Brighton & Hove City Council

Cabinet Agenda Item 92

Subject: **Expanding Council Controlled Temporary Accommodation**

Date of meeting: **12 November 2026**

Report of: **Cabinet Member for Housing**

Lead Officer: **Name: Corporate Director - Homes & Adult Social Care**

Contact Officer: **Name: Diane Hughes, Head of Housing Strategy & Supply**

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Ward(s) affected: (All Wards);

Key Decision: Yes

Reason(s) Key: Is significant in terms of its effects on communities living or working in an area comprising two or more electoral divisions (wards).

Expenditure which is, or the making of savings which are, significant having regard to the expenditure of the City Council's budget, namely above £1,000,000.

For general release

1. Purpose of the report and policy context

1.1 The purpose of this report is to seek Cabinet approval for the Temporary Accommodation Supply Programme, which will increase the supply of council-controlled temporary accommodation (TA) through a combination of General Fund acquisitions and long-term leasing arrangements. The programme forms part of the wider Temporary Accommodation Supply Strategy approved by Cabinet in April 2026 to transform the council's TA portfolio which supports the city's response to sustained homelessness pressures, rising TA costs and the need for long-term financial sustainability.

1.2 Brighton & Hove continues to face increasing demand for TA, constrained housing supply and reliance on costly market-based provision. The Temporary Accommodation Supply Strategy recognises that long-term sustainability requires a shift from a reactive, market-dependent approach towards a more planned portfolio of accommodation that is owned or controlled by the Council. This includes council-owned homes, long-term leased accommodation, and Supported Exempt Accommodation (SEA). This wider range of accommodation options will better meet household needs while improving value for money and reducing reliance on nightly-paid and spot-purchased accommodation.

1.3 The programme supports the Council Plan 2023-2027 outcomes to be a fair and inclusive city and a responsive and learning council with well-run services. This is further

embedded through our Housing Strategy 2024-2029 ‘Homes for Everyone’: and the Homelessness and Rough Sleeping Strategy 2025 - 2030 by increasing access to safe, suitable and sustainable accommodation, improving outcomes for homeless households and supporting the delivery of financially sustainable homelessness services.

2. Recommendations

2.1 Cabinet approves the three-year Council controlled Temporary Accommodation Supply Programme delivering up to 500 homes from April 2027. This will be delivered through a flexible mix of acquisitions and long leasing arrangements.

2.2 Cabinet agree £110,000 revenue funding to prepare the business case for the establishment of a bulk leasing programme.

2.3 Cabinet to note that a further report will be brought to a future Cabinet meeting to seek agreement to the proposed new leasing arrangements as set out at Section 6.

2.4 Cabinet delegates authority to the Corporate Director Homes & Adult Social Care to take the steps necessary to agree future acquisitions for the supply of affordable housing in consultation with:

- the Cabinet Member for Housing, for acquisitions with a value between £500k and £3 million.
- the Cabinet Member for Housing, the Cabinet Member for Finance and City Regeneration and the Director for Finance and Property, for acquisitions with a value between £3 million and £10million.

2.5 Cabinet agrees an additional HRA budget of £24.324m to support the continued buy back of properties in the financial year 2026/27.

3.0 Context and background information

The scale of the challenge

3.1 Brighton & Hove has experienced sustained growth in demand for TA. In October 2026, 2,358 households were living in TA. Actions have been taken to reduce reliance on spot-purchased, block-booked and other externally sourced accommodation with spot purchased accommodation reducing from 26% of the overall TA portfolio in January 2026 to 16% in September 2026. The steps proposed in this report will enable us to continue this reduction and bring this closer to zero over the Medium-Term Financial Plan (MTFP) period.

3.2 A proportion of the current model still relies heavily on accommodation that is:

- costly
- subject to market fluctuations
- outside the council's direct control
- increasingly difficult to secure at scale
- often seen by the occupants as insecure and so unstable.

Without continued intervention, TA demand is forecast to continue increasing and would place further pressure on service budgets and the council's ability to meet statutory homelessness duties.

3.3 The recommendations in this report form part of a wider transformation programme which is improving the financial sustainability of TA and setting a different path for the city. As reported to Cabinet in April 2026, this programme is designed to fundamentally change the shape, cost, and quality of provision. Under this approach, TA is expected to grow by around 220 households over the MTFP, resulting in total numbers of approximately 2,440 households by 2029/30 and reflecting a whole-system shift away from nightly-paid accommodation.

3.4 Achieving this change depends on coordinated action across three interconnected areas: reducing inflow through stronger prevention; accelerating move-on for households already in the system; and increasing the supply of planned, lower-cost and stable provision.

3.5 The Temporary Accommodation Supply Strategy forms a key part of the council's wider homelessness response. Alongside prevention and early intervention activities designed to reduce the number of households requiring TA, the strategy will progressively increase the proportion of self-contained, council-controlled accommodation available to the council. This will continue to reduce reliance on spot-purchased, block-booked and other externally sourced accommodation, improve quality and stability for households, and provide greater control over costs, standards and service delivery at a greater pace. The long-term ambition is to minimise reliance on spot-purchased accommodation wherever possible and replace it with planned, sustainable council-controlled provision.

Immediate action taken and the longer-term delivery plan

3.6 The council has already taken significant action to deliver a long-term plan to improve the sustainability of its TA portfolio. Immediate actions, approved through the Temporary Accommodation Sustainability Programme have included improving the effectiveness of preventing homelessness, reducing reliance on spot-purchased accommodation, increasing the use of council-controlled accommodation, implementing reforms to TA rent-setting arrangements, and developing alternative supply models including Supported Exempt Accommodation.

3.7 While recent interventions have helped stabilise the TA system and reduce reliance on some of the most expensive forms of provision, the strategy acknowledged that long-term sustainability requires a fundamental shift away from a reactive, market-dependent approach. This report supports the delivery of an element of the agreed Temporary Accommodation Supply Strategy by enabling the development of a planned and Council controlled portfolio of TA.

3.8 The Business Case to support this approach examined the options available to increase the supply of TA and reduce reliance on expensive and unsuitable placements. To support this work, the Council commissioned 31Ten to assess a range of delivery models, including direct acquisition, long-term leasing, a housing company, and hybrid approaches, to determine the most effective way of meeting future TA needs.

3.9 The review considered a range of delivery models against the Council's objectives of increasing accommodation supply, reducing costs, improving quality and strengthening control over assets and services. While housing company models offered some benefits,

the appraisal concluded that comparable or better outcomes could be achieved through direct acquisition and long-term leasing without the additional governance, compliance and operational complexity of a separate company structure.

3.10 The findings provide the foundation for this Business Case, which recommends a portfolio approach focused on direct acquisition, long-term leasing and other Council-controlled supply solutions to increase accommodation availability, improve outcomes for households and reduce financial pressures over the medium and long term.

3.11 The programme will increase the supply of council-controlled accommodation through a combination of property acquisitions and leasing arrangements. Homes secured through the programme will be held within the General Fund and used to support the council's TA and homelessness duties, reducing reliance on more expensive forms of market-based TA and improving the council's ability to meet local housing need.

3.12 Financial modelling undertaken as part of the Business Case identifies acquisitions and long-term leasing as critical mechanisms for achieving this change. The proposed mix is:

- Up to 100 acquisitions within the General Fund;
- Up to 400 10-year term leased units within the General Fund.

. However, it is intended that the programme will be flexible with the numbers to be delivered on each workstream depending on market conditions and viability. The Business Case concluded that a dual-route approach of General Fund acquisitions and General Fund long-term leasing provides the most effective balance of affordability, deliverability, flexibility, control and value for money.

The expected portfolio change in our TA supply is summarised in Table 1 below. This model was originally developed in 2025/26 and makes a series of assumptions, including on levels of demand and need, on what our accommodation portfolio might look like by the end of the MTFP. It will be reviewed annually and what is actually delivered might change depending on level of need.

Table 1

Current TA households by accommodation type 5 October 2026		**Projected TA households by accommodation type March 2030 (subject to Cabinet approvals)**	
Type of accommodation	**Number**	**Type of accommodation**	**Number**
Council controlled TA	889	Council controlled TA	1,389
Supported Exempt Accommodation	0	Supported Exempt Accommodation	500
Spot Purchase Accommodation	373	Spot Purchase Accommodation*	50
Block Booking Accommodation	563	Block Booking Accommodation	151
Current private leased	533	Current private leased	350
Total	**2,358**		**2,440**

*whilst reliance on spot purchases is not expected to form part of the programme, there may be occasions where they are necessary to secure suitable properties

3.13 The programme is one part of the wider transformation of homelessness and TA services. The council is also delivering an Early Intervention Strategy to reach residents sooner, strengthen referrals from partner services and provide advice before homelessness occurs. This includes developing the Ask and Act pilot, co-locating housing officers with services such as the DWP, and exploring predictive analytics and other data-led approaches to identify households at risk and offer timely, targeted support.

3.14 An Accelerating Move On Strategy is being developed to reduce the time households spend in temporary accommodation and increase moves into settled homes. This includes reviewing barriers to move-on, improving personalised support, strengthening routes into private rented, supported and social housing, and providing clearer information to residents about their options.

3.15 These measures sit alongside work on SEA, housing delivery, asset management and partnerships with registered providers and other organisations. Together, they are intended to reduce entries into TA, increase moves into more suitable and sustainable accommodation, release existing homes for households in urgent need and reduce reliance on expensive short-term placements.

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4.0 Supported Exempt Accommodation Delivery

4.1 In April 2026, Cabinet agreed the development of a Supported Exempt Accommodation (SEA) model as part of the Temporary Accommodation Supply Strategy. SEA provides accommodation with Care, Support and Supervision (CSS) and is a key element of reducing reliance on high-cost TA.

4.2 The approved business case envisaged delivering around 400 units over four years. Further engagement with Registered Providers, property partners and investors has identified a deliverable pathway to approximately 500 units, including up to 246 units that could be brought forward within the first year through a mix of Registered Provider provision, leasing and property conversions.

4.3 Accelerating delivery at this scale would support the council's wider Temporary Accommodation Supply Strategy by reducing reliance on high-cost nightly paid accommodation, increasing access to supported housing and improving financial sustainability. Delivering this opportunity will require flexibility to secure accommodation through acquisitions and leasing, alongside investment in operational capacity, governance and programme oversight. A further report will be brought to Cabinet seeking approval of the preferred option.

5.0 Acquisitions Programme Delivery

5.1 The acquisition programme proposed within this report is separate from, and not to replace, the council's existing Home Purchase ‘buy back’ programme which has been successful in bringing homes back to the council for both general needs and TA. From April 2027, TA acquisitions will be made through the General Fund. This provides a more suitable vehicle for TA assets, reflecting their role in meeting homelessness duties rather than supporting the council housing stock. It also enables the Council to reduce expenditure on costly nightly paid accommodation without creating additional financial

pressures within the Housing Revenue Account (HRA). This approach also helps protect the HRA's capacity to invest in existing council housing stock and future affordable housing delivery.

5.2 Market analysis undertaken as part of the Business Case assessed approximately 1,769 residential property transactions within Brighton & Hove and concluded that an acquisition programme is achievable, subject to market conditions and availability. The Council will therefore adopt a programme approach, allowing acquisition rates to vary between years and be adjusted in response to opportunities, transaction timescales and wider market conditions.

5.3 Ownership of TA assets through the General Fund will provide the Council with greater control over accommodation standards, management arrangements, geographic location and long-term costs. It will also create a long-term housing asset base capable of supporting TA requirements well beyond the initial programme period.

5.4 During the current financial year 2026/27 new TA acquisitions will continue to be made through the existing Home Purchase ‘buy back’ programme. Due to increasing demand this year an additional budget is now sought to maximise the opportunities available to the council. It is anticipated that 103 homes will be brought for TA in this financial year.

6.0 Leasing Programme Delivery

6.1 The proposed model would involve the Council entering into long-term lease arrangements, for periods exceeding ten years, with experienced leasing providers. Providers would source and manage the acquisition and refurbishment of suitable accommodation, with the Council taking nomination rights and using the properties to accommodate households owed temporary accommodation duties. Under this arrangement, households would occupy accommodation under Council TA agreements, and rents would be set in accordance with the Council's approved TA rent policy.

6.2 Long-term leasing complements the acquisition programme by increasing accommodation supply more quickly, reducing upfront capital investment requirements and providing flexibility in responding to changes in homelessness demand. The Business Case also identifies improved subsidy recovery arrangements when compared with shorter-term leasing models.

6.3 The bulk leasing model is a new delivery mechanism, for which the Council currently has limited operational experience. Additional revenue resources will be required to support market engagement activities, undertake the necessary due diligence and appraisal work, establish appropriate governance arrangements, and develop detailed proposals for consideration by Cabinet.

6.4 The Council will undertake a procurement exercise, including market engagement, to identify an appropriate long-term leasing provider/s and delivery model. The leasing programme will be structured to complement the acquisition programme, helping to maximise value for money and manage market impacts.

7.0 Analysis and consideration of alternative options

7.1 The council could decide not to increase the supply of council controlled TA. This is not recommended due to the continuing financial impact of reliance on external third party providers and the expense associated with reliance on spot purchase and block booked accommodation.

7.2 The programme of delivery could offer a different mix from the proposed 100 acquisitions and 400 leased properties. Prioritising leasing alongside targeted acquisitions allows the Council to maximise the impact of its available resources. Leasing requires substantially lower capital outlay than purchasing properties, enabling the Council to bring forward additional supply without committing significant borrowing or reducing capacity for other strategic investments. It also offers flexibility to scale provision in response to homelessness pressures and changing operational need.

8.0 Community engagement and consultation

8.1 The programme has been developed taking a One Council approach with extensive engagement across services. The objectives used in the options appraisal reflect the Council's priorities for increasing supply, improving quality, strengthening control and reducing long-term TA costs.

8.2 A successful TA supply programme should be shaped by the experiences and insights of the households it is intended to support. The Council will place tenant feedback and lived experience at the heart of programme design, helping to ensure that acquired properties reflect residents' needs in terms of location, size, quality, accessibility and access to services. Understanding what works well, and where existing temporary accommodation falls short, will enable the Council to make better investment decisions, improve outcomes for households and create accommodation that is not only cost-effective but also supports stability, wellbeing and independent living.

8.3 As the programme progresses, the Council will continue to engage with accommodation providers, housing partners and other key stakeholders to support delivery of the acquisition and long-term leasing workstreams.

9.0 Risk implications

9.1 The successful delivery of the Temporary Accommodation Supply Programme is dependent upon effective management of property supply, market, financial, operational and governance risks. The Business Case concluded that these risks are manageable through phased delivery, robust governance and ongoing monitoring. Table 2 below outlines key risks and mitigations.

Table 2

Risk description	Mitigation
Sufficient properties do not become available at the pace required to deliver the programme. Should acquisition opportunities or leasing supply fall below expected levels, the Council may	This risk will be mitigated through active pipeline management, annual review of acquisition targets, market testing of leasing providers and the use of both

remain reliant on higher-cost TA routes for longer than anticipated.	acquisition and leasing routes to diversify supply
The programme is subject to market and financial risk. Property values, leasing costs, borrowing rates, inflation, Local Housing Allowance rates and subsidy arrangements may differ from the assumptions used within the Business Case, affecting overall financial performance.	These risks will be managed through affordability thresholds, due diligence, regular financial review and ongoing monitoring of programme viability.
Homelessness demand increases beyond current forecasts, If demand exceeds assumptions, additional TA capacity may be required and anticipated savings may be delayed.	This risk will be managed through alignment with wider homelessness prevention, move-on and supported accommodation initiatives.
Operational risks include procurement legal challenges, delivery delays, insufficient staffing capacity, property condition issues, void losses, rent arrears and compliance requirements.	These risks will be managed through dedicated programme governance, appropriate resourcing, property due diligence, contract management and performance monitoring.
Governance and legal risks include programme oversight and compliance with housing, financial and procurement legislation.	Appropriate governance arrangements, programme reporting and legal oversight will be established to support delivery and ensure compliance with statutory obligations.

10.0 Equality implications

10.1 The proposed programme seeks to increase the supply of Council controlled TA and is expected to improve accommodation quality, stability and suitability for households experiencing homelessness. The programme is anticipated to have positive impacts for vulnerable households, including families with children, disabled residents and those requiring access to local support networks.

10.2 As this report seeks approval for the programme framework rather than specific operational proposals, equality impacts will continue to be assessed throughout programme development and implementation. An Equality Impact Assessment (EIA) will be completed and maintained to ensure that the Council's Public Sector Equality Duty obligations are appropriately considered and embedded within decision-making.

11.0 Financial Implications

11.1 The total projected capital commitment under the existing Home Purchase Programme in 2026/27 is £43.596m, comprising £18.550m of completed acquisitions and £25.046m of acquisitions where offers have been accepted and are progressing through conveyancing and due diligence and are expected to complete during 2026/27. Existing approved Home Purchase Programme capital resources total £19.272m, resulting in a funding requirement of £24.324m, for which approval is sought through recommendation 2.5.

11.2 The increase reflects the volume of acquisition opportunities secured during 2026/27 and the Council's decision to accelerate purchases where value for money and strategic housing objectives can be demonstrated. The programme is expected to deliver approximately 103 additional homes during 2026/27. The original approved budget was sufficient to fund approximately 26 acquisitions, with the additional budget required to complete the remaining 77 homes currently progressing through the programme. The revenue implications of borrowing have been incorporated into the HRA Business Plan and remain affordable within current financial planning assumptions.

11.3 The additional funding requested through this report relates solely to acquisitions being delivered through the approved Home Purchase Programme during 2026/27. These acquisitions will be purchased within the HRA and form part of the original programme previously approved by Cabinet. Any future acquisitions or leasing arrangements associated with the Council Controlled Temporary Accommodation Supply Programme from 2027/28 onwards will be subject to a separate business case and approval process. All acquisitions have been subject to affordability assessment, financial appraisal, due diligence and approval through the Council's established governance arrangements.

11.4 The financial case for investment is strong. The Council is currently forecast to spend approximately £16.939m net in 2026/27 on externally provided temporary accommodation, including forecast net expenditure of £5.451m on spot purchased accommodation, £9.150m on block booked accommodation and £2.338m on private sector leasing arrangements. This expenditure is paid to external landlords and accommodation providers for properties over which the Council has limited control regarding future availability, pricing and quality. The Temporary Accommodation acquisition programme forms a key part of the Council's wider transformation programme and contributes towards delivery of the approved £5.140m Temporary Accommodation savings target. Without continued investment in Council-owned supply, the Council is likely to remain exposed to significant recurring expenditure on externally provided accommodation and increasing market pressures.

11.5 By comparison, the Home Purchase Programme converts capital investment into long-term Council-owned housing assets. The programme provides an opportunity to redirect investment away from accommodation owned by third parties and into Council-owned homes, creating long-term value whilst reducing reliance on externally provided accommodation. This strengthens the Council's asset base, provides greater control over property standards and future use, reduces reliance on increasingly expensive market-based accommodation and supports the long-term financial sustainability of homelessness services. Rather than continuing to fund significant recurring payments to external providers, the Council is investing in assets that will continue to generate financial and service benefits over the long term whilst supporting the delivery of future Temporary Accommodation savings.

Name of finance officer consulted: Brian Smith/Ferrise Hall **Date consulted:** 08/10/2026

12. Legal implications

12.1 The Council has statutory duties under Part VII of the Housing Act 1996 to secure suitable accommodation for eligible homeless households. Section 206 requires local authorities to secure suitable accommodation for homeless applicants and Section 208 requires authorities, so far as reasonably practicable, to secure accommodation within

their district. The proposed acquisitions and leasing programme has been developed to support the Council in meeting these duties.

12.2 The preferred acquisition route involves the purchase of temporary accommodation through the General Fund. The full impact of the proposed acquisition programme will therefore need to be incorporated into and monitored through the General Fund Business Plan to ensure continued affordability and compliance with statutory financial requirements.

12.3 Properties acquired through the General Fund and homes secured through qualifying long-term lease arrangements will be used as temporary accommodation to discharge the Council's homelessness duties under Part VII of the Housing Act 1996. Accommodation provided pursuant to these duties does not constitute a secure tenancy under Schedule 1 to the Housing Act 1985. Occupation will therefore be provided through temporary accommodation agreements or licences to occupy, enabling the Council to retain flexibility in the management of placements and move-on arrangements.

12.4 Properties acquired or secured through leasing arrangements under the programme will be used as temporary accommodation to support the council's homelessness functions under Part 7 of the Housing Act 1996. Households placed in temporary accommodation do not occupy under secure tenancies and therefore do not have a statutory Right to Buy. Appropriate occupation arrangements will need to be maintained to ensure that the use of these properties remains consistent with their intended purpose and the applicable legal framework. Should the future use of any property change, the tenancy arrangements and any associated statutory rights would need to be considered at that time.

12.5 The long-term leasing element of the programme will require the Council to enter into lease agreements with accommodation providers. Prior to entering into any lease commitments, appropriate legal, financial and technical advice will be obtained in relation to lease structures, contractual arrangements, subsidy control requirements, accounting treatment, taxation implications, procurement including SDLT where applicable, and any other relevant legal considerations The Council has a broad range of options for discharging its homeless duties and these are complied with by leasing property.

12.6 The programme will be delivered in accordance with the Council's obligations under the Housing Act 1996, Local Government Act 2003, Local Government and Housing Act 1989. Further external legal advice is being sought to ensure compliance with the Procurement Act 2023, Subsidy Control Act 2022 and other relevant legislative and regulatory requirements. Appropriate governance arrangements, delegations and approval processes will be established through programme mobilisation to ensure acquisitions, leasing agreements and associated contractual commitments are entered into lawfully and in accordance with the Council's Constitution.

12.7 The Council must also continue to have due regard to its responsibilities under the Equality Act 2010 and the Public Sector Equality Duty. The Business Case identifies Equality Impact Assessment requirements as part of programme mobilisation and ongoing delivery arrangements to ensure equality considerations are embedded throughout implementation of the programme However as many of those housed as priority need will have one or more vulnerabilities it is likely that the Council will be enhancing provision for those with protected characteristics.

Name of lawyer consulted: Simon Court Date consulted: 07/10/26

13.0 Sustainability implications

13.1 The programme supports the Council's objective of creating a more sustainable TA system by increasing the supply of accommodation owned or controlled by the Council and reducing reliance on short-term, market-based provision.

13.2 The acquisition of long-term housing assets and the use of longer-term leasing arrangements will support improved asset management, more effective use of housing resources and greater stability for households requiring TA.

13.3 Where practicable, opportunities will be taken to improve the quality, condition and energy performance of acquired homes ensuring they meet required standards. Property surveys, refurbishment works and ongoing asset management arrangements will form part of programme delivery.

14.0 Health and Wellbeing Implications

14.1 Having poor quality, unaffordable, inappropriate or lack of housing directly impacts people's ability to maintain their health, well-being, and independence. Measures to improve housing quality, improve the environment and increase community cohesion will have a positive impact on health and contribute to tackling health inequalities.

14.2 The Health Counts 2024 survey highlighted cost of living and housing concerns for respondents. 86% of respondents were taking at least one action due to increases in the cost of living with around one in five respondents (21%) fairly or very worried about their housing conditions e.g. damp, cold, leaks etc. There are also concentrations of areas with higher levels of worries about housing conditions – 27% of those living in the most deprived areas worry compared to 10% living in the least deprived areas.

14.3 38% of respondents recorded high anxiety scores. This increased to 46% of those in the most deprived 20% of areas, compared to 29% of those in the least deprived areas. This increased significantly to 72% for respondents living in temporary or emergency accommodation. It was also identified that those who live in social housing face substantially higher health risks with regards to four key areas – disability, smoking, recent self-harm and suicide. This insight highlights the clear link between housing and wellbeing and the importance of the actions we are taking through our approach to tackle inequality.

15.0 Procurement implications

15.1 The acquisition of land and property is generally exempt from the Procurement Act 2023 as a subject-matter exemption. However, the Council will undertake appropriate procurement and market engagement activity where required to establish the long-term leasing arrangements and appoint any delivery partners, in accordance with the Procurement Act 2023 and the Council's Contract Standing Orders. Any refurbishment, repair or associated works required as part of the programme will be procured through compliant procurement processes in accordance with the Procurement Act 2023 and the Council's Contract Standing Orders.

16.0 Crime & disorder implications:

16.1 There are none arising from this report.

17.0 Conclusion

17.1 The Business Case concludes that a blended approach of acquisitions and long-term leasing through the General Fund provides the most effective and deliverable option for increasing the supply of council-controlled TA. The programme will support the Council's objectives of reducing reliance on high-cost TA, improving financial sustainability, and delivering better outcomes for homeless households.

17.2 Cabinet is therefore asked to approve the recommendations set out in this report to enable delivery of the programme which supports the wider Temporary Accommodation Supply Strategy.

Supporting Documentation

Appendices

None

Background documents

1. Temporary Accommodation – Transformation for Financial Sustainability Cabinet Report April 2026