



Draft Corporate Strategy 2025-30

(Consultation draft, December 2024)

This item is also available in Welsh / Mae'r eitem hon ar gael yn Gymraeg hefyd

What is the Corporate Strategy?

Our Corporate Strategy sets out how we intend to deliver our key priorities over the short and medium term. It is a five-year Strategy, agreed by Council, and is reviewed and refreshed periodically to take into account emerging issues and to respond to challenges as they arise.

The Strategy is aligned with Cabinet's Programme for Administration (approved in January 2023) which sets out the political aims and aspirations for the administrative term.

The Corporate Strategy is a key element in our 'golden thread' (see page 9 for more detail). It provides the overarching framework for the development of detailed medium-term service plans, unit plans (where appropriate) and ultimately individual performance and well-being plans. In doing so, the Council establishes a clear link between organisational strategic priorities and delivery, and supports and enhances an understanding of how everyone who works for the Council makes a vital contribution to the work of the organisation as a whole.

Under the Well-being of Future Generations Act, the Council is required to produce Well-being Objectives to demonstrate the contribution the Council will make towards the national well-being goals for Wales established by Welsh Government in the Act.

Our Corporate Strategy is the vehicle through which the Council sets and expresses our Well-being Objectives. These are important in the sense that they provide a framework for all the work that we do and set the direction for how the Council intends to make a difference in improving the well-being of the people and communities in Pembrokeshire.

Vision statement

Our vision as a Council is ***working together, improving lives***. This concisely sets out what it means to work for Pembrokeshire County Council and provides our core purpose as an organisation.

Cabinet's Programme for Administration establishes a longer term vision for what we want Pembrokeshire to be like now and in the future for our communities, places and people:

- Pembrokeshire is a great place to live, work and visit
- Our young people and learners receive high quality education
- Vulnerable people receive care and support through their life cycle
- Appropriate housing is available, accessible and affordable
- Pembrokeshire is a net zero carbon County, leading the way in green and blue energy renewables
- Fewer families and households experience poverty and inequality
- Our communities are active and thriving
- We make a positive difference for future generations through the things we do today

As an organisation our work is aligned with and contributes to the delivery of the overarching Well-being Plan for Pembrokeshire, which was published by Pembrokeshire Public Services Board (PSB) in May 2023. The PSB is a strategic partnership established under the Well-being of Future Generations Act and is comprised of representatives from key organisations from the public, private and third sectors in the County.

The PSB has a collective duty to improve the economic, environmental, social and cultural well-being of people and communities in Pembrokeshire. As one of the statutory partners of the PSB, the Council has a key leadership role to play in the work of the partnership. As such, the Council is also committed to the PSB's vision for Pembrokeshire and the well-being objectives it has established to form the framework for its Well-being Plan. The PSB's vision is to:

Unlock the power and potential of Pembrokeshire's people and communities so that our people are happy, healthy and live well, our communities are kind, safe, resourceful and vibrant, our economy is green and thriving, and our environment is protected and enhanced.

The PSB's Well-being Objectives are to:

- Support growth, jobs and prosperity and enable the transition to a more sustainable and greener economy
- Work with our communities to reduce inequalities and improve well-being
- Promote and support initiatives to deliver decarbonisation, manage climate adaptation and tackle the nature emergency
- Enable safe, connected, resourceful and diverse communities

Pembrokeshire in context

Population

Total population of 125,000 in 2023 which is 3.95% of Welsh total population. This has increased by 2% since 2011, representing a lower than the average growth rate for Welsh counties over this period

The total population is projected to grow to about 128,482 by 2033 and 130,196 by 2043 (according to most recent 2018-based projections). This is a lower population growth rate other Welsh councils.

26% of the population are aged over 65, 4th highest in Wales. Only 15.5% of the population is aged 30 – 44, the 5th lowest in Wales. The median age was 48 in 2021, up from 42.9 in 2011 and higher than Wales as a whole.

Life expectancy at birth for men for 2020-22 is 78.6 years, joint 6th highest in Wales. For women, the equivalent figure is 83 years, which is also the 6th highest among local authorities in Wales.

About 2.4% of Pembrokeshire's population is 'non-white' which increases to 2.9% if people with a Gypsy, Traveller and Roma heritage are included.

Of the 120,200 Pembrokeshire residents aged three and above, 17.1% can speak Welsh. This is a 2.1% decrease on the number of Welsh speakers in 2011.

Place

Pembrokeshire covers an area of 1,618 km², and is the 5th largest county in Wales. 76 people per km², very similar to Carmarthenshire and about double the density of Ceredigion. (Population is much more evenly distributed than neighbouring authorities.)

Large number of environmental designations including a National Park (the only one designated for its coastal features), Special Areas of Conservation, SSSI's and regionally important geological and geomorphological sites. There are a large number of protected species, both flora and fauna, marine and terrestrial.

Transport and accessibility

2,600 km of roads in total and just under 2,500 km of which is maintained by the Council. 47% of roads are classified as B&C, 42% are minor roads and 11% are A roads (including trunk). It is 75km to the start of the nearest motorway.

Vehicle miles in Pembrokeshire have continued to increase since the low of 565.9 million during the pandemic in 2020. In 2023, road traffic in Pembrokeshire was around 701.6 million vehicle miles, about 96.2% of the average in the four years prior to the pandemic.

Pembrokeshire has two ports offering crossing to the Republic of Ireland. Fishguard handled 265,000 passenger movements in 2022. This was a 27.2% decrease since 2012 but a 12.8% increase since 2019 (pre-pandemic). In 2022, Port of Pembroke

handled 215,000 passenger movements, a decrease of 34.7% since 2012 and a decrease of 34.3% since 2019 (pre-pandemic).

In 2022, Milford Haven was the largest port in Wales and the third largest port in the UK (based on tonnage). It handled 38.9Mt of freight in 2022, accounting for 8.5% of the UK total. Freight tonnage at Milford Haven accounts for 72.2% (more than two thirds) of all Welsh port freight.

As of November 2024, 60% of homes and businesses in Pembrokeshire can now access full-fibre broadband which compares well with other rural authorities. This is a large increase compared to only 5% in 2019.

Economy

In 2023, there were 73.6% in employment in Pembrokeshire. This was a slight decrease on the previous year (73.7%) and lower than across Wales as a whole (74.1%)

The following are the top five sectors in Pembrokeshire based on BRES data 2023 (which focusses on employees): Accommodation and Food Service Activities (18.6%), Wholesale and Retail Trade/Repair of Motor Vehicles and Motorcycles (16.3%), Human Health and Social Work Activities (16.3%), Construction (7%), Public Administration and Defence/Compulsory Social Security (7%).

Pembrokeshire has Wales' largest power station and one of the UK's six major oil refineries. These facilities are located within the Celtic Freeport (and Swansea Bay City Deal area) and through these the Council is helping to facilitate the transition to net zero energy and secure significant inward investment such as RWE's Pembroke Net Zero Centre

The most recent Visit Pembrokeshire tourism report shows that, in 2023, the tourism industry was worth £604m per year, with 6.3m visits. This supports around 23% of the jobs in the local economy.

As of March 2024, Pembrokeshire's Claimant Count rate (which is a measure of unemployment) was 3.4% of the economically active population, slightly lower than the all-Wales rate during the same period.

As of 2024, Pembrokeshire's had a median gross weekly pay of £674.8 for full-time workers, the 13th highest of all 22 counties in Wales. This is a significant increase on the 2020 figure of £499.5. For annual pay, Pembrokeshire is ranked 15th out of 22 counties in Wales in 2024, with a median annual salary of £33,401.

In 2022/23, around 23.7% of children in Pembrokeshire were living in relative low-income families, the 6th highest rate in Wales. Pembrokeshire had the 5th highest rate of absolute child poverty in Wales in 2022/23, at 19.9%. Whilst poverty, especially relative poverty, has increased following the pandemic, Pembrokeshire's position compared with other Welsh local authorities remains largely unchanged. Child poverty rates vary considerably across Pembrokeshire.

Children and adult social services

As of October 2024, there were 96 children on the child protection register and 282 looked after children. The number of looked after children grew by 66% in the five years from March 2019 to March 2024 and has continued to increase throughout 2024-25. The number of looked after young people in residential settings, has increased to 54 young people (including Unaccompanied Asylum Seeking Children).

As of October 2024, there were around 727 adults receiving a domiciliary care service. This number has varied over time, sitting at 940 in March 2021, dropping to a low of 616 in February 2023, and then steadily increasing from January 2024 onwards. Part of this reason is an increase in the use of individual person-directed Direct Payments and the number of hours of care provided by Direct Payments now exceeds the number of hours through domiciliary care.

We have increased our capacity to directly provide residential care and now provide 36 of the 775 beds across all types of adult settings (e.g. residential, respite) across Pembrokeshire. In 2024 we opened a four bed children's residential care facility and plan to provide a further facilities.

Social care is a significant employer in the county. As at 2023 there are around 1,886 people working in Pembrokeshire in domiciliary and day care or supporting people roles in addition to around 1,020 working in residential care (including learning disability and mental health settings).

Housing and Homelessness

There were 8,903 properties for social rent in Pembrokeshire on 31 March 2024 and 5,785 were provided by the Council itself. The Council has started building new council properties, for instance 33 new homes in Johnston which were completed by July 2024.

There is significant demand for social housing. As of October 2024, there were 4,515 people on the Choice Homes @ Pembrokeshire housing waiting list. Of these, the majority were waiting for a 1 bed (2,743) or 2 bed (1,064) property.

There is currently a housing crisis in Pembrokeshire which has resulted in a sharp increase in homelessness. The number of homeless people working with the Advice Team has been slowly declining since the end of 2023, is still at historically high levels including the use of temporary accommodation such as Bed & Breakfast.

Schools

Pembrokeshire has 60 schools, including 1 special school. There are 19 schools that are Welsh Stream/Bilingual or dual stream and a further schools which is English with significant use of Welsh.

As of January 2024, there were 16,564 Full Time Equivalent pupils in Pembrokeshire schools, compared with 18,822 in 1996. We anticipate a further decline in pupil numbers over the next 10-15 years of around 12%. This is partly due to high levels of out-migration among Pembrokeshire's indigenous young adults for further/higher education, training or employment purposes.

We have some of the smallest schools in Wales, with 15 schools in Pembrokeshire containing less than 90 pupils.

14% of pupils aged 5 and over are fluent in Welsh (as assessed by their parent) a little higher than the median average for all 22 Welsh Councils, and close to the Wales average of 15%.

8.8% of pupils aged five and over are from ethnic minorities, a below the Wales average of 15% but around the median average for all 22 Welsh Councils.

The Council and its workforce

Pembrokeshire County Council has 60 elected members, who represent one of 59 wards within the County (58 wards are represented by a single member, one ward has two members). There are a large number of elected members who are not affiliated to a political party. 14 Councillors are women, an increase from 7 prior to the May 2022 elections.

There are 77 Community Councils covering all of Pembrokeshire except Caldey Island. The median average precept in 2024-25 was £11,233.20, but around a quarter have precepts of £27,300 or over. There are around 600 community councillors in Pembrokeshire. About 90% of these were elected unopposed in May 2022's elections or have been co-opted.

As of February 2024, around 6,100 people worked for the Council (excluding casual employees) across 6,519 positions; some employees have more than one job.

Around 70% of employees are female. The gender pay gap in 2023/24 was 3.4% - this means women earn 97p for every £1 that men earn when comparing median hourly pay. For 2024/25, the median average FTE salary in the Council was £23,893 (this information is published in our pay policy statement).

The median age of the Council's workforce is 49 years and the demographic profile is less diverse than Pembrokeshire as a whole. Two percent of the workforce are from a non-UK White background and only 2% of the workforce identify as being disabled, well below what might be expected.

Golden Thread

The Corporate Strategy will only be effective if it reflects Cabinet’s priorities in a coherent manner, and if organisational strategic objectives are embedded in what teams across the Council do on a day-to-day basis. This alignment between hierarchical plans and delivery across all levels of the organisation is generally known as the ‘golden thread’ and is described in more detail through our performance management framework.

At a broader level, the Council is involved in a wide range of regional planning arrangements covering several policy themes or priorities. These are becoming more common as collaboration and partnership working become more important.

Our Corporate Strategy needs to reflect both of these elements.

Performance Management Framework

The Council’s Performance Management Framework covers a broad architecture of key strategies and plans, and monitoring and reporting arrangements, which are outlined below.

Planning	
Pembrokeshire Public Service Board Well-being Plan 2023 – 2028	This Plan is based around four well-being objectives setting out how partners from key organisations in Pembrokeshire across the public, private and third sector will improve well-being in the County by working collaboratively through what is known as the Public Services Board (PSB). The Council is a statutory partner of the PSB. The Well-being Plan is currently going through the final stages of approval and is expected to be published in May 2023. Our Corporate Strategy must take account of the PSB’s four well-being objectives set out in its Well-being Plan.
Programme for Administration 2022 – 2027	This document provides the political direction for the Council until the next set of elections in May 2027. It was agreed at Cabinet in January 2023.
Corporate Strategy 2025 - 2030	This document. Through the well-being objectives set out in the Strategy or within specific sections this will establish links to other key medium-term plans – such as the Medium Term Financial Plan (agreed as part of the budget), as well as other key documents such as the Council’s Workforce Plan, Asset Management Plan, and Procurement Strategy.
Medium Term Service Plans (4 year period, reviewed annually)	These are produced by individual services and designed to drive improvement and to plan and prepare for future scenarios in line with the priorities in this Strategy. Plans are not routinely published but may be scrutinised by an appropriate Overview and Scrutiny Committee. Plans are signed off by the Senior Leadership Team and are monitored. MTSPs link to the budget planning process

	and are integral to identifying how Council's priorities can be met whilst balancing the budget over the medium term.
Unit Plans (where produced)	Unit or team plans may be produced to support Medium Term Service Plans, particularly for Heads of Services with wide service areas.
Individual performance and wellbeing plans (annual, reviewed frequently)	This is the mechanism for individual performance appraisal. All employees are required to undertake appraisals, including senior officers.
Monitoring/reporting	
Corporate Scorecard	This is a range of performance measures, agreed by Cabinet and the Senior Leadership Team, and designed to provide a broad understanding of organisational health. These are monitored quarterly by Cabinet and the Senior Leadership Team, and by Corporate Overview and Scrutiny Committee on a periodic basis.
Annual self-assessment	Under the Local Government and Elections (Wales) Act 2021, the Council has a duty to report annually on performance through a process of self-assessment. In effect, this means reporting on what has been delivered over the previous 12 months (both for well-being objectives and governance) and identifying improvement actions for the following year.
Panel Performance Assessment (PPA)	Also a requirement under the Local Government and Elections Act, the Council is required to appoint an external panel of peers to review the extent to which the Council is meeting its performance duties once each electoral cycle. The Council's first PPA is scheduled for October 2025.
Overview and Scrutiny Committees	The Council's five Overview and Scrutiny Committees have within their remits a role in overseeing relevant plans, strategies and performance reporting / monitoring.
Annual Governance Statement	The Council has responsibility for conducting a review of the effectiveness of its governance framework, including the system of internal control, on an annual basis. The outcome of the review is an Annual Governance Statement reported to the Governance and Audit Committee for review, and to full Council for approval.

The wider planning context – regional and collaborative working

Our Corporate Strategy sits within the context of a broader set of plans that are particularly relevant for place shaping, and policy areas such as economic development, transport and land use where we need to collaborate with other local authorities. The South West Wales area is the default footprint for achieving this. The Wales-wide plan [Future Wales – the National Plan 2040](#) (which is at the top of the hierarchy of plans used for land-use planning) contains a regional strategic diagram that sets out the key opportunities for the South West Wales region.



The South West Wales Corporate Joint Committee (SWWCJC) exists to simplify and improve regional planning and collaboration across Pembrokeshire, Carmarthenshire, Neath Port Talbot and Swansea. Pembrokeshire County Council forms part of its membership. It has recently agreed its [Corporate Plan](#).

The SWWCJC is required to produce a range of other plans as outlined below:

- 1 To collaboratively deliver the Regional Economic Delivery Plan and Regional Energy Strategy thereby improving the (decarbonised) economic well-being of South West Wales for our future generations.

The plans referred to in the SWWCJC draft Plan have already been endorsed:

- [South West Wales Economic Delivery Plan](#) (September 2021)
 - South West Wales Energy Strategy (March 2022). [Click here](#) for a 1 page summary.
- 2 To produce a Regional Transport Plan for South West Wales that is founded on collaboration and enables the delivery of a transport system which is good for our future generations of people and communities, good for our environment and good for our economy and places. This plan replaces local transport plans. Once agreed, the regional plan will be reviewed on an annual basis with a more fundamental review around 2028.

- 3 To produce a sound, deliverable, co-ordinated and locally distinctive Strategic Development Plan for South West Wales, which is founded on stakeholder engagement and collaboration and which clearly sets out the scale and location of future growth for our future generations. Once agreed, this plan will sit between Wales-wide national planning frameworks and County Council/National Park Local Development Plans. Its approval process will mirror that of Local Development Plans and it is anticipated that it will be adopted by 2030.

As well as the SWWCJC, other regional bodies influence how we collaborate with neighbouring authorities. These bodies can use slightly different regional footprints.

Covering the same geographic area as Hywel Dda University Health Board, the [West Wales Care Partnership](#) oversees the continued integration of health and social care. Its [Population Needs Assessment](#) is part of the evidence base for this plan. Its West Wales Market Stability report underpins our actions to strengthen the independent care sector.

Covering Pembrokeshire, Carmarthenshire and Swansea, [Partneriaeth](#) strives to deliver a consistent school improvement service, focused on challenge and support strategies that improve teaching and learning.

Long term trends

Welsh Government guidance for setting well-being objectives states the Corporate Strategy should make reference to the most recent version of its [Future Trends Report](#) (and its [Evidence Pack](#)). This report is based around four mega trends (people and population, planetary health and limits, inequalities, and technology) that can impact both positively and negatively on the well-being of future generations. The report also has insight on the trends covering public finances and public sector demand and digital. Also of interest is [The State of Natural Resources Report](#) (produced by Natural Resources Wales) which contains the assessment of Wales' sustainable management of natural resources, including Wales' global impact.

Key documents have not been updated since last Corporate Strategy. We have looked to other good quality peer reviewed sources such as the MoD's [Global Strategic Trends](#) to update this section. This source emphasises the potential for global competition and conflict, combined with growing inequality to de-stabilise societies.

Any projection or forecast always comes with a 'health warning' – and can only represent best estimates at the point of writing. Some of the information in the Future Trends report is available for Counties though there is much greater uncertainty for these figures.

Population

- Whilst the global population is still projected to grow by 1.5 billion to 9.6 billion by 2050, Wales' population, in common with much of Western Europe is predicted to grow comparatively slowly, with growth concentrated in south Wales. Migration remains one of the most difficult factors to predict and without migration, Wales' population is likely to fall.
- Wales' population is projected to increase by 5.8% from 3.11 million to 3.29 million, a 5.8% increase compared to 7.9% for England over the same period.
- Despite low population growth, the number of households, particularly single households is projected to grow across Wales (in the case of single households from 440,000 in 2020 to around 525,000 by 2043). This will fuel growth for new housing, though there is a lot of uncertainty around numbers.
- While estimates vary due to the impact of the COVID-19 pandemic, life expectancy increases in Wales looked set to continue, although the rate of increase has slowed over the past decade. The most recent data for healthy life expectancy and disability-free life expectancy show that both have dropped in Wales following the COVID pandemic, particularly for women. The combination of these two factors has the potential to drive continued demand for social care.
- The prevalence of chronic disease is projected to increase. Dementia prevalence is expected to increase from 7% in 2019 to 9% in 2040, fuelling growth for complex social care.
- In 2019, the number of Welsh speakers was expected to increase, with projections of the number of Welsh speakers by 2050 varying considerably. Data from the 2021 Census suggest that the number of Welsh speakers is lower than previously projected.

- The most recent population projections for Pembrokeshire are based on 2018 estimates. It is clear that these over-estimated Pembrokeshire's usual resident population. Updated projections will be published on 28 January 2025.

<https://www.ons.gov.uk/releases/nationalpopulationprojections2021based>

Inequalities and equality of opportunity

- Globally, up until the COVID pandemic extreme poverty (people living on less than \$1.90 a day in 2011 prices) declined compared to the previous three decades. However, since 2020 extreme poverty has increased. As poorer countries become richer, inequality at the global scale is also decreasing.
- Skills levels, as measured by the Annual Population Survey do not allow long term comparisons. The most recent figures show that skills levels in Wales are increasing; sample error means that the trend in Pembrokeshire is not certain.
- Whilst rates of unemployment (up until the pandemic) were tending to fall across Wales, the rate of poverty in households where **all** adults are in work has continued to increase, indicating that being in employment alone is not enough to take someone out of poverty in Wales. In relative terms, rates of child poverty in Pembrokeshire have increased and are now amongst the highest or the highest in Wales. This is also in the context of an increasing rate of relative income poverty for children living in homes where all adults are in work over recent years.
- Median gross weekly earnings for full-time adults working in Wales were £674.5 in April 2024. This was 92.6% of the average for the UK (£728.3). Median gross weekly earnings in Wales were the eighth highest amongst the 12 UK countries and English regions.

Planetary health and limits

- By 2050 in Wales it is predicted that the summer average temperatures will increase by 1.34 °C. Winter precipitation is expected to rise by 5 per cent in the same period while summer precipitation will decrease by 16 per cent and rises in sea levels are expected across the country.
- Climate change and extreme weather can exacerbate health and wellbeing inequalities. There is also a risk that responses to climate change can place disproportionate burdens on people and communities who are already vulnerable. For instance, the risks of heat-related deaths are projected to triple by the 2050s in the absence of additional adaptation, and disadvantaged groups are currently more likely to live in buildings that are poorly adapted to high temperature conditions.
- Estimates show that from 2020 emissions need to decline by 7.6 per cent every year from 2020 to 2030 or the opportunity to limit warming to 1.5°C will be lost. However, global greenhouse gas emissions have grown every year since the financial crisis in 2009, at a rate of 1.5 per cent annually. Against this global backdrop, Wales has decarbonised a little more slowly than the UK, but has still seen a reduction of around 40% since 2008. The single largest contribution to this drop is carbon reduction in the energy supply sector.

- There is a great deal of evidence pointing to a decline in species across groups in all parts of the world and this trend is happening across Wales. The UN predicts that one in eight species on the planet will be extinct within 20 years.
- There is evidence that emissions from global food production systems are driving biodiversity loss and reducing ecosystem resilience. For instance, nitrogen pollution is leading to the loss of sensitive species. One source of this pollution is ammonia which originates mainly from agricultural sources.
- Climate change is likely to negatively impact on global food production with nearly half of projections indicating yield decreases greater than 10 per cent beyond 2050. In Wales, as with the rest of the UK, we are reliant on food imports from other countries, and often these are from countries vulnerable to the impacts of climate change on food production.

Technological evolution

- Just as it did so in the past, technological evolution is expected to continue to pave the way in defining how modern societies and economies will interact and develop into the future.
- The percentage of internet non-users has declined over time in Wales and the rest of the UK. However, there is evidence that a digital divide remains between those who have access to information and communications technology and those who do not. For instance, there is evidence that the proportion of people aged over 75 are still less likely to use the internet than younger age groups.
- Following the pandemic, there was a trend towards more flexible and home working though the most recent data suggests this trend has peaked with very little growth in the number of flexible job opportunities advertised. The ability to work from home – or closer to home – is heavily dependent on industry and occupation, with those in low-paid work often severely limited in their options for working flexibly.

Public Finances

The Future Trends report was written during the pandemic, and of the report's six dimensions, public finances is the one where the timing of the work had the most impact on accuracy. The Evidence Pack references the [Chief Economist's Report and Fiscal Prospects](#) as a source of information for future reference and the 2023 edition is referenced below. However, this was undertaken before the 2024 General Election and the most recent UK Government budget. The Fiscal prospects section is summarised below:

- The OBR has noted that the UK's fiscal position has improved, mainly driven by higher-than-expected inflation boosting tax revenues which were used to fund tax cuts. Over the longer term, the value of the new tax reductions is almost equal to the additional unfunded pressure on public services from inflation.
- Beyond the current spending review period, day to day spending is projected to increase only very modestly in real terms and capital spending is fixed in cash terms. The result is a squeeze in public spending.

- The OBR has also judged that the UK fiscal position is unsustainable over the longer term. Pressures include the effects of an aging population, those arising from global security threats and the costs to the public sector of both the transition to net zero and adaptation to a changing climate.
- How England funds its demographic pressures will impact on the resources available to Wales meet these demographic pressures (sometimes referred to as a Barnett formula consequential).
- The devolved taxes are expected to continue making a positive contribution to Welsh Government finances.
- The large gap between total public sector revenue and expenditure for Wales represents a major transfer to Welsh people through the UK fiscal system. This transfer is the main reason for the gap between measures of household income and GDP in Wales and represents a key risk to Welsh living standards.

Public sector demand and digital

- The key driving force creating increased demand is population change; the number of people above pensionable age is growing faster than the number of working age people. Across the UK it is predicted that expenditure on health will grow from 7.3% to 8.3% of GDP by 2064/65.
- There is likely to be a growth in artificial intelligence across a wide range of applications. Low skilled jobs are at much greater risk of being substituted by AI technologies or greater automation as well as the risk of potential bias creeping into the application of machine based learning, therefore raising ethical issues.
- In future it is likely that there will be a significant growth in the amount of data generated alongside the economic value of data. Technical advances in computing are also possible, creating much more powerful computers and allowing faster and more complex calculations.
- Equality of access to IT and to the internet will become ever more important, and those who do have access being placed at an increasing disadvantage.
- The number of people who use the telephone to contact the council has declined a little in the past two years. Alongside this, there has been a substantial reduction in the number of customers contacting the council face-to-face as well as the use of notes and coins to pay for services.

Our Well-being Objectives for 2025-2030

Our Well-being Objectives for 2025-2030 are:

Our Future - enabling the best start in life for our children and young people, equipping them with skills for the future

Our Place - prosperous places, with clean, safe and sustainable environments, where people can live well and thrive

Our Communities - caring for people, and enabling active, resourceful and connected communities

Our Council - a financially sustainable, well-governed Council, with a workforce equipped to support the people we serve

The first three are outward looking, focussed on how the Council will improve the well-being of people and communities in Pembrokeshire and on the contribution we will make towards the national well-being goals for Wales.

The fourth is focussed internally on what the Council needs to improve and strengthen. This Well-being Objective will underpin and enable the effective delivery of all of our work and is a prerequisite to delivering the three other Well-being Objectives. It supports delivery of all seven [national well-being goals](#) but does not directly relate to them.

The following sections outline the Well-being Objectives in more detail. In particular it sets out the headline priorities which underpin the delivery of each of our Well-being Objectives and how these objectives reflect and align with the political priorities set out in Cabinet's current Programme for the Administration.

Our Future

Enabling the best start in life for our children and young people, equipping them with skills for the future

Why is this important?

Pembrokeshire's future belongs to, and relies on, our children and young people. We want to create the conditions which support and enable this cohort to grow, learn and to maximise their potential, as well as developing the skills which will be critical to the future sustainability of Pembrokeshire.

What will we do to achieve this?

- Develop a single pathway to coordinate a whole systems approach working across the maternity and early years 0 to 7 services
- Strengthen approaches to early intervention and prevention
- Lead and support the delivery of the Public Services Board's Poverty Strategy
- Embed the Early Years Strategy into working practices with partner agencies to improve outcomes for children and families
- Re-design the front-of-house process in Child Care Assessment Team
- Improve the recruitment and retention of foster carers
- Continue to create high expectations in improving standards for all pupils, including a strong focus on the most disadvantaged
- Complete our agreed Sustainable Communities for Learning Programme and develop the case for the rationalisation of schools
- Continue our successful strategies to improve school leadership
- Improve the use of data and school information to monitor and evaluate schools
- Continue to develop processes which strengthen approaches to Additional Learning Needs and Elective Home Education
- Implement actions to improve whole-school approaches to mental health and well-being
- Support young people's life chances through gaining the critical vocational skills and qualifications which enable them to progress into work and further learning, and which likely fit Pembrokeshire future economic opportunities

How will we know?

Quantitative data from our Corporate Scorecard relating to

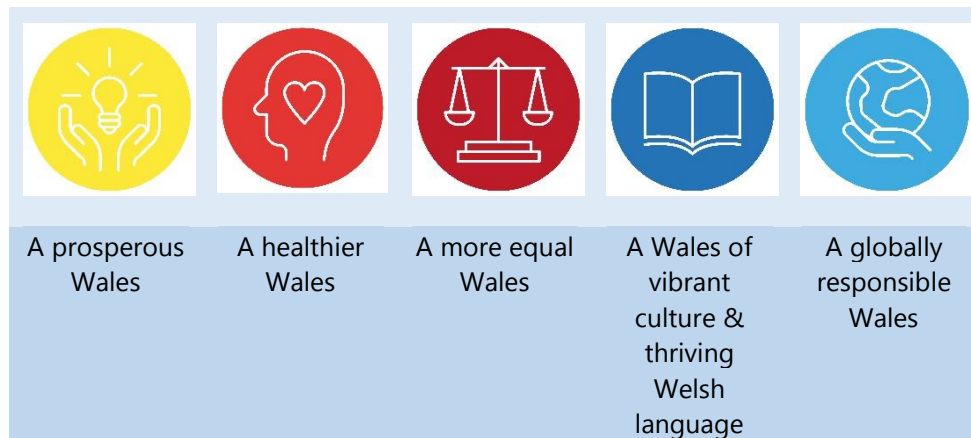
Looked After Children
Referrals to CCAT
Children on the Child Protection Register
Foster carers

Pupil attainment levels
School attendance (primary and secondary)
Exclusions

Qualitative sources

Flying Start programme outcomes
Poverty Strategy outcomes
Sustainable Communities for Learning programme outcomes
Collaboration with Pembrokeshire College
Regional Learning and Skills Partnerships outcomes

Contribution to the National Well-being Goals



Our Place

*Prosperous places with clean, safe and sustainable environments,
where people can live well and thrive*

Why is this important?

People want to live in places which are clean and safe. Pembrokeshire is one of the most beautiful places to live in the country and we have a duty to protect and enhance it for both present and future generations. Our economy is also changing, and with it presents the opportunity to promote growth and prosperity for our residents.

What will we do to achieve this?

- Take advantage of the once in a generation opportunity provided by the Celtic Freeport and Swansea Bay City Deal, and place Pembrokeshire at the centre of the green and blue energy revolution
- Re-invent Pembrokeshire towns to create lively, vibrant and thriving places through the delivery of regeneration projects
- Maximise inward investment opportunities and develop our strategic employment sites across the County to support key sectors
- Continue to deliver improvements in recycling and reuse to meet requirements relating to “Towards Zero Waste” and “Beyond Recycling”
- Promote and support initiatives to deliver decarbonisation, manage climate adaptation and tackle the nature emergency, including delivery of the Council’s Net Zero-carbon action plan
- Continued focus on improvements to the public realm and tackling environmental crime
- Deliver coastal and fluvial adaptation schemes to mitigate the impact of flooding
- Increase the supply of affordable homes
- Improve the quality and sustainability of the Council’s housing stock and bring empty properties back into use
- Deliver a new Local Development Plan which enables and embeds our vision for Pembrokeshire’s future state
- Develop and deliver a new Regional Transport Plan through collaborative partnership arrangements

- Support safe living and working environments through the effective delivery of public protection services
- Deliver a new Destination Management Plan and work with stakeholders to develop proposals to introduce a visitor levy

How will we know?








Quantitative data from our Corporate Scorecard relating to

Waste and recycling rates
 Clean environment (littering, dog fouling, fly-tipping etc.)
 Choice Homes waiting list
 Affordable homes built
 Disabled Facility Grants

Qualitative sources

Delivery of Celtic Freeport projects and associated outcomes
 Delivery of regeneration capital projects and associated outcomes
 Adoption of LDP and supplementary planning guidance
 Delivery of the Council's Net Zero action plan

Contribution to the National Well-being Goals

						
A prosperous Wales	A resilient Wales	A healthier Wales	A more equal Wales	A Wales of cohesive communities	A Wales of vibrant culture & thriving Welsh language	A globally responsible Wales

Our Communities

Caring for people, and enabling active, resourceful and connected communities

Why is this important?

We want to support people to live independently in their own homes and communities. We will continue to build strong partnership arrangements across the Council, Health and third sector to enable this. Our mission is for communities to have the capacity and networks to support themselves as much as possible and our role is to enable and facilitate this.

What will we do to achieve this?

- Continue to embed the work of the Pembrokeshire Social Services Improvement Board to ensure oversight and support on our journey to a sustainable footing
- Redesign the front-of-house process for accessing adult social care through service reconfiguration
- Implement processes which identify other opportunities for service efficiencies through utilisation of the Vanguard methodology
- Continued modernisation of day opportunities and building on our approach to social enterprises
- Continue to strengthen and embed our approach to adult safeguarding
- Review provision of in-house reablement and domiciliary care services and ensure they are fit for purpose
- Future proof the adult mental health services workforce
- Strengthen communities through a range of initiatives such as the community hub and community connectors targeted at prevention and early intervention
- Embed strategies to prevent and alleviate homelessness
- Demonstrate place leadership at PSB level which will include leading on the delivery of the Strengthening Communities priority in the PSB's Well-being Plan
- Ongoing delivery of cultural projects which strengthen connections with language, well-being and place (*cynefin*)
- Support and promote the use of Welsh as a first language, including implementing the Welsh in Education Strategic Plan and hosting the National Eisteddfod in 2026

How will we know?

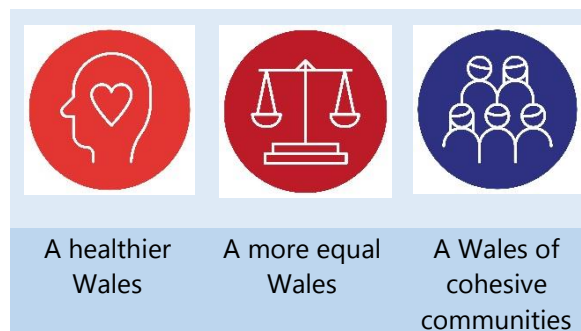
Quantitative data from our Corporate Scorecard relating to

Assessments of need
Carers' assessments
Safeguarding referrals
Domiciliary care
Residential care
Homelessness rates
Rough sleepers
Volunteering rates
Welsh speakers

Qualitative sources

Delivery of PSB's Strengthening Communities project
Eisteddfod 2026
Delivery of Welsh in Education Strategic Plan
Director of Social Services Annual Report

Contribution to the National Well-being Goals



Our Council

A financially sustainable, well-governed council, with a workforce equipped to support the people we serve

Why is this important?

The Council faces unprecedented financial challenges. There are many reasons for this but the important thing is to ensure that we take action to ensure the Council, and the services we provide, are sustainable now and in the future. To support this, it is crucial that the decisions the Council takes are evidence-based and reflect the wishes of our residents. We also need to adapt our workforce to ensure it is fit to meet these historic challenges.

What will we do to achieve this?

- Set a balanced budget in view of the financial challenges facing the Council, with full engagement of all stakeholders, and in the context of a sustainable Medium Term Financial Plan
- Meet our Council Tax and Housing Rent collection targets, and reduce arrears in regards to both
- Ensure the improvements implemented through the Corporate Governance Improvement Plan are embedded within the organisation at both elected member and officer level
- Strengthening the oversight and engagement of non-executive members through effective scrutiny
- Strengthen and embed our Integrated Impact Assessment and Consultation processes
- Deliver our Participation Strategy and ensure residents have a voice in shaping the future state of the Council and are able to get involved in or influence the democratic process
- Deliver our Future Workforce plan and address challenges relating to recruitment and retention
- Ongoing delivery of strategies which support employee health and mental well-being
- Ensure our corporate and service planning processes reflect our challenges, and enable proper planning, delivery and monitoring of our objectives over the medium term
- Ensure organisational and directorate risks (threats and opportunities) are identified, managed and mitigated effectively

How will we know?

Quantitative data from our Corporate Scorecard relating to

HR absence
Council Tax / Housing Rent collection rates and arrears

Qualitative sources

Budget setting process
Medium Term Financial Plan
Statement of Accounts
Corporate Governance and Improvement Plan
Annual Governance Statement
Overview and Scrutiny annual report
Digital Strategy
Delivery of Participation Strategy
Self-assessment report
Elections data in 2027 (e.g. contested seats)

Cabinet's Programme for the Administration mission statements

Place and the Region

1a - Amplify Pembrokeshire's comparative advantage in energy to catalyse a green energy investment revolution while also supporting and developing the other foundational tenants of the local economy, agriculture and tourism.

1b - Ensure Pembrokeshire remains a fantastic place to visit, live and work with vibrant urban centres, country leading digital connectivity and a world class leisure offer.

Climate Change

2a - Meet our 2030 target of being a net zero carbon Council, and work towards decarbonising the transport system over the longer term.

2b - Take an innovative approach to protecting and promoting our environment and our capacity to adapt to climate change.

Education

3 - We will make Pembrokeshire a great place to live, learn and grow.

Social Care

4 - Support people with appropriate care and support to live in their own homes and communities, focusing on prevention and ensuring vulnerable people are safe.

Housing

5 - Be innovative in dealing with the housing challenges we face by ensuring the people of Pembrokeshire have access to a suitable home which is of a high standard, affordable and improves their quality of life.

Planning

6 - Shape and enhance the environment of Pembrokeshire, and play a critical role in delivering housing, sustaining and attracting businesses, balancing the impacts of developments on communities and contributing to the Council's response to the climate and nature emergencies.

Residents' Services

7 - Focus our resources on delivering 'brilliant basics' – core services such as highways, waste and recycling, public protection and leisure and culture – that contribute to the quality of life for communities, ensuring residents live in neighbourhoods that are clean, green, safe and active.

Finance

8 - Work innovatively and prudentially to deliver the Programme for Administration within available financial resources, quality and timescale constraints.

Corporate Improvement

9a - Provide strong leadership and governance to facilitate the delivery of Pembrokeshire's priorities, both in the short and long term, particularly around governance; customer focus; people and organisational culture; and digital, data and technology.

9b - Underpinned by continuing to develop our communications, building great relationships with stakeholders, and providing strong leadership, both political and managerial.

Communities

10 - Support Pembrokeshire's communities, maintaining positive relationships with them to help to build active, resourceful, connected, sustainable, and creative communities.

Programme for the Administration mission statements and Well-being Objectives relationship matrix

	Enabling the best start in life for children and young people, equipping them with skills for the future	Prosperous places with clean, safe and sustainable environments, where people can live well and thrive	Caring for people, and enabling active, resourceful and connected communities	A financially sustainable, well-governed council, with a workforce equipped to support the people we serve
Place and the Region		1a, 1b		
Climate change		2a, 2b		
Education	3			
Social care	4		4	
Housing		5		
Planning		6		
Residents' Services		7		
Finance				8
Corporate Improvement				9a, 9b
Communities			10	

Funding into the medium term

The draft Medium Term Financial Plan 2025-26 to 2028-29 was presented to Cabinet at its 2 December 2024 meeting. The final 2025-26 to 2028-29 Plan will be agreed by Council at its 20 February 2025 meeting.

At the time of writing the draft version of this report for consultation, it is highly likely the figures below will change, as the local government funding settlement from Welsh Government becomes clearer. For an up to date budget position during the consultation period, please refer to the Cabinet papers on 13 January 2025 meeting <https://mgenglish.pembrokeshire.gov.uk/ieListMeetings.aspx?CommitteeId=281&LLL=0>.

A projected funding gap of between £45.6m (best case) and £82.0m (worst case) for 2025-26 to 2028-29 has been assessed having regard to the re-pricing of the base budget – estimating future AEF and Council Tax base changes, potential pay and non-pay inflation rates and potential future demand. For the purposes of this report the ‘most likely’ budget assumptions of a £64.0m projected funding gap over the term of the MTFP are shown. The assumptions and estimates are reviewed and revised on an ongoing basis, so the projected funding gaps will change.

The immediate impact/cumulative impact of the projected funding gap on the Council and its services will be significant, definitely the most significant in the history of the Council (e.g. reduced level or quality of service provision or cessation in the worst case scenario) but as in previous years, the key challenge will be to protect those services which impact upon the most vulnerable in our communities.

The following table summarises how the most likely budget scenario of £64.0m will play out over next year and the following three years. A combination of budget savings, additional income from a Council Tax ‘Band D’ increase, continued use of the Second Homes Council Tax Premium or the potential use of reserves will be required to bridge the projected funding gaps identified for the MTFP.

Budget Assumptions (most likely scenario)	2025-26 £m	2026-27 £m	2027-28 £m	2028-29 £m
Individual School Budgets	6.1	4.5	3.5	4.3
Social Care	25	11.2	10.9	10.6
Other Services	2.9	2.9	2.8	2.7
Other	8.5	2.1	1.2	0.1
TOTAL 2025-26 SERVICE PRESSURES (most likely scenario)	42.5	20.7	18.4	17.7
2025-26 Funding Assumptions:				
	£'m	£'m	£'m	£'m
AEF Funding:				
AEF base adjustment	1.2	0	0	0
2024-25 Teachers' Pay Award transferred into base	-0.9	0	0	0
2024-25 Increase in Teachers' Pension Employers' Contribution transferred into base	-3	0	0	0

<i>AEF Increase % (real term)</i>				
AEF Increase £	-4.4	-9	-9.4	-9.8
TOTAL INCREASE IN AEF FUNDING (above 2024-25)	-7.1	-9	-9.4	-9.8
NI Employers Direct salary cost (assumed fully funded)	-4.9	0	0	0
<i>less</i> One-off use of Reserve to fund budget in previous year*	1.5	1.3	0	0
<i>less</i> Second Homes Council Tax Premium base adjustment	2.3	0	0	0
Council Tax base adjustment	-0.2	0	0	0
SUBTOTAL OF ABOVE ADJUSTMENTS	-1.3	1.3	0	0
PROJECTED FUNDING GAP	34.1	13	9	7.9
CUMULATIVE PROJECTED FUNDING GAP	64			