

Household Support Fund

LGA Research

Research Report

June to July 2024



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Summary

Background

From June to July 2024, the Local Government Association (LGA) conducted an online survey of single-tier and county councils to identify the impact that is likely to result from the Government's plan not to extend the Household Support Fund beyond September 2024. A total of 82 respondents were received from individual local authorities, resulting in a response rate of 54 per cent.

Key findings

- Three quarters of respondents (76 per cent) said their local authority had a local welfare assistance scheme (or something similar) in addition to the Household Support Fund.
- Over four fifths of respondents (84 per cent) expect demand for welfare assistance support to increase over the winter months.
- The vast majority of respondents (94 per cent) supported the continuation of the Household Support Fund to a great or moderate extent, including 82 per cent who support the continuation to a great extent.
- Almost three fifths of respondents (59 per cent) said they would not provide any additional funding for local welfare assistance if the Household Support Fund came to an end after September of this year, whilst just 1 per cent of respondents said their authority would be able to match the lost funding.
- Just over two thirds of respondents (67 per cent) reported that local welfare funding would decrease if Household Support Fund was withdrawn.
- Regarding advice services, just under half of respondents (46 per cent) reported that their advice services would continue as normal, or see no change, whilst a similar proportion (43 per cent) reported there would be a decrease in the level of provision of advice services.

- Between September 2024 and March 2025, over half of all respondents (55 per cent) would like the fund to continue with the current arrangements, whilst 38 per cent would like it to continue with different arrangements.
- Beyond March 2025, over three quarters of respondents (76 per cent) believe that a successor scheme should be implemented to replace the Household Support Fund.
- The most common requests for a potential successor scheme were longerterm funding settlements, a focus on crisis prevention and reducing dependency, and greater flexibility for authorities to decide how the funding is spent.

Introduction

From June to July 2024, the LGA conducted an online survey of county councils, unitary authorities, metropolitan districts, and London boroughs regarding the impact that is likely to result from the Government's plan not to extend the Household Support Fund (HSF) beyond September 2024. The LGA conducted a similar survey in January 2024, in response to the plan not to extend the fund beyond March 2024. The fund was extended by the Department for Work and Pensions (DWP) until the end of September 2024. This survey therefore gathered the views of respondents with regard to the demand for the fund post-September 2024, the impact of its potential cessation on local welfare provision and the impact of the current uncertainty around the future of the fund.

Methodology

The online survey was open between 17 June and 5 July 2024 and sent to the Heads of Revenues and Benefits in all unitary authorities, county councils, metropolitan districts, and London boroughs in England by the LGA's Research and Information team. The survey was also made available to members of a cost-of-living support network as an open link.

A total of 82 responses were received from individual local authorities, resulting in a response rate of 54 per cent. Whilst these respondents may not be fully representative of all Heads of Revenues and Benefits, this level of response means that the results are likely to provide a good indication of the position of the sector more widely.

Table 1 shows the response rate by council type, demonstrating that county councils had the highest level of response, with around two thirds responding (67 per cent), whilst unitary authorities had the lowest level of response, with just under half (48 per cent) responding to the survey.

Table 1: Response rate by type of council

Type of council	Number of questionnaires	Number of responses	Response rate
County	21	14	67%
London borough	33	19	58%
Metropolitan district	36	19	53%
Unitary	63	30	48%
Total	153	82	54%

Table 2 shows the response rate by region. Authorities in the West Midlands showed the highest level of engagement with the survey, with a response rate of 64 per cent, followed by Yorkshire and the Humber, with a response rate of 60 per cent, and London, at 58 per cent. The North East displayed the lowest level of response, at 42 per cent, closely followed by the Eastern region, at 45 per cent.

Table 2: Response rate by region

Region	Number of questionnaires	Number of responses	Response rate
Eastern	11	5	45%
East Midlands	10	5	50%
London	33	19	58%
North East	12	5	42%
North West	24	13	54%
South East	19	9	47%
South West	15	8	53%
West Midlands	14	9	64%
Yorkshire and Humber	15	9	60%
Total	153	82	54%

The responses to this survey have been weighted to be better representative of all single-tier and county councils in England.

In addition, the following should be considered when interpreting the findings of this survey:

- The number provided for the base for tables and figures refers to the **unweighted** number of respondents who answered each question.
- Throughout the report, percentages may not appear to add up to exactly 100 per cent due to rounding. Percentages are rounded to the nearest whole per cent.

Household Support Fund

This section contains analysis of the full results from the survey.

Financial hardship

Respondents were asked whether or not their authority had a local welfare scheme (or something similar) in addition to the Household Support Fund. Around two thirds of respondents (65 per cent) reported that they did have a local welfare scheme in addition to the fund, whilst a further 11 per cent of respondents reported that they had something similar in place. When prompted to detail what this similar scheme was, respondents gave a range of answers, including a Crisis Fund, Essential Living Fund, Community Care Grant, and Emergency Local Assistance Fund. A few respondents noted that their similar welfare schemes were funded by HSF, or were very limited in comparison to HSF.

Just over one fifth of respondent councils (22 per cent) did not have an additional welfare scheme in place, whilst 2 per cent of respondents were unsure. The full results for this question are shown in Table 3.

Table 3: Does your council have a local welfare scheme (or something similar)in addition to the Household Support Fund?

	Per cent
Yes, or yes – something similar	76%
Yes	65%
Yes – something similar	11%
No	22%
Don't know	2%

Base: all respondents (82).

Respondents were then asked how they expect demand for support to change over the winter months. The majority of respondents (84 per cent) reported that they expect demand for support to increase over the winter months, whilst 10 per cent of respondents reported that they expect demand to remain about the same. Three per cent of respondents expected demand for support to decrease over the winter months, whilst 4 per cent of respondents were unsure how demand would change. The full results for this question are shown in Table 4.

Table 4: How do you expect demand for support to change over the winter months?

	Per cent
Expect demand to increase	84%
Expect demand to remain about the same	10%
Expect demand to decrease	3%
Don't know	4%

Base: all respondents (82).

Support for a continuation of the fund

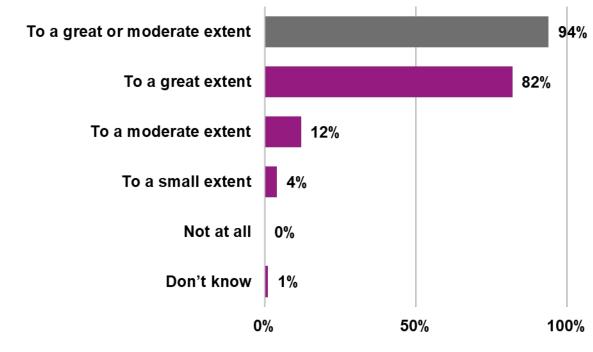
Respondents were then asked the extent to which their council would support a continuation of the Household Support Fund (or an equivalent), beyond September 2024. The vast majority of respondents (94 per cent) reported that their council would support this to a great or moderate extent, including 82 per cent who would support this to a great extent. Four per cent of respondents reported that their council would support this to a small extent, whilst no respondents reported that their council would not support this at all. One per cent of respondents were unsure whether or not their council would support a continuation of the fund, or an equivalent. The full results for this question are shown in Table 5 and Figure 1.

Table 5: To what extent, if at all, would your council support a continuation ofthe Household Support Fund (or an equivalent) beyond September 2024?

	Per cent
To a great or moderate extent	94%
To a great extent	82%
To a moderate extent	12%
To a small extent	4%
Not at all	0%
Don't know	1%

Base: all respondents (82).

Figure 1: To what extent, if at all, would your council support a continuation of the Household Support Fund (or an equivalent) beyond September 2024?



Base: all respondents (82).

Impact on local welfare offer

Respondents were then asked how the local welfare offer their council provides would be affected if the Household Support Fund were to come to an end without any replacement funding from central government after the end of September 2024. As Table 6 shows, just 1 per cent of respondents reported that their authority would continue to provide the same level of support to match the Household Support Fund grant from local authority funds if the central government funding were to come to an end, whilst 9 per cent reported that their authority would provide additional discretionary funding to replace some of the lost funding.

Nearly three-fifths of respondents (59 per cent) reported that they would provide no additional funding to replace the lost funding, whilst a further 11 per cent reported that alongside this lost funding, they would also be reducing their own discretionary funding for local welfare schemes due to financial pressures. One per cent of respondents were unsure what the impact would be on their local welfare offer, whilst 15 per cent of respondents specified "other" impacts. Many of these comments expressed a commitment to provide support for "as long as possible", until local funds have run out, alongside an acknowledgement that without the Household Support Fund, the local welfare offer would be much reduced. One authority reported that their foodbank's school holiday lunchtime support would cease due to the withdrawal of the fund, whilst a county council explained that their local welfare offer was delivered by the area's district councils.

Table 6: If the Household Support Fund were to come to an end without anyreplacement funding from central government after 30 September 2024, howwould this affect the local welfare offer you provide?

	Per cent
We will continue to provide the same level of support by using local authority funds to match the previous Household Support Fund grant for 2023/24	1%
We will provide additional discretionary funding to replace some of the funds lost by the Household Support Fund ending	9%
We will provide no additional discretionary funding to replace the funding lost through the end of the Household Support Fund	59%
Alongside the Household Support Fund ending, we will also be reducing our own discretionary funding for local welfare assistance schemes due to financial pressures	11%
Other (please specify below)	15%
Don't know	1%

Base: all respondents (82).

Respondents were then asked to provide more detail about the level of impact on their local welfare offer if the Household Support Fund were to come to an end. No respondents reported that the funding for local welfare assistance would increase with the cessation of the funding, whilst 4 per cent reported that the funding level would remain the same as it would be topped up by the local authority. Two thirds of respondents (67 per cent) reported that the level of funding would see a reduction, including 18 per cent of all respondents who reported that the funding would reduce by 100 per cent, and 32 per cent of all respondents reporting that the funding would

reduce by between 76 and 99 per cent. Eight per cent of respondents were unsure how the level of funding would change.

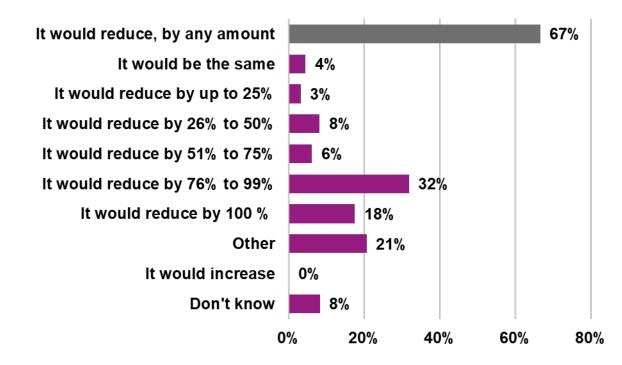
One in five respondents (21 per cent) detailed an "other" level of impact. Many of these additional comments expressed that the level of support would reduce significantly, with one London borough reporting that their available funding for local welfare would decrease by "more than 200 per cent" if the Household Support Fund were to be withdrawn. Three authorities detailed specific impacts to service provision. These included cutting back provision to just a crisis line with no financial assistance, a reduction in funding for emergency provision of food and personal items, and the inability to provide free school meals vouchers during school holidays. Two authorities reported that their local welfare offer may need to be, or had been, restructured, whilst another respondent expressed that they would provide support for as long as possible with earmarked funding. Three authorities reported that there would be no change as their local welfare offer is not funded by the Household Support Fund, whilst a further one respondent emphasised that they were unsure how their offer would change. The full results for this question are shown in Table 7, and in Figure 2.

Table 7: Consequently, if the Household Support Fund were to come to an endon the 30 September 2024, how would the overall level of funding for localwelfare assistance be impacted?

	Per cent
It would reduce, by any amount	67%
It would be the same (our local authority would top up the funding to replace funding lost by the end of the Household Support Fund)	4%
It would reduce by up to 25%	3%
It would reduce by 26% to 50%	8%
It would reduce by 51% to 75%	6%
It would reduce by 76% to 99%	32%
It would reduce by 100 % (our current local welfare offer is 100% funded by HSF and ending HSF would result in the local authority not having a discretionary local welfare offer)	18%
Other (please specify below)	21%
It would increase	0%
Don't know	8%

Base: all respondents (82).

Figure 2: Consequently, if the Household Support Fund were to come to an end on the 30 September 2024, how would the overall level of funding for local welfare assistance be impacted?



Base: all respondents (82).

Advice services

Respondents were asked how the withdrawal of the Household Support Fund would impact supplementary advice services offered by their authority. Examples of advice services that may be affected included debt and money, income maximisation, and energy efficiency. Just under half of all respondents (46 per cent) reported that the provision of advice services would continue as normal, or there would be no change. A similar proportion of respondents (43 per cent) reported that there would be a decrease in the level of provision of advice services, whilst 3 per cent of respondents reported that advice services would end. One per cent of respondents reported that provision of advice services would increase with the withdrawal of the Household Support Fund, whilst 4 per cent were unsure how the provision would be impacted. Two per cent of authorities detailed an "other" impact, with two authorities detailing

that services delivered by the voluntary and community/third sector funded by the Household Support Fund will see a reduction in or cessation of provision, whilst the authorities' core offering would continue. One authority reported that their provision to foodbanks would see a decrease. The full results for this question are shown in Table 8.

Table 8: If the Household Support Fund were to come to an end on the 30th September 2024, how would this impact any supplementary advice services you offer e.g. debt and money, income maximisation, energy efficiency advice?

	Per cent
Increase in the level of provision of advice services	1%
The level of provision of advice services would continue as normal, or no change	46%
Decrease in the level of provision of advice services	43%
Advice services would end	3%
Other (please specify below)	2%
Don't know	4%

Base: all respondents (82).

Continuation of the Household Support Fund up until March 2025

Respondents were asked how they would like the Household Support Fund to continue if it was extended from September 2024 to March 2025. Over half of all respondents (55 per cent) reported that they would like the fund to continue with the current arrangements. Thirty-eight per cent of respondents reported that they would like the fund to continue with different arrangements, whilst 6 per cent opted for an "other" arrangement. Just 2 per cent of respondents reported that they did not want the fund to continue. The full results for this question are shown below, in Table 9.

Table 9: If the Household Support Fund is extended from September 2024 uptill March 2025, how would you like the Household Support Fund to continue?

	Per cent
Household Support Fund to continue with the current arrangements (i.e. the same guidance, monitoring and level of funding)	55%
Household Support Fund to continue with different arrangements (please specify those arrangements below)	38%
I do not want the Household Support Fund to continue	2%
Other (please specify below)	6%
Don't know	0%

Base: all respondents (82).

Respondents who reported that they wanted the fund to continue with different arrangements had the opportunity to specify the changes that they would like. A total of 29 respondents provided comments, which have been grouped into common themes. The different arrangements included:

- **Longer-term funding settlements**: around half of all comments reported a desire for longer-term funding arrangements, as opposed to six-month settlements.
- **Preventative measures**: around a third of comments noted the desire for more preventative measures as part of the Household Support Fund offering.
- Flexibility in spending decisions: more than a quarter of comments emphasised the need for greater flexibility for authorities to decide how the funding is spent.
- Increased funding: some authorities called for an increase to the level of funding.

Suggestions mentioned by a smaller number of respondents included:

- support for provision of free school meals, especially during school holidays
- fewer data returns
- allocation of funding directly to other delivery partners (rather than going through the authority)
- focusing on crisis support for only the hardest hit.

Respondents who answered "other" also had the opportunity to detail how they would like support to continue. Five authorities provided comments. Two authorities focused on the need for a wide-scale review of the way that welfare assistance is delivered at both a central and local government level, and how the systems can work together, whilst one authority emphasised the need to help households become "more resilient" rather than using funding as a "sticking plaster". One authority called for a "sustainable increase in base budgets", whilst another was content with the current arrangements in the short-term.

Continuation of the fund beyond March 2025

Respondents were then asked what they would want to happen beyond March 2025, if the fund was continued up until then. Three quarters of respondents (76 per cent) reported that the fund should be reviewed, with a view to implementing a successor scheme, whilst almost a fifth of respondents (18 per cent) would want the fund to continue as is, with only minor amendments to guidance, monitoring, and funding level. Just 4 per cent of respondents would want the fund to end, with no further funding, whilst 2 per cent of respondents were unsure what they would want to happen beyond March 2025. The full results for this question are shown in Table 10.

Table 10: If the Household Support Fund is extended from September 2024 uptill March 2025, what would you want to happen beyond March 2025?

	Per cent
The Household Support Fund should be reviewed, with a view to implementing a successor scheme	76%
The Household Support Fund should continue as is, with only minor amendments to guidance, monitoring and level of funding	18%
The Household Support Fund should end, with no further funding	4%
Don't know	2%

Base: all respondents (82).

Features of a successor scheme

Respondents who indicated that a successor scheme should be implemented then had the opportunity to describe what this might look like. A total of 53 respondents

provided comments, which have been grouped into common themes. Features of a potential successor scheme included:

- Longer-term funding settlements: over half of all comments expressed that funding should be guaranteed over a longer period of time, as the shortterm, six-month settlements seen with the Household Support Fund have inhibited effective strategy and planning.
- Focus on prevention: around half of comments expressed that local welfare assistance should focus on preventative action, to help stop people falling into financial difficulty, rather than just offering crisis support. Many respondents noted the value of investing in advice services as a preventative measure, and this would help reduce a reported dependency on crisis support services, by trying to address the causes of financial difficulty before reaching a state of crisis.
- **Greater flexibility**: more than a quarter of comments noted the need for a successor scheme to offer authorities and their delivery partners flexibility in how and when they spend the funding.
- Free school meals during school holidays: around one fifth of comments reported that a successor scheme should include the provision of free school meals for eligible families during the school holidays.
- Support with energy bills: around a fifth of comments also mentioned the issue of high energy prices, and that a successor scheme could provide support to help meet these high costs and support for those in arrears, as well as providing residents with advice on energy efficiency.
- Wider review of benefits policy: some respondents reported a need for a more general review of the benefits system from central government, including the two-child cap on child benefits, the criteria for free school meals, and the benefit cap.
- **Crisis support for the most vulnerable**: some respondents emphasised that any successor scheme should ensure that crisis support is available for

those who need it, such as emergency food provision or help to replace broken appliances.

Features of a potential successor scheme mentioned by a smaller number of respondents included:

- a reduction in the administrative burden of delivering funding
- investment in the voluntary and community sectors to support delivery of local welfare assistance
- an increase in the funding level
- digital inclusion support
- raising awareness of any new schemes to ensure those eligible can reach the support they need
- consideration of marginalised communities.

Further comments

Respondents had the opportunity, at the end of the survey, to detail any further comments or suggestions on the topics covered. Thirty respondents provided further comments, which have been grouped into common themes.

Almost half of these further comments expressed a desire for a **longer-term solution to local welfare assistance funding**, expressing frustration at the shortterm nature of recent settlements. Respondents reported that long-term solutions would allow for better planning and structural reform of the way that local welfare assistance is delivered, to move towards preventative work as well as crisis response.

"A longer-term plan would enable authorities to build [local welfare assistance] into business as usual and strengthen delivery teams and structures to make this sustainable."

Unitary Authority

Around a quarter of comments emphasised the **importance of the Household Support Fund** within their authority for delivering urgent crisis services for local residents, with some respondents pleading for its continuation.

"With many services disappearing and LAs under financial pressures the HSF provides a lifeline that prevents many vulnerable families from falling through the gaps and being deeper entrenched in poverty."

Metropolitan Borough

"Removal of the household support fund would leave a significant gap for local people to access support. While advice services would continue, direct support for people in financial hardship would be significantly reduced."

Unitary Authority

Some respondents reported that **insufficiencies in welfare assistance from central government has contributed to a dependency on the Household Support Fund**, moving away from its intended use as emergency crisis support. One London Borough explained how their communities had been "particularly impacted by the two-child benefit restriction, [...] changes to Working Tax Credits and the Benefit Cap".

Some respondents noted again the need for an **extension of the funding for free** school meals to cover school holiday periods.

Some respondents emphasised the importance of giving **authorities the freedom and flexibility to decide how funds are spent**, as local authorities are best placed to make decisions for the residents of their area.

"Please continue to give LAs the freedom to deliver their schemes in the way that best suits the needs of their communities locally."

Unitary Authority

A few authorities noted the involvement of external partners in the delivery of assistance schemes, including the voluntary and community sector and the private sector. Respondents reported that whilst these partners bring value to the assistance offer, the instability of the funding poses an issue for these external partners as well as for authorities.

Themes mentioned by a smaller number of respondents included:

- The instability of the funding creates an additional administrative burden.
- The need to ensure that support is available to reach marginalised communities, including people with disabilities, people in caring roles or those who have experienced care, and people with restricted access to services (i.e. digital exclusion, or those living rurally).
- The suggestion to establish a national working group to shape any successor schemes, making sure to involve authorities and communities.
- More provision needed for the evaluation of the Household Support Fund, or any local welfare assistance schemes.

Annex A: Questionnaire

Household Support Fund Survey – June 2024

Throughout the pandemic and ongoing challenges households are facing in meeting their essential living costs, the Household Support Fund has allowed councils to deliver discretionary local welfare support to the growing number of people who are at risk of financial and material hardship.

The current round of the Household Support Fund is due to come to an end on the 30 September 2024.

We previously invited you to respond to a similar survey in January 2024 when the fund was due to end in March 2024. We are once again inviting you to respond to this survey to capture the demand for the fund and the impact on local welfare provision if the fund ends in September 2024, as well how the fund could be improved if it were to be extended.

Thank you for taking the time to complete this survey which should take no longer than 5 minutes to complete. You can navigate through the questions using the buttons at the bottom of each page. Use the 'previous' button at the bottom of the page if you wish to amend your response to an earlier question.

If you stop before completing the return, you can come back to this page using the link supplied in the email and you will be able to continue where you left off. To ensure your answers have been saved, click on the 'next' button at the bottom of the page that you were working on before exiting.

Please complete this survey by 5pm on Monday 1st July. Please contact us at keiron.watt@local.gov.uk if you encounter any issues in completing your submission.

All responses will be treated confidentially. Information will be aggregated, and no individual or authority will be identified in any publications without your consent.

Identifiable information may be used internally within the LGA but will only be held and processed in accordance with our <u>privacy statement</u>. We are undertaking this survey to aid the legitimate interests of the LGA in supporting and representing authorities.

If you would like to see an overview of the questions before completing the survey online, you can access a PDF here: <u>Household Support Fund Survey - June 2024</u>.

Q1. Please amend the details we have on record if necessary.

If you are responding on behalf of more than one authority please note this in the 'authority' box below, but please check with us first whether a separate return is needed for each authority.

- Name
- Authority
- Job title
- Email address

Q2. Does your council have a local welfare scheme (or something similar) in addition to the Household Support Fund?

- Yes
- Yes something similar (please specify below)
- No
- Don't know

Q3. How do you expect demand for support to change over the winter months?

• Expect demand to increase

- Expect demand to remain about the same
- Expect demand to decrease
- Don't know

Q4. To what extent, if at all, would your council support a continuation of the Household Support Fund (or an equivalent) beyond September 2024?

- To a great extent
- To a moderate extent
- To a small extent
- Not at all
- Don't know

Q5. If the Household Support Fund were to come to an end without any replacement funding from central government after 30 September 2024, how would this affect the local welfare offer you provide?

- We will continue to provide the same level of support by using local authority funds to match the previous Household Support Fund grant for 2023/24
- We will provide additional discretionary funding to replace some of the funds lost by the Household Support Fund ending
- We will provide no additional discretionary funding to replace the funding lost through the end of the Household Support Fund
- Alongside the Household Support Fund ending, we will also be reducing our own discretionary funding for local welfare assistance schemes due to financial pressures
- Other (please specify below)

• Don't know

Q6. Consequently, if the Household Support Fund were to come to an end on the 30 September 2024, how would the overall level of funding for local welfare assistance be impacted?

- It would be the same (our local authority would top up the funding to replace funding lost by the end of the Household Support Fund)
- It would reduce by up to 25%
- It would reduce by 26% to 50%
- It would reduce by 51% to 75%
- It would reduce by 76% to 99%
- It would reduce by 100 % (our current local welfare offer is 100% funded by HSF and ending HSF would result in the local authority not having a discretionary local welfare offer)
- Other (please specify below)
- It would increase
- Don't know

Q7. If the Household Support Fund were to come to an end on the 30th September 2024, how would this impact any supplementary advice services you offer e.g. debt and money, income maximisation, energy efficiency advice? Please select all that apply.

- Increase in the level of provision of advice services
- The level of provision of advice services would continue as normal
- Decrease in the level of provision of advice services
- Advice services would end
- Other (please specify below)

- No change
- Don't know

Q8. If the Household Support Fund is extended from September 2024 up till March 2025, how would you like the Household Support Fund to continue?

- Household Support Fund to continue with the current arrangements (i.e. the same guidance, monitoring and level of funding)
- Household Support Fund to continue with different arrangements (please specify those arrangements below)
- I do not want the Household Support Fund to continue
- Other (please specify below)
- Don't know

Q9. If the Household Support Fund is extended from September 2024 up till March 2025, what would you want to happen beyond March 2025?

- The Household Support Fund should end, with no further funding
- The Household Support Fund should continue as is, with only minor amendments to guidance, monitoring and level of funding
- The Household Support Fund should be reviewed, with a view to implementing a successor scheme
- Don't know

For those who indicated a successor scheme at Q9:

Q10. Please add any detail you wish as to what you think a successor scheme would need to cover.

[Open text box]

Q11. Please provide any further comments or suggestions on the topics covered by this survey.

[Open text box].

Once you press the 'Submit' button below, you will have completed the survey.

Many thanks for taking the time to complete this survey. You are in control of any personal data that you have provided to us in your response. You can contact us at all times to have your information changed or deleted. You can find our full privacy policy here: <u>click here to see our privacy policy</u>.



Local Government Association

18 Smith Square London SW1P 3HZ

Telephone 020 7664 3000 Fax 020 7664 3030 Email <u>info@local.gov.uk</u> www.local.gov.uk

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