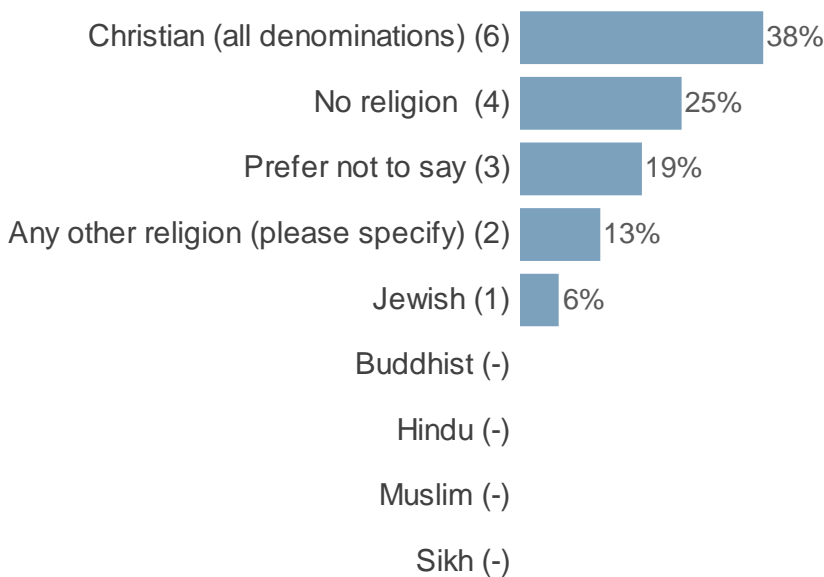
Ethnic Group: What is your ethnic group? (Please tick only one)



Marriage and civil partnership: Are you? (please tick only one)



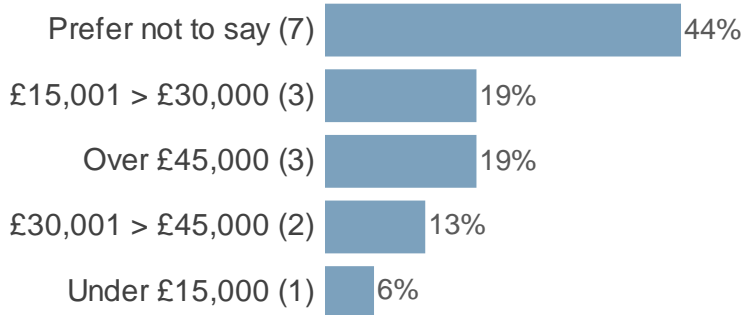
Religion: What is your religion? (please tick only one)



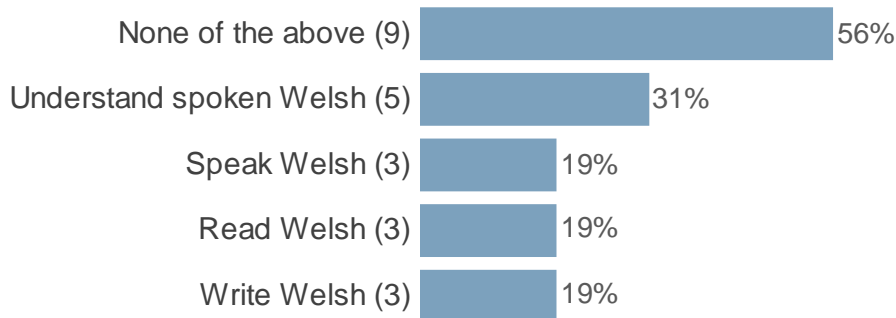
Please specify any other religion:

Baptist

Household Income: Approximately how much income comes into your household each year? (please tick only one)



Welsh Language: Can you understand, speak or write Welsh? (Tick all that apply)



What is your main language?

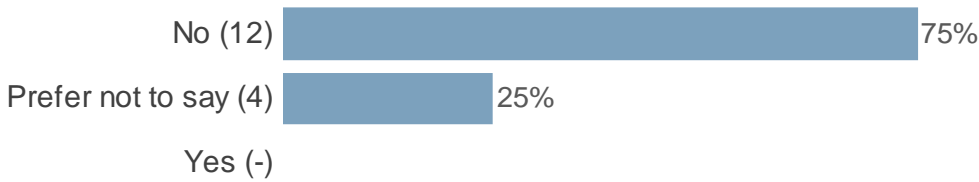


Please specify your other 'main language':

Prefer not to say

PSPO

Are you or your partner serving OR have you or your partner ever served, in Her Majesty's Armed Forces? This includes Regular or Reserves Forces, National Service and the Merchant Navy.



We would like to know your views on the effects that these proposals would have on the Welsh language, specifically on opportunities for people to use Welsh and on treating the Welsh language no less favourably than English. What effects do you think there would be? How could positive effects be increased, or negative effects be mitigated?

N/A

I don't see how the Welsh language is related to the PSPO is this a joke?

For goodness sake - is this really a sensible question. The welsh language has no bearding on this.

What the hell relevance does it have on Welsh language?

no views

Please also explain how you believe the proposed policy approach could be formulated or changed so as to have positive effects or increased positive effects on opportunities for people to use the Welsh language.

N/A

N/A

Seriously - get a grip. How on earth is this related to the welsh language.

Huh?

no views

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Human Rights and Equalities legislation

Human Rights Issues

Orders which can be used to require person to stop drinking and to surrender their possessions, are an interference with a person human right under Article 1 of Protocol 1 (right to peaceful enjoyment of possessions) and Article 8 (right to respect for private and family life) of the European Convention on Human Rights.

When deciding whether to make a PSPO and what it should include, the Council must also have regard to the rights of freedom of expression and freedom of assembly set out in articles 10 (freedom of expression) and 11 (Freedom of assembly and association) of the European Convention on Human Rights.

Article 1 of Protocol 1: Protection of property

Under Article 1 of Protocol 1 of the European Convention on Human Rights, everyone has the right to the peaceful enjoyment of their possessions. The protection of property under Protocol 1, Article 1 has three elements to it:

- a person has the right to the peaceful enjoyment of their property
- a public authority cannot take away what someone owns
- a public authority cannot impose restrictions on a person's use of their property.

However, a public authority will not breach this right if a law says that it can interfere with, deprive, or restrict the use of a person's possessions, and it is necessary for it to do so in the public interest. For example, it may be in the public interest to do so in order to prevent crime and disorder, to protect the health and safety, or to protect the rights and freedoms of others. The Article requires public authorities to strike a fair balance between the general interest and the rights of individual property owners.

Article 8: Right to respect for private and family life

Everyone has the right to respect for their private and family life, their home and their correspondence. This right may be restricted, provided that the interference has a proper legal basis, is necessary in a democratic society and pursues one of the following recognised legitimate aims:

- national security
- public safety
- the economic well-being of the country
- the prevention of disorder or crime
- the protection of health or morals
- the protection of the rights and freedoms of others.

Any interference with these rights must be necessary to achieve the stated aims, and not merely desirable, or reasonable. It must also be 'proportionate' – that is, it must

interfere with people's rights as little as possible, only going as far as is necessary to achieve the desired aim.

Article 10: Freedom of expression

Everyone has the right to hold opinions and express their views on their own or in a group. This applies even if these views are unpopular or disturbing. The right also includes the freedom to express views.

This right can be restricted only in specified circumstances. The interference must be necessary in a democratic society and pursue one of the following recognised legitimate aims:

- in the interests of public safety, national security or territorial integrity
- to prevent disorder or crime
- to protect health or morals
- to protect the reputations or rights of others
- to prevent the disclosure of information received in confidence
- to maintain the authority and impartiality of the judiciary.

Any interference with this right must be necessary (not just reasonable) and it should not do more than is needed to achieve the aim desired.

Article 11: Freedom of assembly and association

Everyone has the right to assemble with other people in a peaceful way. They also have the right to associate with other people. This right may be restricted provided that the interference has a proper legal basis, is necessary in a democratic society and pursues one of the following recognised legitimate aims:

- national security
- public safety
- the prevention of disorder or crime
- the protection of health or morals
- the protection of the rights and freedoms of others.

Any interference with this right must be necessary (not just reasonable) and it should not do more than is needed to achieve the aim desired.

Equality Act Issues

Under the Equality Act 2010 there are a number of “protected characteristics”. They include age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

When exercising our functions, section 149 of the Equality Act 2010 requires the Council to have due regard to the need to—

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

In addition, we are required to have due regard, to the need to—

- (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
- (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it
- (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

Therefore, when considering introducing PSPO’s we must consider the impact that they are likely to have on the different groups of people, and whether they may have an adverse impact on some groups of people with protected characteristics.

If an order puts some groups of people to a particular disadvantage over others, we are expected to consider making reasonable adjustments to minimise or avoid this.

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Options Appraisal

	<u>Option</u>	<u>Advantages/disadvantages</u>
1.	<u>Injunction</u> ss.1-21 of the Anti-Social Behaviour, Crime and Policing Act 2014	<p>Injunctions require specific individuals to be named, would require an application for each individual (and evidence to be collected in respect for each), involves repeated applications to the court and associated costs. Injunctions would be sought after the behaviour has taken place.</p> <p>In regards to the proposed PSPO, the people involved changes from day to day, week to week; A remedy that enables police to bring an immediate stop to nuisance drinking and confiscate alcohol and drug paraphernalia is preferable and is considered more proportionate. Officers need to be able to deal with incidents as and when they happen.</p>
2.	<u>Community Protection Warnings/Notices</u> ss. 43-58 of the 2014 Act	<p>These have been issued in respect of individuals who continue to display ASB, in neighbour disputes or issues affecting the local community. In the main, they are effective in targeting specific individuals and can be tailored to specific behaviour.</p> <p>CPN's are a flexible enforcement tool which can be used to target problematic individuals, rather than imposing requirements and restrictions which apply to everyone.</p> <p>However, these options would not enable the incident to be dealt with immediately as they are not responsive tools to deal with this type of behaviour. There is a process, with a Community Protection Warning/Notice, which needs to be gone through with each individual over a number of stages. A remedy that enables police to bring an immediate stop to nuisance drinking and confiscate alcohol and drug paraphernalia is preferable.</p>
3.	<u>Dispersal power</u> under Section 34 and	<p>The Police have used their existing dispersal powers under Section 34 and Section 35 of the Anti-Social Behaviour, Crime</p>

	<u>Option</u>	<u>Advantages/disadvantages</u>
	Section 35 of the Anti-Social Behaviour, Crime and Policing Act 2014	<p>and Policing Act 2014 to address significant ASB causing immediate harassment, alarm and distress or crime.</p> <p>During the summers of 2021 and 2022, Section 34 was used to good effect most weekends to tackle ASB incidents caused by large groups of youths and young adults congregating and drinking in areas of Llanelli and this included part of the town centre.</p> <p>Although Section 34 and 35 dispersal powers could be used in response to alcohol or drug related behaviour in the town centre, police feel that they are not a practical tool for this low level, persistent behaviour.</p>
4.	<u>Injunction</u> s.222 Local Government Act 1972	<p>Section 222 gives local authorities a general power to bring legal proceedings in their own name where they consider it expedient to do so to promote or protect local inhabitants.</p> <p>This power is generally used as a last resort when no other statutory powers are available. However, it is considered more appropriate to use the powers as proposed in the Order due to reasons outlined above against the option Injunction ss.1-21 of the Anti-Social Behaviour, Crime and Policing Act 2014.</p>
5.	<u>Other warnings</u> e.g. under ASB policy	<p>The initial stage ASB warning letters that are able to be issued have no legal power or prohibitions which can be enforced. The process is for a written notice to be given with progression through to a CPN/CPW or CBO.</p> <p>However, these options would not enable the incident to be dealt with immediately as they are not responsive tools to deal with this type of behaviour. There is a process, with a CPW/CPN, which needs to be gone through with each individual over a number of stages.</p>

	<u>Option</u>	<u>Advantages/disadvantages</u>
		Such warnings also would not enable the seizure of alcohol or drug paraphernalia.
6.	<u>Changes to the physical environment</u>	<p>In a specific hotspot area, such changes could be considered, however, given the large area covered, we have not been able to identify changes which could be implemented to achieve the same impact as it is believed the proposed PSPO powers will have.</p> <p>Making changes to an area to discourage people from congregating and engaging in anti-social drinking and drug use may displace the behaviour to another location within the town. Generally, the large area identified is covered by adequate street lighting and the issues take place during daylight hours with seizures taking place in the day and early evening in summer months.</p> <p>Other changes such as the removal of park benches and replacement of grass with gravel have been considered, however, such changes would have a detrimental effect on the area visually and use of space by local communities.</p> <p>Additional disposal options for drug paraphernalia have been considered such as needle disposal bins but are not considered to be the preferred option. Needle bins would need to be regularly emptied and could be seen as encouraging public drug use.</p>
7.	<u>Installation of additional CCTV</u>	<p>There are a number of CCTV cameras already providing good coverage throughout the majority of the proposed area. However, CCTV is not deterring the behaviour that the PSPO will aim to address as a high proportion of seizures are taking place in areas covered by CCTV.</p>

	<u>Option</u>	<u>Advantages/disadvantages</u>
		<p>Cameras have already been installed where it is proportionate to do so following analysis of the need in response to anti-social behaviour, crime and risk of harm. Coverage is reviewed by the Police to ensure most appropriate coverage.</p>
8.	<p><u>Use of existing legislation to manage littering</u></p>	<p>It is our understanding that the police do not have the power to seize drug related paraphernalia unless drugs are found during a search under the Misuse of Drugs Act 1971. The new powers will be particularly helpful in cases where no drugs have been found during a search, but where the person is found to be in possession of drug related paraphernalia such as used or unpackaged needles.</p> <p>The Council holds primary responsibility for environmental issues such as littering. Littering is already a criminal offence under section 87 of the Environmental Protection Act 1990, and offenders can be issued with Fixed Penalty Notices. The Council has limited enforcement resources covering the whole of the county. In practice, it is difficult to evidence people discarding needles, and issuing fixed penalty tickets to litterers is a responsive tool which can only be used after the offence has happened.</p> <p>In line with other police forces nationally, Dyfed Powys Police does not issue fixed penalty tickets for low level offences such as littering.</p> <p>We have been undertaking needle picks and using the existing legislation to try address this issue of drug-related litter and will continue to do so. However, given the serious health risks associated with discarded needles, we do not feel that it is sufficient to adequately address the problem. A PSPO that</p>

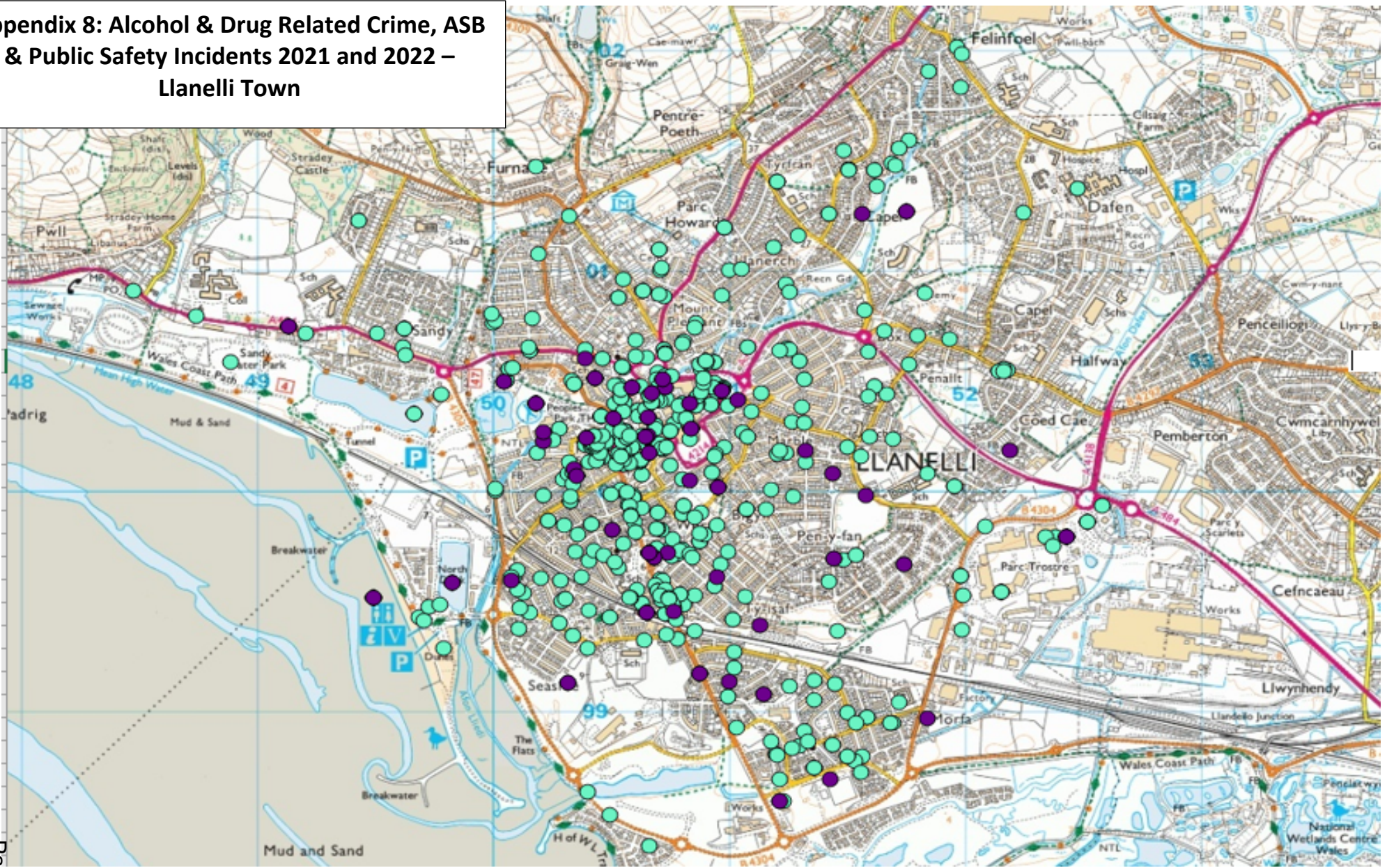
	<u>Option</u>	<u>Advantages/disadvantages</u>
		enables police to confiscate needles and other drug paraphernalia before it is littered will help to address the problem and reduce the risk of needle injuries from drug related litter.
9.	<u>Use of existing legislation to manage public drinking and alcohol related ASB</u>	<p>Without a PSPO, Police and local authority officers do not have the power to require people to stop drinking in public areas.</p> <p>The police have powers under the Confiscation of Alcohol (Young Persons) Act 1997 to require people surrender alcohol and containers containing alcohol. They are aimed at preventing underage drinking and only apply to minors, or where alcohol is going to be consumed by a person under the age of 18. They do not apply to adults, who possess alcohol for their own consumption.</p> <p>Under section 12 of the Licensing Act 1872, it is an offence to be drunk in any highway or other public place. Under Section 91 of the Criminal Justice Act 1967, it is also an offence to be drunk and disorderly in a public place. People under the influence of alcohol can also commit a range of public order offences.</p> <p>If somebody is convicted of an alcohol-related offence, they can also be given a Criminal Behaviour Order (CBO), which imposes restrictions on their behaviour for a period of at least two years.</p> <p>Existing criminal legislation can be used to issue fixed penalty notices or to prosecute for offences after the event. Some forms of low level anti-social behaviour may not amount to a criminal offence or may not meet the threshold for arrest or prosecution.</p>

	<u>Option</u>	<u>Advantages/disadvantages</u>
		<p>Powers that enable the police to prevent drink related ASB and criminal offences from occurring - by requiring nuisance drinkers to stop drinking and to confiscate their alcohol - are preferable.</p>
10.	<p><u>PSPO</u> ss.59-75 of the 2014 Act</p>	<p>Public Spaces Protection Orders are intended to deal with a particular nuisance or problem in a specific public area that is detrimental to the local community's quality of life, by imposing conditions on the use of that area which apply to everyone.</p> <p>As orders can restrict what people can do and how they behave in public spaces, it is important that the requirements and restrictions imposed are focused on specific behaviours and are proportionate to the detrimental effect that the behaviour is causing or can cause, and are necessary to prevent it from continuing, occurring or recurring.</p> <p>Orders which can be used to require a person to stop drinking and to surrender their possessions, are a significant interference with people's human rights. Orders containing these controls should not be introduced lightly and should only be made if the controls which are being imposed are necessary and proportionate in the circumstances.</p> <p>Under our proposed Order, members of the public can be required by a police officer (or other authorised person) to stop drinking, to surrender alcohol and containers of alcohol, and to surrender drug paraphernalia. Failure to comply with a requirement is a breach of the Order and a criminal offence.</p> <p>The purpose of the order is not to create a drink free zone in which no drinking is permitted. Under the Order, it is only an</p>

	<u>Option</u>	<u>Advantages/disadvantages</u>
		<p>offence to consume alcohol in the area if a person had been directed not to do so by a police officer or other authorised person. While officers have the discretion to require an individual to refrain from drinking regardless of behaviour, the powers are not intended to disrupt peaceful activities. The powers to require individuals not to consume alcohol within the prohibited area and to surrender alcohol are discretionary, and it's our intention that the powers should only be used to deal with individuals who are causing (or are likely to cause) drink related anti-social behaviour.</p> <p>A PSPO made by the council in 2020 contained similar powers relating to alcohol (but no drug paraphernalia). It was effective in reducing alcohol-related anti-social behaviour.</p> <p>Given the serious public health risks associated with discarded needles, a power which helps to prevent needles from being littered is desirable. A PSPO allows us to do this. In the circumstances, officers feel that powers in the proposed PSPO are necessary to prevent crime and to protect the health and safety of the public and are a proportionate response to the problems.</p>

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**Appendix 8: Alcohol & Drug Related Crime, ASB
& Public Safety Incidents 2021 and 2022 –
Llanelli Town**



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Appendix 9: Alcohol Related Crime, ASB & Public Safety Incidents

Location	2022	2021	Total
A48		1	1
ALBAN ROAD	1		1
ANDREW STREET	1	1	2
ANN STREET	4	3	7
ARFRYN AVENUE		2	2
BASSETT TERRACE	1		1
BIDDULPH ESTATE		5	5
BIGYN PARK TERRACE	4	11	15
BIGYN ROAD		1	1
BOX TERRACE	1		1
BRIDGE STREET	2	4	6
BRYN ROAD		1	1
BRYNALLT TERRACE	1	1	2
BRYNELLI		1	1
BRYNMELYN AVENUE	1		1
BRYNMOR ROAD	2	1	3
CAERSALEM TERRACE	3		3
CAMBRIAN ROAD		1	1
CANOLFAN GELLI		1	1
CAPEL ISAF ROAD	6	4	10
CAWDOR PLACE		1	1
CHAPMAN STREET	1		1

Location	2022	2021	Total
CHARLES STREET		1	1
CHURCH STREET	5	2	7
CLIFTON TERRACE	1		1
CLOS DEWI MEDI	1		1
CLOS SANT PAUL	6	9	15
COBBLERS COURT		2	2
COEDCAE ROAD		3	3
COLDSTREAM STREET	6	3	9
COLESHILL TERRACE	3	6	9
COLLEGE SQUARE		1	1
COLLGE HILL	1		1
COPPERWORKS ROAD	5	1	6
CORPORATION AVENUE	1	3	4
CORPORATION CLOSE	1		1
COWELL PRECINCT		1	1
COWELL STREET	8	4	12
CROWN PARADE	2		2
CWRT NEVILLE	2	1	3
CWRT Y WERN	1		1
DAFEN		2	2
DANYRALLT	1		1
DILLWYN STREET	1	2	3

Appendix 9: Alcohol Related Crime, ASB & Public Safety Incidents

Location	2022	2021	Total
DOLAU COURT		1	1
DOLAU FAWR	1		1
DOLAU ROAD	1	1	2
EASTGATE	9	7	16
EASTGATE SHOPPING CENTRE	6	8	14
ELIZABETH STREET		2	2
EMMA STREET		1	1
ERW ROAD	5	17	22
FELINFOEL ROAD	3	1	4
FESTIVAL FIELDS	1		1
FIRTH ROAD	1	1	2
FLORENCE STREET		2	2
FOUNDRY ROAD	1	6	7
FRON TERRACE		2	2
FRONDEG TERRACE		1	1
FURNACE	1		1
FURNACE TO FIVE ROADS	1		1
GATHEN TERRACE	1		1
GELLI ONN	1		1
GEORGE STREET	1		1
GER Y COED		2	2
GER Y LLAN	1	1	2

Location	2022	2021	Total
GILBERT CRESCENT	1	1	2
GLANDAFEN ROAD		1	1
GLANMOR PLACE		1	1
GLANMOR ROAD	2		2
GLANMOR TERRACE	2		2
GLENALLA ROAD	1	1	2
GORING ROAD	1		1
GRAIG AVENUE		1	1
GRANBY CLOSE	1	4	5
GREAT WESTERN CRESCENT	9	9	18
HALL STREET	2	2	4
HARRIES AVENUE		2	2
HEOL DINAS		1	1
HEOL GOFFA	1	4	5
HEOL GWYR	1		1
HEOL TREGONING		3	3
HIGH MEAD AVENUE	1		1
HOME BARGAINS	1		1
INKERMAN STREET	2		2
ISLAND PLACE	2	2	4
JAMES STREET	1	1	2
JOHN STREET	7	1	8

Appendix 9: Alcohol Related Crime, ASB & Public Safety Incidents

Location	2022	2021	Total
KING GEORGES AVENUE		1	1
LAKEFIELD PLACE	1		1
LAKEFIELD ROAD	3	1	4
LLANELLI	2	1	3
LLANELLI BEACH	1		1
LLANELLI BEACH	5	5	10
LLANERCH TERRACE		2	2
LLANGYNOG	1		1
LLEWELLYN STREET		2	2
LLOYD STREET	2	4	6
LLYS ARTHUR		1	1
LLYS GLAN Y MOR		1	1
LLYS PENALLT	1		1
LLYS Y DRINDOD		1	1
LLYS Y GOF	1		1
LLYS Y MORWR	1	4	5
LUTON TERRACE	1		1
MACHYNYS PENINSULA G	1		1
MAENGWYNNE	1		1
MAES WERDD		2	2
MAES Y COED	8	3	11
MAES YR HAF		1	1

Location	2022	2021	Total
MAESTIR		5	5
MANSEL STREET		1	1
MARBLE HALL ROAD	2		2
MARINE STREET	3	1	4
MARKET PRECINCT		1	1
MARKET STREET	2	2	4
MARSH STREET	3	1	4
MERTHYR TYDFIL	1		1
MILL LANE	3	1	4
MORFA		1	1
MORFA PARK	1	2	3
MURRAY STREET	11	9	20
NATHAN STREET	1	1	2
NELSON TERRACE	2	2	4
NEW DOCK ROAD	2	4	6
NEW ROAD		2	2
NEW STREET	5		5
NEW ZEALAND STREET	2		2
NORTH DOCK	5	3	8
NORTON ROAD		1	1
NOT KNOWN	4		4
OLD CASTLE ROAD	4	1	5

Appendix 9: Alcohol Related Crime, ASB & Public Safety Incidents

Location	2022	2021	Total
OLD ROAD	4	2	6
OLIVE STREET	1		1
PADDOCK STREET	1		1
PARC HOWARD	4	2	6
PARC TROSTRE	15	14	29
PARK CRESCENT	3		3
PARK STREET	1	5	6
PARKVIEW TERRACE	1	1	2
PEMBERTON INDUSTRIAL	1		1
PEMBERTON STREET	1	1	2
PEMBREY ROAD	3	4	7
PEN Y MORFA		1	1
PEN Y WERN	2		2
PENALLT ROAD	3		3
PENIEL		2	2
PENRHYN GWYN	1		1
PENTRE DOC Y GOGLEDD		1	1
PENTRE NICKLAUS VILLAGE		1	1
PENYFAN	2		2
PENYFAN QUARRY	1		1
PENYFAN ROAD		1	1
PENYGAER PLAYING FIELDS	1		1

Location	2022	2021	Total
PENYGAER ROAD		1	1
PEOPLES PARK	5	6	11
POLICE STATION	3		3
POTTERY PLACE		1	1
POTTERY STREET		1	1
PRINCESS COURT	1		1
PWLL	2	1	3
PWLL ROAD	4	3	7
QUEEN VICTORIA ROAD	4	6	10
RABY STREET	2	3	5
RAILWAY PLACE		3	3
RALPH TERRACE	2		2
REGALIA TERRACE	1		1
RHYDYRAFON	1		1
RICHARD STREET		1	1
RICHMOND TERRACE	1		1
ROBINSON STREET	1		1
ROPEWALK ROAD	3	1	4
SANDPIPER ROAD		1	1
SANDY ROAD	6	6	12
SANDY WATER PARK	3	1	4
SCHOOL ROAD	3		3

Appendix 9: Alcohol Related Crime, ASB & Public Safety Incidents

Location	2022	2021	Total
SEASIDE	2	2	4
SEASIDE TO MACHYNYS	1		1
SPRINGFIELDS		1	1
ST ELLI SHOPPING CENTRE	21	15	36
STATION ROAD	60	64	124
STEBONHEALTH TERRACE	1		1
STEPNEY PLACE		2	2
STEPNEY STREET	31	15	46
STEWART STREET	1		1
SUNKEN GARDENS	5	6	11
SUNNYHILL		2	2
SWANFIELD PLACE	14	4	18
SWANFIELD RD	1		1
SWANSEA ROAD	4	2	6
TALBOT STREET		1	1
THE AVENUE	3		3
THOMAS STREET	5	3	8
TIR YSGOL		2	2
TIRWAUN	1		1
TOWN HALL SQUARE	16	23	39
TRAMWAY ROAD		1	1
TRINITY RD, LLANELLI		1	1

Location	2022	2021	Total
TROSTRE		1	1
TROSTRE ROAD	4	5	9
TUNNEL ROAD	2	2	4
TY STAFFORD		2	2
UPPER CROSS ROAD		1	1
UPPER PARK STREET		1	1
UPPER ROBINSON STREET	1	1	2
VAUGHAN STREET	12	10	22
VAUXHALL	2	2	4
WADDLES COURT	3		3
WALTERS ROAD	1	1	2
WATER PARK TO SEASIDE		1	1
WATERLOO STREET	2		2
WAUNLANYRAFON	1	1	2
WERN ROAD	1	2	3
WEST END	1	1	2
WESTBURY STREET	1		1
WESTVIEW TERRACE	1		1
YNYSWEN	2		2
Total	509	482	991

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Appendix 10 Drug Related Crime, ASB & Public Safety Incidents

Location	2022	2021	Total
ANN STREET		1	1
ARTHUR STREET	1		1
BRIDGE STREET		2	2
CAMBRIAN STREET		1	1
CHURCH STREET	3		3
CLOS SANT PAUL	2	1	3
COLDSTREAM STREET	1		1
COWELL STREET		3	3
DILLWYN STREET	1		1
DOLAU FAWR		1	1
EASTGATE	1	1	2
EASTGATE SHOPPING CENTRE	3	3	6
ERW ROAD		1	1
GREAT WESTERN CRESCENT		2	2
GREENFIELD LANE		1	1
KING GEORGES AVENUE	1		1
LANDGLAND ROAD	1		1
LLANELLI BEACH		1	1
LOWER TROSTRE ROAD	1		1
MORFA	1		1
MORFA PARK	1		1

Location	2022	2021	Total
MURRAY STREET	1	2	3
NEW DOCK ROAD	1		1
NIGHTINGALE COURT		1	1
NORTH DOCK, LLANELLI		1	1
OLD CASTLE ROAD	1	1	2
PARC TROSTRE	1	4	5
PARK CRESCENT		2	2
PARKVIEW TERRACE	1	1	2
PEMBERTON ST, LLANELLI	1		1
PENYFAN ROAD	1		1
PENYFAN, PENYFAN, LLANELLI	1		1
PENYGAER PLAYING FIELDS		1	1
PENYGAER ROAD	2		2
PEOPLES PARK	1	1	2
REGALIA TERRACE		1	1
RHYDYRAFON		1	1
SANDY ROAD		1	1
SEASIDE		1	1
ST ELLI SHOPPING CENTRE	1	1	2
STAFFORD STREET	1		1
STATION ROAD	5	2	7

Appendix 10 Drug Related Crime, ASB & Public Safety Incidents

Location	2022	2021	Total
STEPNEY PLACE		1	1
STEPNEY STREET	1		1
THE AVENUE	1		1
TOWN HALL SQUARE	1		1
TROSTRE ROAD	1		1
VAUGHAN STREET	2	1	3
WESTEND		1	1
Total	41	42	83

PLACE, SUSTAINABILITY AND CLIMATE CHANGE SCRUTINY COMMITTEE

23RD NOVEMBER 2023

FORTHCOMING ITEMS

To consider and comment on the following:

To note the forthcoming items to be considered at the next meeting of the Place, Sustainability and Climate Change Scrutiny Committee to be held on the 14th December, 2023.

Reason:

The Council's Constitution requires Scrutiny Committees, at the commencement of each municipal year, to develop and publish a Forward Work Programme which identifies the issues and reports which will be considered at meetings during the course of the year.

Cabinet Member Portfolio Holders:

Cllr. Aled Vaughan Owen (Climate Change, Decarbonisation and Sustainability)
Cllr. Edward Thomas (Transport, Waste and Infrastructure Services)

Report Author:	Designation:	Tel No. / E-Mail Address:
Janine Owen	Democratic Services Officer	01267 224030 JanineOwen@carmarthenshire.gov.uk

PLACE, SUSTAINABILITY AND CLIMATE CHANGE SCRUTINY COMMITTEE

23RD NOVEMBER 2023

FORTHCOMING ITEMS

The Council's Constitution requires Scrutiny Committees, at the commencement of each municipal year, to develop and publish a Forward Work Plan which identifies the issues and reports to be considered at meetings during the course of the year. When formulating the Forward Work Programme the Scrutiny Committee took into consideration those items included on the Cabinet's Forward Work Plan.

The list of forthcoming items attached includes those items which are scheduled in the Place, Sustainability and Climate Change Scrutiny Committee's Forward Work Plan to be considered at the next meeting, to be held on 14th December, 2024.

Scrutiny Committee members, as part of their role are required to regularly refer to the Cabinet Forward Plan in order to identify any future pre-decision reports, within the scrutiny remit for inclusion onto the Committee's FWP.

Council/Cabinet Forward Plan can be viewed by clicking [HERE](#)

REPORT
ATTACHED?

YES:

- List of Forthcoming Items – 14th December 2023
- Items circulated to Committee by e-mail since 3rd October 2023
- Scrutiny Committee's Forward Work Plan

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 & Law**

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

CABINET MEMBER PORTFOLIO HOLDER AWARE / CONSULTED	YES
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**Section 100D Local Government Act, 1972 – Access to Information
List of Background Papers used in the preparation of this report:**

Title of Document	Locations that the papers are available for public inspection
Cabinet Forward Plan	Cabinet Forward Plan up to 30th September 2023

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FORTHCOMING ITEMS for next meeting to be held on 14th December 2023

In order to ensure effective Scrutiny, Members need to be clear as to the purpose of requesting specific information and the outcome they are hoping to achieve as a consequence of examining a report.

Proposed Agenda Item	Background	Reason for report	Cabinet Member
Planning Enforcement	<p>The local Planning Authority have a discretionary role in undertaking Planning enforcement under the Town and County Planning Act.</p> <p>The role is undertaken in accordance with central guidance and the Council's own Enforcement Statement, where it is expedient to do so in the wider public interest.</p> <p>The agenda item will guide members through the enforcement process, setting out the process responsibilities and requirements of the Council and of the options open to the Council to regularise a breach in planning control.</p> <p>It should be noted that Officers will not be able to comment on individual cases that are subject to a live investigation or legal action.</p>	To enable Members to exercise their duty in scrutinising performance.	Cllr Ann Davies Cabinet Member for Rural Affairs, Community Cohesion and Planning Policy
Electric Fleet	This item will provide information in regard to the Council's electric fleet.	Members of the Scrutiny Committee requested the opportunity to scrutinise this item as part of the scrutiny role.	Cllr Edward Thomas Cabinet Member for Transport, Waste and Infrastructure Services
Pest Control	The report will allow Scrutiny members to be aware of plans to potentially consider the development of an in-house pest control agency through a business case. The report will ensure Scrutiny members have input at the start of the process of a potential business case.		Cllr Aled Vaughan-Owen Cabinet Member for Climate Change, Decarbonisation and Sustainability

Proposed Agenda Item	Background	Reason for report	Cabinet Member
Task and Finish Planning and Scoping Document Animal Licensing	In line with the Committee's resolution made at its meeting on 2 nd July 2021 to undertake a task and finish review of Animal Licensing in Carmarthenshire, the Committee will have the opportunity to consider, review and endorse the Task and Finish Planning and Scoping Document and establish a new Task and Finish Group.	In line with the Committee's resolution made at its meeting on 2 nd July 2021.	Cllr Aled Vaughan-Owen Cabinet Member for Climate Change, Decarbonisation and Sustainability

Items to be circulated under a separate cover to Scrutiny Committee members
(as agreed at the Committee's Forward Work Programme development session on 13th June 2023)

Proposed Agenda Item	Background	Reason for report	Cabinet Member
Shoreline Management Plan-2; an update on its Delivery	As a member of the Swansea and Carmarthen Bay Coastal Engineering Group and a coastal risk management authority, Carmarthenshire have a duty to deliver actions within the SMP2. This report highlights CCC actions, the action owners and our progress and approach being taken to manage our coastline.	<i>Pre-decision report</i> Scrutiny Members requested that this item be included onto the Committee's Forward Work Plan. To provide the Committee with an opportunity to scrutinise the report.	Cllr Aled Vaughan Owen
Performance Monitoring Report Q2	Authorities are under a general duty to make arrangements to monitor performance. Through Performance Monitoring we can demonstrate to citizens, members and regulators how performance is managed, and what appropriate interventions are implemented.	Members of the Scrutiny Committee requested the opportunity to scrutinise this item as part of their scrutiny role.	Cllr Philip Hughes - Cabinet Member for Organisation & Workforce

Items circulated to the Committee under separate cover since the last meeting held on 3rd October 2023

(in accordance with the Committee's Forward Work Programme)

In line with the Place, Sustainability and Climate Change Committee's decision to receive and scrutinise reports outside of the formal committee process, the following reports were forwarded to all members of the Scrutiny Committee by e-mail on **17th October 2023**:

1.	ADRODDIAD MONITRO CYLLIDEB CYFALAF A REFENIW 2023/24 REVENUE & CAPITAL BUDGET MONITORING REPORT 2023/24
2.	ADRODDIAD ALLDRO CYLLIDEB REFENIW 2022/23 REVENUE BUDGET OUTTURN REPORT 2022/23
3.	RHEOLI TRAETHLIN AC ADDASU ARFORDIROL YN SIR GAERFYRDDIN SHORELINE MANAGEMENT & COASTAL ADAPTION IN CARMARTHENSHIRE

[Cliciwch yma i weld pecyn addrodiad](#)

[Click here to view the report pack](#)

The Committee had no observation/comments/queries in relation to the above reports.

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Place, Sustainability and Climate Change Scrutiny Committee - Forward Work Plan 2023/24

21 st July 2023	3 rd October 2023	23 rd November 2023	14 th December 2023	30 th January 2024	11 th March 2024	22 nd April 2024
Forward Work Programme 2023/24	A Strategic Plan for Managing Our Land for Pollinators in Carmarthenshire	Highways Asset Management Plan Annual Statement update	Planning Enforcement	Budget Monitoring Report (April – October 2023)	Equestrian Strategy	Budget Monitoring Report (April – December 2023)
Task and Finish Group Report on the Management of Fly-tipping in Carmarthenshire.	Waste Strategy Update	Local Toilet Strategy	Pest Control	Budget consultation	Performance Monitoring Report Q3	Public Rights of Way
PS&CC Scrutiny Committee Annual Report 2022/2023	Bulky Waste Review	PSPO (alcohol and drug related ASB and crime)	Electric Fleet	Flood Risk Management Plan-2		
Free Parking	Referral from Corporate Resources and Performance Scrutiny Committee		Task and Finish Planning and Scoping Document	Environment Act Forward Plan – (Jan 2023 – Dec 2025)		
PSPO (prevention dog fouling)		Animal Licensing				
Scrutiny Committee Members to scrutinise the following reports via e-mail – as agreed by at the FWP development session on 13th June 2023 Forthcoming Items to include scrutiny queries and feedback at the next meeting.						
Budget Monitoring Report (April 2022-Feb 2023)	Shoreline Management Plan-2; an update on its Delivery.	Budget Monitoring Report (April – August 2023)	Performance Monitoring Report Q2			
Council Annual Report 2022-23	Budget Monitoring Report (April to June 2023) & 2022/23 Outturn report	Shoreline Management Plan-2; an update on its Delivery. <i>Circulated again at the request of the Chair.</i>				

PS&CC Scrutiny Member – Focussed Development Sessions/Site Visits:-

The Committee has requested for the following focused development sessions to take place following each of the scheduled formal Committee meetings (unless otherwise notified).

Cwm Environmental Ltd (Site Visit) – 30/6/2023

PSPO Toolkit – December 2023 / January 2023 TBC

TASK & FINISH REVIEW:

The Committee at its meeting on 2nd July 2021 unanimously resolved that its Task and Finish arrangements for 2021-22-23 would be as follows:

- 1) Review on the Fly tipping within Carmarthenshire
- 2) Review on Dog Breeding in Carmarthenshire (Animal Licensing)

The Task and Finish review on flytipping has been endorsed by the Committee at its meeting on 21st July 2023 and was endorsed by Cabinet at its meeting on 16th October 2023.

The Committee will consider the Planning and Scoping Document on the Animal Licensing and formulate a Task and Finish Group at its meeting in December 2023.

PLACE, SUSTAINABILITY & CLIMATE CHANGE SCRUTINY COMMITTEE

3 OCTOBER 2023

PRESENT: Councillor K. Madge (Chair) (In Person)

Councillors (In Person):

K. Davies	P. Cooper	D.C. Evans	T.M. Higgins
N. Lewis	B.D.J. Phillips	G.B. Thomas	

Councillors (Virtually):

S.M. Allen	S. Godfrey-Coles	T.A.J. Davies
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Also in attendance (In Person):

- Councillor A. Davies, Cabinet Member for Rural Affairs, Community Cohesion and Planning Policy;
- Councillor A. Vaughan Owen, Cabinet Member for Climate Change, Decarbonisation and Sustainability;
- Councillor E. Thomas, Cabinet Member for Transport, Waste and Infrastructure Services;

Also Present (In Person):

R. Griffiths, Head of Place and Sustainability;
G. Lewis, Waste Strategy & Policy Manager;
E. Evans, Principal Democratic Services Officer;
S. Rees, Simultaneous Translator;
J. Owen, Democratic Services Officer.

Also Present (Virtually):

I. Macho, Biodiversity Officer
D. G. Baxter, Grounds and Cleansing Manager

Chamber, County Hall, Carmarthen, SA31 1JP and remotely: 10:00am - 11:11am

1. APOLOGIES FOR ABSENCE

There were no apologies for absence.

2. DECLARATIONS OF PERSONAL INTEREST INCLUDING ANY PARTY WHIPS ISSUED IN RELATION TO ANY AGENDA ITEM.

There were no declarations of interest.
There were no declarations of any prohibited party whips.

3. PUBLIC QUESTIONS

The Chair advised that no public questions had been received.

4. WASTE STRATEGY UPDATE

The Committee received a report which provided a summary of the interim waste service change roll out that was implemented on 23rd January 2023.

The report, presented by the Cabinet Member for Transport, Waste and Infrastructure Services included an update on the current provision of the waste services which served approximately 91,000 households.

It was reported that since the introduction of the interim waste service change in January 2023, the delivery was delivered by way of a:

- Weekly dry recycling [blue bags] collection;
- Three weekly collections of up to three [black] bags of Non-recyclable material-Introduction of a glass collection service to 95% of properties in Carmarthenshire for glass bottles and jars to be collected from kerbside every three weeks,;
- with food waste collection continuing to be collected weekly.

Members considered the following information which was provided within the report:

- Performance figures of the interim measure;
- Post roll-out feedback
- Overview of phase two – Waste Service Change
- Governance
- Vehicles for blueprint kerbside sort collection
- Timeline and communication

The comments/observations raised were responded to as follows:-

- Concern was raised in regard to the large amount of money being spent on this in order to meet the relevant targets. The Waste Strategy & Policy Manager explained that whilst the budget allocation had been thoroughly discussed with the Welsh Government and Authority Members, there would be cost implications in not meeting the recycling targets.
- In congratulating the increase in performance of waste reused, recycled or composted it was emphasised that it was important to remain focussed.
- The Cabinet Member for Climate Change, Decarbonisation and Sustainability reported that there were big aspirations in terms of the circular economy and offered the Committee to provide more information on this. Members agreed that this would be beneficial and would be included on the Forward Work Plan as a development session.

- Reference was made to the overview of phase two of the report which stated that the operational depots at Cillefwr, Glannamman and Trostre were unable to facilitate and operate the blueprint methodology for the whole County. Concern was raised regarding the suggested closure of these sites. The Cabinet Member for Transport, Waste and Infrastructure Services stated that this was early day with the Waste Strategy & Policy Manager adding that whilst no firm decisions had been made, reassurances were provided that staff requirements would be met.

RESOLVED that the Waste Strategy Update and the progress made during the interim phase of the Waste Strategy January 2023 be noted.

5. BULKY WASTE REVIEW

The Committee received a report on the Bulky Waste Review. The report presented the review scope of the bulky waste service for preliminary consideration and comment. The Cabinet Member for Transport, Waste and Infrastructure Services stated that the aim was to maximise the reuse, repair and recycling potential of bulky waste items, promoting sustainability, reducing the service's carbon footprint and to advance the Council's Circular Economy project 'Eto' and other similar community-based initiatives.

The comments/observations raised were responded to as follows:-

- Reference was made to the bulky waste profile by items and weight table within the report. It was felt that the 69% of estimated weight was mainly attributed to cheaper furniture not being as well-made as the high end furniture causing a higher disposal rate. It was commented that more investment should be made to encourage and advise the public on how they could maintain and look after their furniture, which in turn would last longer avoiding the high rate of bulky waste.

The Cabinet Member for Climate Change, Decarbonisation and Sustainability in recognising the challenges acknowledged that there was a lot more that could be achieved.

- It was commented that large empty spaces such as Debenhams in Carmarthen, could be utilised as a repair centre and that the online Repair Directory could be enhanced to provide more information to the public on what items can be repaired where.

UNANIMOUSLY RESOLVED that:

- 5.1 The Bulky Waste Review be received;**
- 5.2 Officers note the Committee's observations on the potential options for the future Bulky Waste Collections Service during this early engagement stage.**

6. DRAFT STRATEGY FOR GRASSLAND MANAGEMENT FOR POLLINATORS

The Committee received a report which appended a draft strategy for grassland management for pollinators on the Carmarthenshire County Council estate for 2023. In presenting the report, the Cabinet Member for Climate Change, Decarbonisation and Sustainability highlighted that this Council had set out its ambition as part of the Cabinet Vision Statement to increase the biodiversity of all Council owned land, and recognise the strong interrelationship between climate change, the loss of biodiversity and human wellbeing.

It was reported that it was a good opportunity to share the draft strategy with the Committee during the early stages of its development.

Committee Members were informed that the draft strategy considered amenity grasslands, land within schools, regeneration portfolio and housing portfolio it did not however include hedges and verges or farmland.

The comments/observations raised were responded to as follows:-

- A number of comments were raised in recognising the decline in the species and it was applauded the strategy included an increase in wildflowers which in turn would make a difference in increasing bees, butterflies and other species.
- It was reported that there were sections of grass containing poppies which were cut down during a scheduled grass cut. When challenged the operator stated that this was being cut as a scheduled instruction. The Cabinet Member stated that this was an area for continuous improvement. The Head of Place and Sustainability explained that historically amenity grass was cut for aesthetic reasons, however changes were being made in consideration of the timing of the cuts to provide flowers the benefits of time to encourage seed, fauna to regenerate and the soil and nature to thrive. Through leadership and direction now is a good opportunity to change for the future. The Grounds and Cleansing Manager emphasised that that this was not the directive that was being given at this time and that a concerted effort to train staff and raise awareness would be made.
- Credit was given to all who has been involved in developing the Strategy.
- In response to a query regarding working with schools Eco-Committees, the Biodiversity Officer stated that the department often works with schools both on an individual basis, when they contact the department for advice and also with the Schools Action Group. It was reported that often, it is the pupils at the schools that are pushing for more work to be done in such areas. In addition, Town and Community Councils have done a significant amount work following successful applications of grant funding.
- The Biodiversity Officer reported that the Council had invested in a new cut and collect equipment to work towards implementing the strategy.

- The Head of Place and Sustainability highlighted that the important aspect was the collaborative work and explained the first phase of the strategy was the evidence gathering, policy setting that over the Autumn period the impact, cost and area assessments would be completed. A robust targeted engagement approach with the communities would also be a priority.
- It was asked, if there was a plan or scope to include sports clubs and other areas not just ccc owned or managed land? The Biodiversity Officer reported that the intention of the strategy is that it could be adopted by Town and Community Councils as well as Public Service Board partners. In respect of Sports clubs and associations, it was reported that the department had successfully worked with one sports association to date and that further work with sports clubs across the County was welcomed.
- In response to a query regarding Himalayan Balsam, the Biodiversity officer explained that it was listed the same as Japanese Knotweed – an invasive, non-native species and whilst it does have benefits for pollinators when in flower, it was currently one of the most rigorous spreading invasive species. Therefore, it is encouraged to pull the species up before it develops the flower to avoid the seed spread which could be deemed as an illegal action by the Wildlife and Countryside Act 1981.

UNANIMOUSLY RESOLVED that the Draft Strategy for Grassland Management for Pollinators be received.

7. REFERRAL FROM COMMUNITY, HOMES AND REGENERATION SCRUTINY COMMITTEE - JUNE 2023

The Committee considered a referral from the Community, Homes and Regeneration Scrutiny Committee which was resolved at its meeting held on 29th June 2023. The referral requested that the Place, Sustainability and Climate Change Scrutiny Committee look at the broader issue of energy efficiency and the generation of energy in relation to the historic housing stock of the County.

The Cabinet Member for Climate Change, Decarbonisation and Sustainability explained that the referral related to a review of conservation areas under the planning policy remit. Within the context of the planning policy, the Community, Homes and Regeneration Scrutiny Committee also discussed the important issue of energy efficiency measures as they related to listed buildings across Carmarthenshire.

UNANIMOUSLY RESOLVED that:

7.1 The Referral from Community, Homes and Regeneration Scrutiny Committee – June 2023 be accepted;

7.2 A report providing data and information on the energy efficiency and the generation of energy in relation to the historic housing stock of the County be added to the Committee Forward Work Plan.

8. FORTHCOMING ITEMS

The Committee received a list of forthcoming items to be considered at its next meeting to be held on the 23rd November, 2023.

UNANIMOUSLY RESOLVED that the list of forthcoming items for the Committee meeting to be held on the 23rd November 2023 be agreed.

9. TO SIGN AS A CORRECT RECORD THE MINUTES OF THE MEETING OF THE COMMITTEE HELD ON THE 21ST JULY 2023

RESOLVED that the minutes of the meeting of the Committee held on the 21st July, 2023 be signed as a correct record.

CHAIR

DATE