

# Rapid Rehousing Transition Plan 2022 to 2027

Carmarthenshire County Council

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**Carmarthenshire**  
County Council



# Foreword



Our vision for Carmarthenshire is that ***Life is for living, let's start, live and age well in a healthy, safe and prosperous environment.*** I believe a good quality affordable home is central to this vision and vital for each citizen to be able to live well.

Over recent years we have faced considerable challenges which have impacted on the ability of some to live well. The Covid-19 pandemic and the cost-of-living crisis have meant that some have found themselves excluded from society, unable to secure employment or training, unable to secure vital services and at risk of ill health. The threat of homelessness can be a result of any of these factors and whilst some are able to resolve this themselves others cannot and turn to the council for help.

We are seeing people turning to us for help in greater numbers than ever before and we are committed to help everyone who needs us and uphold the Welsh Government commitment that no one is left out. This increased demand, however, requires the right services and resources to meet it effectively.

This plan outlines how we intent to transform our homelessness services so that they are fit for purpose to meet current and future need and create an environment where homelessness is rare, brief, and unrepeated. To deliver on this plan, we intend to:

- Review the allocation of social housing
- Develop the housing related support offer by streamlining support assessment and referral processes
- Develop the right temporary accommodation that meets current and future need
- Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing
- Develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing
- Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing
- Develop and commission the right housing related support services to support the Rapid Rehousing vision

Although the responsibility to publish this Plan lies with the Council, there are a wide range of partners involved, including Housing Associations, support and accommodation providers, service users, advice agencies, the Health Board, the third sector and local authority services such as Housing, Social Services and Commissioning. I am grateful to each of these partners for their contribution to the development of this Plan and their commitment to take it forward.

The extent and complexity of the issues that face the Council and its partners over the next five years should not be under-estimated. However, we will strive to face these challenges in partnership, ensuring that the people of Carmarthenshire are able to access safe, secure, and sustainable accommodation.

I have great pleasure in presenting this Rapid Rehousing Transition Plan. It shows great ambition and commitment between ourselves and our partners. It provides an exciting opportunity for us all ***working together to end homelessness in Carmarthenshire by providing homes and support at the right time.***

**Diolch yn fawr iawn,**



**Cllr. Linda Davies Evans Deputy Leader and Cabinet Member for Housing**

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# 1: Introduction



## National Context

Welsh Government has maintained a consistent focus on tackling homelessness in the context of broader UK Government policy such as austerity and welfare reform. The Housing (Wales) Act 2014 prescribed new duties for Councils in relation to homelessness. Prior to its implementation, the legal duties for Councils focussed on those priority households who became homeless and then only if they passed a number of ‘tests’ that would determine if they were legally entitled to assistance. Since the Act, Councils have the duty to assist all households who face homelessness, regardless of the need to ‘fit’ into the priority need categories.

Under Part 2 of the Housing (Wales) Act 2014, Local authorities also have a strengthened duty to prevent and relieve homelessness which has led to a strengthening of local partnership arrangements. The guiding principle remains one of preventing homelessness and for the period 2015 to March 2020 (pre COVID) Welsh Government (WG) had started to look at further changes to the 2014 Act.

The Homelessness Action Group (HAG) was set up by the Welsh Government Minister for Housing and Local Government in June 2019 to answer 4 key questions related to the prevention and alleviation of homelessness in Wales.

- *What framework of policies, approaches and plans is needed to end homelessness in Wales? (What does ending homelessness actually look like?)*
- *What immediate actions can we take to reduce rough sleeping between now and the winter of 2019/20, and to end rough sleeping altogether?*
- *How do we put the delivery of rapid and permanent rehousing at the heart of preventing, tackling, and ending homelessness?*
- *How can we ensure joined-up local partnerships and plans are put in place to prevent, tackle and end homelessness throughout Wales?*

[Terms of reference: Homelessness Action Group | GOV.WALES](#)

The group provided a series of reports to the Welsh Government outlining how homelessness should become rare, brief, and unrepeated. One of the key themes was making homelessness brief and unrepeated through rapid rehousing. One of the recommendations for Welsh Government and local authorities to achieve this was to “*lead a transition in the support system over time to prioritise sustaining tenancies and rapid*

*rehousing (including Housing First where appropriate) as the default approach for people who are at immediate risk of homelessness or are already experiencing it.” (Homelessness Action Group, 2020).*

This recommendation was incorporated into the Welsh Government Action Plan [Ending homelessness in Wales: a high level action plan 2021 to 2026 \(gov.wales\)](#) which requires all local authorities in Wales to develop and submit a Rapid Rehousing Transition Plan (RRTP) by September 2022 and deliver on this plan as part of its Housing Support Programme Strategies.

## ***Rapid Rehousing***

Rapid Rehousing is an internationally recognised approach designed to provide people experiencing homelessness with secure, settled, and self-contained housing as quickly as possible. Rapid rehousing includes the following characteristics:

- A focus on helping people into permanent accommodation at the same time as, rather than after, addressing any other support needs.
- No requirement to be assessed for ‘housing readiness’ in order to access accommodation.
- Offering a package of assistance and multi-agency support, specially tailored to individual needs where this is required.
- Helping people experiencing homelessness or at risk of homelessness with lower or no support needs, and in doing so preventing complex needs or chronic problems from occurring or escalating.

Rapid rehousing recognises that the vast majority of people who have experienced homelessness, even those who have been severely marginalised and homeless for a long time, are able to maintain their tenancies in self-contained housing, with the right level of support. Providing a home as quickly as possible will help avoid the destabilising and marginalising effects of prolonged homelessness or prolonged stays in emergency or temporary settings while remaining homeless.

If rapid rehousing can be widely adopted then the need for many forms of temporary accommodation should diminish, although the Welsh Government recognises that there will continue to be a need for temporary housing solutions at times. [Ending homelessness in Wales: a high level action plan 2021 to 2026 \(gov.wales\)](#)

The development of Rapid Rehousing clearly places an emphasis on the provision of housing as a fundamental element of recovery from homelessness, homelessness cannot be resolved with just housing alone. For Rapid Rehousing to work, we must work in

partnership with key services such as health and criminal justice. We must also harness both the third sector and voluntary organisations who provide services that support and help tenants build confidence and a connection within a community.

## *Our vision*

Our vision and principles for preventing and alleviating homelessness are grounded in the framework of our Corporate Strategy, “**Moving Forward in Carmarthenshire**”.

Our vision for the County states that:

*‘Life is for living, let’s start, live and age well in a healthy, safe and prosperous environment’*

Our core values are set out in the illustration below and demonstrate our focus on our residents and excellence in service delivery to them.



Our 13 well-being objectives provide the framework through which we will deliver our strategy for homelessness prevention, alleviation, and housing related support.

These objectives are set out under four headings:

- Start Well: giving young people a strong start in life will contribute to the prevention of homelessness
- Live Well: people who are homeless will be supported to maximise their housing opportunities and find meaningful and fulfilling employment
- Age Well: we will ensure that people are able to stay in their homes as they age
- Healthy, Safe and Prosperous Environment: we will pay attention to the needs of people with complex needs and ensure that we are not meeting the needs of the current generation at the expense of future generations.

These remain challenging times and we recognise we need to be prepared for increasing numbers of people, with increasingly complex needs, who will need help with housing. The Housing Support Programme (HSP) Strategy 2022-26 established three high level strategic priorities derived from:

- Conclusions of the needs assessment undertaken to inform the strategy
- Duties placed on us by the Housing (Wales) Act and subsequent policy drivers
- The core aim of preventing homelessness and supporting people to have the capability, independence, skills, and confidence to access and/ or maintain a stable and suitable home and the suggested mechanisms for achieving this as stated in the Welsh Government's HSG Guidance
- Assessment of existing regional and local priorities for preventing homelessness and supporting people under the HSG
- Evidence of the impact of emergency response provisions brought in during the pandemic, many of which should be maintained and consolidated if long-term demand is to be met effectively

The following strategic priorities will help us respond to the growth in demand:

### ***Strategic Priority 1: Preventing Homelessness***

In line with the national mission, we will, identify priorities with our partners, and commission an appropriate range of support services to ensure that in future homelessness is prevented, or where it occurs it is rare, brief, and unrepeatable.

### ***Strategic Priority 2: The right accommodation for people who become homeless***

Fundamental to the Housing Support Programme is the desire to help people live independently in the community. This includes not just access but assessing and influencing supply and suitable accommodation. Housing supply, particularly single bedroom units, is in particularly high demand. We will aim to learn from our experience of delivering the Housing First model in developing Rapid Rehousing and a refreshed approach to supporting people to find the right accommodation with the right support from the outset.

### ***Strategic Priority 3: The right support for people who become homeless***

We know that timeliness and suitability of support are things that our service users depend upon. We will continue to innovate our offer as more becomes known of user needs. We recognise we need to build a single consistent system of referral, assessment and support that is simple to use both for service users and provider agencies.



## Stakeholder Engagement

A range of local stakeholders were involved in developing the needs assessment and HSP Strategy. Stakeholders included council departments, statutory partners such as the NHS and Probation, along with representatives from Registered Social Landlords and HSG providers. Stakeholders were engaged via online workshops, one-to-one interviews and via a questionnaire. A list of stakeholders who participated is set out below:

Strategic Housing, CCC	Nacro
Regional Coordinator Homelessness, CCC	Consensus Support
Housing Solutions CCC	Threshold
Carmarthenshire Homelessness Forum members	Caredig (previously Family Housing)
Llanelli Mind	16-25 youth support service
The Wallich	Llamau
Youth service homelessness service	Members of Co-occurring mental health and substance misuse health board

The key themes arising from stakeholder engagement are attached in Appendix 1 and captured below:



## ***Our vision for Rapid Rehousing***

Further engagement was carried out with stakeholders, people who have experience of receiving a service, partners including other services within the local authority, housing providers, third sector and front-line staff of the homelessness service. From this engagement we have developed a shared vision for Rapid Rehousing based on robust intelligence and through consultation and engagement with a wide range of stakeholders. It is important that this statement is both aspirational and realistic. The importance of a person-centred approach and improved process was noted.

**“Working together to end homelessness in Carmarthenshire by providing homes and support at the right time”**



### ***Working together***

Partnership working is seen as vital in being able to deliver on our vision. This is not something that the local authority will achieve in isolation, nor would wish to. The accountability of all partners is key to delivering on this statement and the Project Board will play a crucial role in providing this accountability.

### ***The right home***

We need to have a ready supply of appropriate, affordable accommodation in the places where people want to live. Developing the accommodation required to meet the demand and the needs of those who require accommodation.

### ***The right support***

Support is available to people when they need it and for as long as they need it. There is an assertive engagement approach to support provision and support is reactive to meet the needs of the individual as they present. A multi-agency approach is used, and agencies work together in partnership to support people.

## *Our approach*

During the pandemic we have, quite rightly, been very reactive to homelessness presentations, ensuring a supply of good quality temporary accommodation (TA). We have responded with commitment to the Welsh Government's 'everyone-in' and 'no-one left out' approaches. This has resulted in growing numbers of people in TA and to whom we owe a duty.

It is recognised that people are still spending too long in TA; and there are growing numbers of people to whom we owe a full housing duty. We also know that when applicants are assessed under various sections of the Housing Act the process is complex for both applicants and caseworkers. The increase in demand has come at a time when there have also been supply challenges in the housing market, with reduced availability and affordability of accommodation in the private sector and reduced numbers of people who we have been able to help access accommodation in the private rented sector through our support in 2021.

Partnership approaches will be vital, not just in making the transition to Rapid Rehousing, but also to support the planning and implementation that is required to offer Rapid Rehousing as a direct route into settled accommodation for homeless households, reducing the need for temporary accommodation. By delivering Rapid Rehousing, in many cases, the stigma, duration, cost and experience of homelessness can be reduced.

Following the implementation of the recent Homes and Safer Communities restructure in Carmarthenshire we are now moving from the reactive stage to prevention and bringing together the main elements of the prevention programme under one umbrella. Homeless Prevention is part of the **Housing "Hwb" Services**- delivering front-line preventative services. We see this as a major step forward to the transition to Rapid Rehousing, ensuring that early intervention and prevention is our key priority moving forward. We want to make sure that homelessness is rare, brief, and unrepeatable.

## *Governance arrangements*

As the Public Policy Institute for Wales summarises in its Tackling Homelessness, A Rapid Evidence Review 2015 report:

***'The evidence shows that homelessness is a complex problem. It often has multiple causes that interact with one another in ways that vary at the individual level and require engagement with multiple policy areas'.***

The root causes that lead to homelessness and/or evident housing support needs among vulnerable individuals and households are profoundly interconnected. Therefore, the successful implementation of this strategy fundamentally depends on co-ordination, joint planning, commissioning and delivery of services (by both internal local authority departments and members, statutory partners, and the housing sector).

In practice, this collaborative approach is played out in Carmarthenshire through participation in the **Mid and West Wales RHSCG** which covers the Powys and Hywel Dda University Health Board areas. Whilst the County Council is not directly accountable to the RHSCG, the regional structures provide a forum for practice sharing, spreading proven effective practice and addressing common opportunities and challenges. This has included joint working on the development of local HSP strategies across the region and the RHSCG will also oversee delivery of regional priorities emerging from local plans.

The **CCG/HSG Board** is responsible for approving local spend in relation to the Housing Support Grant and the Children and Communities Grant. Members are responsible for all key decision-making regarding service development and any proposals received from subgroups. They provide approval for significant service change and any budgetary arrangements or virements between grants. Their role is to ensure coordination across both CCG and HSG.

The **Regional Partnership Board (RPB)** provides an obvious mechanism for engaging with health, social care, and other partners responsible for the delivery of care and support in the County. It provides an ideal forum for collaboration, for example in the commissioning of services which promote wellbeing of citizens through the provision of appropriate housing and related support. Current strengthening of RPBs in response to the recent White Paper 'Rebalancing Care and Support' (2021) presents an opportunity for further development of these links, ensuring that health and care services align with housing support and supporting a person-centred approach.

Existing links will also continue with the local Homelessness Forum, RDT Housing & Regeneration Strategic Team Capital Build Programme, HSG & CCG Board, Area Planning Board for Substance Misuse Services, The Mental Health Partnership Board and the VAWDASV Strategic and Delivery Groups, to ensure delivery of the transitional plan by the alignment of services and approaches to support as well as optimisation of available resources.

The recently established **Rapid Rehousing Project Board** provides further governance for the work. The board is made up of senior leaders from within the local authority as well as Housing Associations and key support provider partners. The Terms of Reference and

membership can be seen in Appendix 2. The group is chaired by the Cabinet Lead for Housing and meets regularly with the Rapid Rehousing Policy Lead to collaboratively plan and review the priorities around HSG commissioning and the capital build programme; to identify contributions from key partners as well as demands on resources, developing innovative services, focusing on the greatest impact for people receiving services and a long-term preventative agenda. This group will provide oversight for the delivery plans of the Rapid Rehousing Action Plan.

The Plan has been approved by **Cabinet** and any policy decisions will be submitted for cabinet/council approval and scrutiny by elected members.

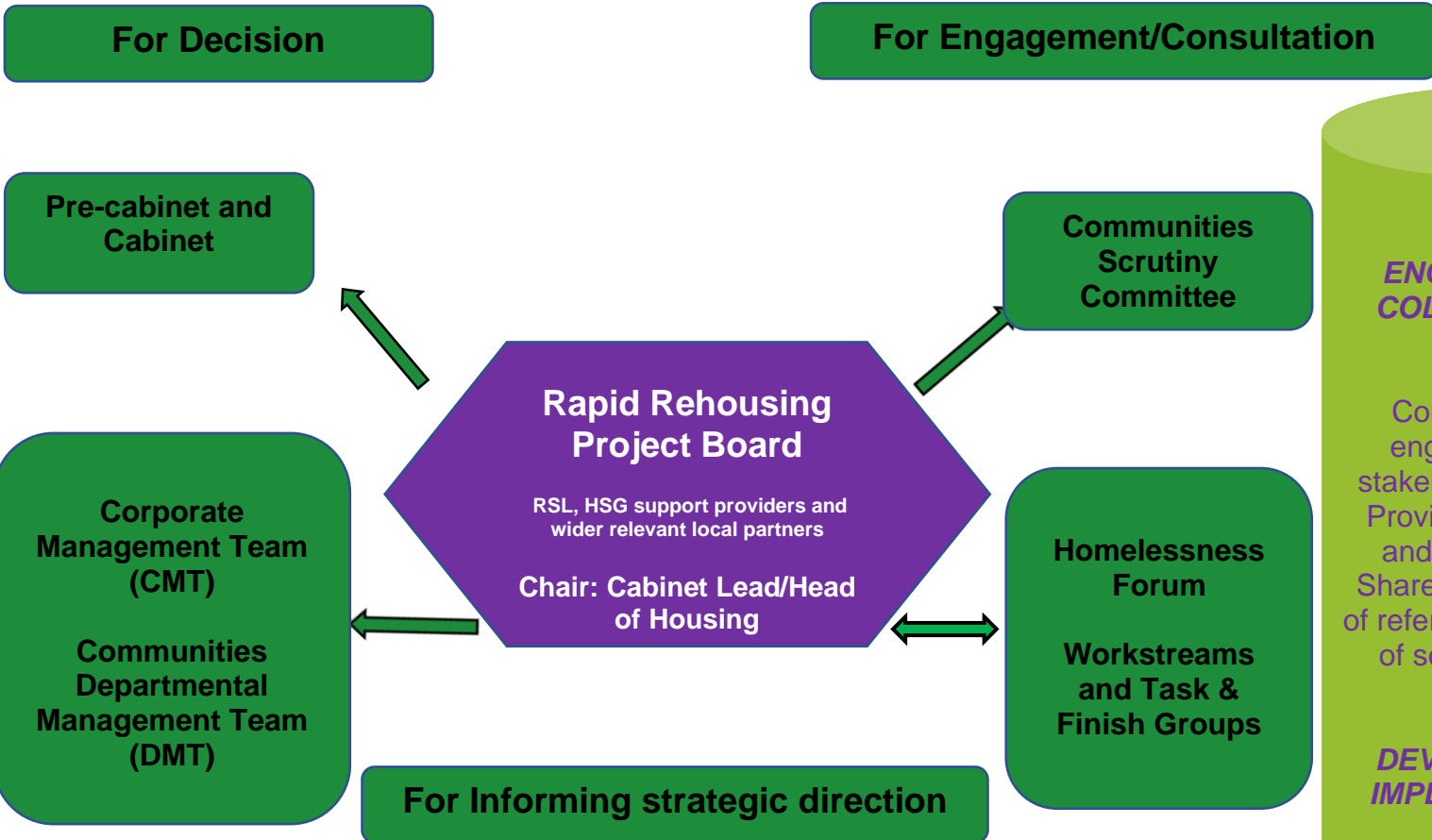
The **governance structure** showing how the transition fits within the structure of the Housing Division and within the wider local authority service provision and local partners is shown over.

**STRATEGIC PLANNING**

*Development of Strategic and Corporate plans coordinated to enhance and complement services identifying contributions from key partners or demands on resources*

**COLLABORATIVE PLANNING & REVIEWING**

*Support HSG commissioning and capital build programme. Identifying Procurement Options for Grants and Tendering*



**ENGAGEMENT & COLLABORATIVE WORKING**

*Consultation and engagement with stakeholders, Support Providers, Landlords and Service Users Shared understanding of referral pathways and of service eligibility criteria*

**DEVELOPMENT & IMPLEMENTATION**

*Innovative service development focusing on the greatest impact for people receiving services and a long-term preventative agenda including front line workers as well as people with a lived*



## *2: Homelessness data and analysing need*



### *About Carmarthenshire*

Carmarthenshire County Council is the third largest local authority in Wales by area covering some 2,395km<sup>2</sup>. It borders Ceredigion to the north; Powys, Neath Port Talbot, and Swansea to the east; the Bristol Channel to the south; and Pembrokeshire to the west. The three largest towns are Llanelli, Ammanford, and Carmarthen (the county town and administrative centre). The Carmarthenshire population is one of the sparsest in Wales at just 78 people per km<sup>2</sup> who live across a diverse County of both urban and rural communities. Llanelli, Carmarthen and Ammanford are home to 25% of the population. 60% of the population live in rural areas.

The total population is projected to grow by an average of 373 people a year between 2021 and 2040, and there will likely be an accompanying growth in the use of the health and social care services in Carmarthenshire. In addition, the proportion of people aged 80+ will increase by more than 50% in a similar time frame and, will likely contribute to greater pressure being placed on health and social care services in the future. Household sizes are getting smaller, meaning that in the future the population will be made up of more households, increasing the demand for homes.

Carmarthenshire has fewer areas amongst the most deprived in Wales and those areas are largely concentrated in the three main towns: Ammanford, Carmarthen and, to the greatest extent, Llanelli. However, Carmarthenshire has a higher proportion of areas that are less acutely deprived which are spread across the rural hinterland and smaller rural towns.

### *Wellbeing Assessment*

#### Summary

Carmarthenshire's population projections highlight a growing yet ageing population  
The total population is projected to grow by an average of 373 people a year between 2021 and 2040  
The proportion of people aged 80+ will increase by more than 50% by 2040 and likely contribute to greater pressure being placed on health and social care services  
Making sure people have the right help at the right time as and when they need it

At the time of the Well-being Assessment (2016), around 185,100 people lived in Carmarthenshire making it the county with the 4th highest population in Wales. 76% of the population of Carmarthenshire were born in Wales with 1.9% from non-white ethnic backgrounds. In line with trends across Wales, Carmarthenshire has an ageing population with over 40's accounting for 56% of the population and over 65's for 23%.<sup>1</sup>

This trend is set to continue with projections suggesting that increases in overall Carmarthenshire population will be primarily in the 65+ age group. This will impact understandings of well-being within the County and impact how we work to maximise positive experiences.

The number of deaths had consistently exceeded the number of births each year, although there had been consistent growth in the population because of net inward migration. However, lower migration rates in more recent years had led to a slower growth in the overall population. In particular, the rate of growth sharply slowed in the years 2006-2010 but had been rising again to 2017.

The Welsh Government estimated that 190,073 people lived in Carmarthenshire in June 2020. Carmarthenshire's total population is predicted to grow steadily, largely because of UK migration, whilst the demographics of the population will change significantly as people aged 65+ become a larger proportion of the population. The population of the area is projected to grow to 196,106 by 2040, a growth of 3% from the 2020 estimate.

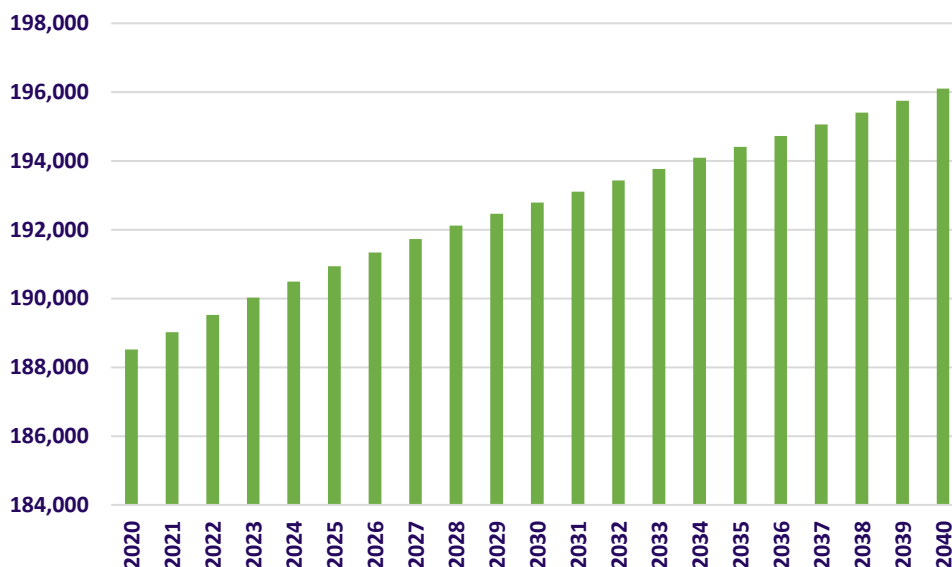


Figure 1 Projected Population Growth of Carmarthenshire 2020-40

<sup>1</sup> Carmarthenshire Wellbeing Assessment 2016



However, between 2018 and 2040 population projections estimate that the number of people aged 65+ will grow from 44,011 to 58,159 - a growth of 32%. Older age groups have significantly higher levels of population growth, with people aged 80+ predicted to grow by 52% in the same period, reflecting an ageing population with more complex and intensive health and social care needs.

### ***Welsh Index of Multiple Deprivation***

#### Summary

Carmarthenshire has fewer areas amongst the most deprived in Wales and those areas are largely concentrated in the three main towns: Ammanford, Carmarthenshire and, to the greatest extent, Llanelli.

Carmarthenshire has a higher proportion of areas that are less acutely deprived which are spread across the rural hinterland and smaller rural towns. Over half of small areas in Carmarthenshire rank amongst the 50% most deprived in Wales, which is higher than the regional average of 42% and the national average.

Llanelli has four areas that are amongst the poorest 10% in Wales

Some rural towns and villages are amongst the 10-30% most deprived in Wales

Tyisha has the most deprivation out of 112 small areas in Carmarthenshire

The Welsh Index of Multiple Deprivation (WIMD) is the official measure of relative deprivation for small areas in Wales. It identifies areas with the highest concentrations of several different types of deprivation including, income, health, and education. Data in the WIMD is broken down into Lower layer Super Output Areas (LSOAs) comprised of an average of 1,500 people – in Wales there are 1,909 LSOAs. This enables community level insights into overall deprivation and specific domains, such as health, which are closely linked with people's vulnerability to homelessness.

Deprivation in Carmarthenshire is largely concentrated in the main urban centres of the local authority: Llanelli, Ammanford and to a lesser extent Carmarthen. Llanelli features the highest level of deprivation in the Authority with four areas in the south of the town and Llwynhendy 3 to the east of the town, ranked as among the 10% most deprived in Wales. These are the only areas in Carmarthenshire ranked among the 10% most deprived.

Some of the rural towns and villages, such as Pembrey, Burry Port, Llandybïe, Kidwelly and Trimsaran, feature higher levels of deprivation. These places all feature areas that are ranked amongst the 10 to 30% most deprived in Wales, with many of these areas featuring particularly high levels of income, employment, and education deprivation.

In mid and north Carmarthenshire deprivation is generally at very low levels, with many of the areas in this part of the County ranking among some of the least deprived in the country.

Individual indicators within the WIMD for health, income, employment, and housing highlight the different pressures that people can face, which can put them at higher risk of homelessness.

## ***Health***

The health domain is comprised of the following indicators:

- 31% GP-recorded chronic conditions (rate per 100), age-sex standardised
- 30% Limiting long-term illness (rate per 100), age-sex standardised
- 18% Premature deaths (rate per 100,000), age-sex standardised
- 10% GP-recorded mental health conditions (rate per 100), age-sex standardised
- 4% Cancer incidence (rate per 100,000), age-sex standardised
- 4% Low birth weight (live single births less than 2.5 Kg, percentage)
- 3% Children aged 4-5 who are obese (percentage)

Health deprivation is concentrated in urban areas, primarily in the south-east of the County, with nearly all areas in the rural north amongst the 50% least deprived in Wales.

## ***Employment***

The employment domain is made up of one indicator, containing four elements:

- Jobseeker's Allowance (JSA);
- Employment and Support Allowance (ESA);
- Incapacity Benefit (replaced Severe Disablement Allowance)
- Universal Credit (UC) and not in employment

Like health deprivation, employment deprivation is concentrated in the urban centres and the rural areas between them in the southeast of the authority.

## Housing

The housing domain is made up of two equally weighted measures: the likelihood of poor-quality housing (being in disrepair or containing serious hazards) and the percentage of people living in overcrowded households (bedrooms measure). Housing deprivation is present across all urban centres as well as the more rural areas which comprised much of the north and west of the authority. In these more rural areas access to services is also far lower, which reflects the different set of challenges that people in these areas face and consequently the different ways homelessness presents in these parts of Carmarthenshire.

The levels of homelessness and accommodation insecurity in Carmarthenshire likely parallel levels of deprivation, particularly for areas performing worse in the health, employment and housing domains identified above.

## Deprivation

There are no areas of deep-rooted deprivation in Carmarthenshire. Deep-rooted deprivation is defined as an area that has remained within the top 50 most deprived, roughly equal to the top 2.6% of small areas in Wales for the last five publications of WIMD rankings (WIMD 2005, 2008, 2011, 2014 and 2019). However, Tyisha 2 has regularly featured amongst the 50 most deprived small areas in Wales, being ranked 17<sup>th</sup> out of 1,909 areas in 2019, the most deprived of 112 small areas in Carmarthenshire.

LSOA	National rank in WIMD 2014	National rank in WIMD 2019	Change in national rank 2014-19
Tyisha 2	55	17	- 38
Glanymor 4	154	68	- 86
Bigyn 4	124	84	- 40
Tyisha 3	187	144	- 43
Llwynhendy 3	125	172	+ 47

*Table 1 Five most deprived LSOAs in Carmarthenshire in 2019*

Carmarthenshire does not feature particularly high levels of deprivation compared with the national average, however the levels of deprivation in Carmarthenshire are slightly above the neighbouring regions to the north of Ceredigion and Powys.

There are fewer areas ranked in the 20% most deprived in Carmarthenshire compared with the national average, although the Carmarthenshire average is marginally higher than the Mid and West Wales regional average. Carmarthenshire mirrors the national average for the proportion of areas in the 30% and 50% most deprived whilst the regional average is far lower, for areas amongst the 30% deprived.

Area	% of LSOAs in the 10% most deprived	% of LSOAs in the 20% most deprived	% of LSOAs in the 30% most deprived	% of LSOAs in the 50% most deprived
Carmarthenshire	4%	11%	27%	54%
Mid and West Wales*	3%	8%	15%	42%
Wales	10%	20%	30%	50%

Table 2 Average levels of deprivations in Carmarthenshire and comparators (\*Combined average of Pembrokeshire, Carmarthenshire, Ceredigion, and Powys)

## Local Housing Market Assessment

### Summary

Household sizes are getting smaller, meaning that in the future the population will be made up of more households, with lower average occupancy, increasing demand for homes. The number of households is projected to increase by 9,555 over the 15-year period 2018-33 (637 per year).

There has been a consistent increase in owner occupation in each of the previous three intercensal decades (1981-91, 1991-01, 2001-11). There has been a shift away from social rented housing to the private rented sector in the twenty years since 1991. The majority tenure is still owner occupation.

Of the total housing need, 77% is for market tenures and the remaining 23% is for affordable housing for purchase. There will likely be changes in the types of dwelling required across all tenures, most notably an increase in one and two-bedroom properties in affordable tenures particularly social housing.

The Mid and South-West Wales Housing Assessment Housing Market Summary for Carmarthenshire<sup>2</sup> was carried out in 2019 and provides a valuable analysis of the housing picture in the County. It identified that household sizes in Carmarthenshire are getting smaller. In 1991, the average household size was approximately 2.5 people, whereas by 2001 it was just over 2.3 persons. The household projections indicate that household sizes are likely to reduce to an average of around 2.2 by 2031. A falling household size means that a given population will form into more households in the future.

<sup>2</sup> Mid and South-West Wales Housing Assessment Housing Market Summary for Carmarthenshire 2019

## *Housing tenure changes*

There has been a consistent increase in owner occupation since the 1981 census and a shift away from social rented housing and this is forecast to continue.

**From 1981-1991:** the number of owner occupiers increased from 37,400 to 48,300 households (a gain of almost 11,000). The number of social tenants reduced from 16,700 to 12,800 households (a loss of over 4,000), and the number of private tenants also reduced by over 1,000. The reduction in social rent and corresponding increase in owner occupation over this period can be ascribed, in part, to the introduction of the right to buy scheme in 1980.

**From 1991-2001:** the number of owner occupiers continued to climb, increasing from 48,300 to 52,900 households (a gain of 4,600); this was alongside a growth of private tenants, increasing from 4,400 to 7,600 households (a gain of 3,300). The number of social tenants reduced by 300.

**From 2001-2011:** the number of owner occupiers increased from 52,900 to 56,500 (an increase of 3,600 households), whilst the number of private tenants also increased from 7,600 to 10,700 households (a gain of 3,000). The number of social tenants decreased by 900. It should be noted that the right to buy was abolished throughout Wales in 2019; and this is likely to lead to future increases in the social rented sector.

In general, the largest change was in the Llanelli and District sub-area. This reflects the population density in Carmarthenshire.

## *Home ownership*

House price trends (2001-2018), adjusted to take account of and remove the impact of inflation, reflected real changes in house prices since 2001. Real average house prices increased substantially in the period 2001-2008 (from £47,900 to £133,900 at 2018 values, a real increase of 179%). Values then reduced to the start of 2014, gradually increased up to 2017 and then stabilised around the £100,000 mark into 2018. There was also some variance in house prices across Carmarthenshire.

The population was projected to increase, and the age profile likely to change with an increased number of older people (aged 65+), alongside a small increase in the younger age bands in some sub-areas. As a result of this increasing population and the reducing average household size, the number of households was projected to increase by 9,555 over the 15-year period 2018-33 (637 per year). Of the total housing need, 77% was for market tenures and the remaining 23% was for affordable tenures.

## ***Private Rented Sector (PRS)***

In 2017-18, 135 individuals were re-housed via a homelessness duty into the PRS through 72 tenancies but by 2020-21 this had reduced to 72 individuals through 42 tenancies. Under each duty of the Housing (Wales) Act the number of people who found accommodation in the private rented sector has started to reduce in 2021/2022, in line with the reduction in the number of bonds used to underwrite the deposit.

A bond scheme to help applicants access the Private Rented Sector (PRS) exists in Carmarthenshire but because only paper bonds are available through the scheme it is not attractive to landlords. This will need to be considered in our rapid rehousing plans. Further to challenges with paper bonds rising house prices compound the issue in Carmarthenshire. Due to the demand for private rental accommodation landlords can request rents significantly higher than the Local Housing Allowance. This has meant a radical reduction in the number of affordable properties available to households via the homelessness route.

The Welsh Government Homelessness Action Plan, shaped by the recommendations of the independent expert Homelessness Action Group, reflects the changes required to prevent homelessness and make the shift to rapid rehousing so that people are in temporary accommodation for the shortest possible time.

Part of the plan is the Private Rented Sector Leasing Scheme, introduced by the Welsh Government in April 2022, where private property owners are encouraged to lease their properties to the Council in return for a rent guarantee and additional funding to improve the condition of their property. However, it needs to be recognised that the rent is only guaranteed at the LHA level which, as stated above, is not sufficient for many landlords. Where it is in operation tenants will benefit from the security of long-term tenures of between five to 20 years and help to maintain their tenancy, such as mental health support or debt and money management advice.

## ***Housing Demand and Need***

Households can be considered in affordable housing need only if they cannot afford to buy or rent a suitable home in the market. However, there are households who can afford to rent a property on the open market (and are therefore not included in the definition of affordable housing need), who nonetheless cannot afford to buy a property (despite this being their aspiration) and would qualify for (and be able to afford) an intermediate affordable housing product. This group are not in affordable housing need (since they can afford market rent); but represent a demand for intermediate products such as affordable home ownership.

Homeless and concealed households increase the requirement for affordable homes, whilst overcrowded households in the private rented sector also require an affordable home. However, overcrowded households, if rehoused, will leave a market property for occupation by another household. These types of households are included within the projections in Table 3.

Households Requiring Housing					
Market housing	1 bed	2-bed	3-bed	4+ bed	Total
Ammanford & the Amman Valley	+37	+403	+1,051	+342	+1,834
Carmarthen & the West	+80	+415	+928	+447	+1,870
Carmarthenshire Rural & Market Towns	+69	+240	+354	+105	+768
Llanelli & District	+83	+680	+1,793	+476	+3,031
Total market Housing (77%)	+270	+1,738	+4,125	+1,370	+7,503
Affordable Housing	1 bed	2-bed	3-bed	4+ bed	Total
Ammanford & the Amman Valley	+92	+259	+158	+13	+522
Carmarthen & the West	+132	+231	+147	+20	+530
Carmarthenshire Rural & Market Towns	+37	+115	+5	-4	+154
Llanelli & District	+323	+355	+396	+24	+1,098
Total Affordable Housing (23%)	+584	+960	+707	+53	+2,304
Of these:					
Require Social housing (cannot afford any intermediate product)	+441	+595	+413	+34	+1,484
Could afford Intermediate rent	+142	+364	+293	+19	+819

Table 3 Changes in Bedroom Requirements by Tenure – Households 2018-33 (Source: Welsh Government, ORS Model. Note: figures may not sum due to rounding)

The households projected to be in affordable housing need in Table 3 are based on the following assumptions:

- The first group are those that are projected to be unable to access any intermediate product.
- The second are those affordable households that are projected to have sufficient income to afford intermediate rent.

However, it is important to recognise that the existence of intermediate schemes does not necessarily mean that those eligible will access them. For example, some renting households that cannot afford market home ownership, but could afford affordable home ownership may be actively choosing to rent, and therefore may not be interested in an affordable home ownership product even if it were made available.

Intermediate products are considered affordable housing and may not be affordable by those in affordable housing need, a distinction needs to be made between “affordable need” and “affordable demand”. The Welsh Government produced “Local Housing Market Assessment Guide” (March 2006) makes clear the distinction between need and demand and provides the following definitions in Appendix G:

*Housing demand is the quantity and type / quality of housing which households wish to buy or rent and can afford. It therefore takes account of preferences and ability to pay.*

*Housing need refers to households lacking their own housing or living in housing, which is inadequate or unsuitable, who are unlikely to be able to meet their needs in the housing market without some assistance.*

As demonstrated in Table 3 above there will likely be changes in the types of dwelling required across all tenures, notably an increase in one and two-bedroom properties in affordable tenures, particularly social housing.

We actively encourage applicants to look in the Private Sector however we have seen the number of properties available for rent drop, and those that are available are clearly unaffordable to our clients coming through the system.

We subscribe to an independent service ‘Hometrack’. Hometrack obtain their data by regular contact with letting agents around the UK. They provide a rolling average, and the data below covers the year to March 2022. Table 4 shows that a lot of areas are n/a which means there have been no lets of that size in that ward in the 12 months to March 2022 therefore availability is low.



## Rental Values by Number of Bedrooms for Carmarthenshire (£ per week)

Area	1 bedroom			2 bedroom			3 bedroom			4 bedroom		
	30th percentile	Median	LHA	30th percentile	Median	LHA	30th percentile	Median	LHA	30th percentile	Median	LHA
Whole County	91	103	80.55	120	132	97.81	144	150	110.47	194	219	136.93
Abergwili	n/a	n/a	80.55	134	135	97.81	n/a	n/a	110.47	n/a	n/a	136.93
Ammanford	97	109	80.55	109	118	97.81	143	150	110.47	172	172	136.93
Betws	n/a	n/a	80.55	n/a	n/a	97.81	176	179	110.47	183	184	136.93
Bigyn	91	91	80.55	114	114	97.81	137	150	110.47	146	147	136.93
Burry Port	97	102	80.55	132	132	97.81	150	153	110.47	201	201	136.93
Bynea	115	116	80.55	137	141	97.81	143	147	110.47	n/a	n/a	136.93
Carmarthen North	98	103	80.55	116	141	97.81	170	178	110.47	187	208	136.93
Carmarthen South	91	103	80.55	121	136	97.81	144	166	110.47	167	167	136.93
Carmarthen West	108	114	80.55	138	144	97.81	165	172	110.47	223	251	136.93
Cenarth	97	102	80.55	120	121	97.81	150	150	110.47	n/a	n/a	136.93
Cilycwm	n/a	n/a	80.55	n/a	n/a	97.81	n/a	n/a	110.47	n/a	n/a	136.93
Cynwyl Elfed	132	132	80.55	123	144	97.81	191	207	110.47	190	201	136.93
Cynwyl Gaeo	99	100	80.55	n/a	n/a	97.81	167	171	110.47	n/a	n/a	136.93
Dafen	n/a	n/a	80.55	114	120	97.81	147	161	110.47	n/a	n/a	136.93
Elli	94	96	80.55	111	126	97.81	150	153	110.47	n/a	n/a	136.93
Felinfoel	n/a	n/a	80.55	130	132	97.81	n/a	n/a	110.47	n/a	n/a	136.93
Garnant	n/a	n/a	80.55	141	145	97.81	157	158	110.47	n/a	n/a	136.93
Glanamman	n/a	n/a	80.55	116	123	97.81	172	172	110.47	166	166	136.93
Glanymor	91	97	80.55	137	144	97.81	138	147	110.47	238	242	136.93
Glyn			80.55			97.81			110.47			136.93
Gorslas	n/a	n/a	80.55	131	143	97.81	155	156	110.47	233	242	136.93
Hendy	n/a	n/a	80.55	146	149	97.81	168	173	110.47	229	229	136.93
Hengoed	n/a	n/a	80.55	132	141	97.81	144	150	110.47	n/a	n/a	136.93
Kidwelly	n/a	n/a	80.55	118	120	97.81	126	141	110.47	183	183	136.93
Laugharne	109	109	80.55	n/a	n/a	97.81	196	196	110.47	194	201	136.93
Llanboidy	n/a	n/a	80.55	n/a	n/a	97.81	168	196	110.47	n/a	n/a	136.93
Llandeilo	91	91	80.55	118	129	97.81	124	126	110.47	n/a	n/a	136.93
Llandovery	n/a	n/a	80.55	n/a	n/a	97.81	n/a	n/a	110.47	n/a	n/a	136.93
Llandybie	n/a	n/a	80.55	114	116	97.81	148	153	110.47	n/a	n/a	136.93
Llanegwad	114	114	80.55	114	114	97.81	162	162	110.47	213	213	136.93
Llangennech	n/a	n/a	80.55	136	147	97.81	132	132	110.47	n/a	n/a	136.93
Llangunnor	n/a	n/a	80.55	n/a	n/a	97.81	184	187	110.47	n/a	n/a	136.93
Llangyndeyrn	n/a	n/a	80.55	126	129	97.81	171	175	110.47	n/a	n/a	136.93
Llanddarog	138	138	80.55	90	96	97.81	194	198	110.47	219	219	136.93
Llanfihangel Aberbytho	n/a	n/a	80.55	108	108	97.81	n/a	n/a	110.47	n/a	n/a	136.93
Llanfihangel -ar-Arth	n/a	n/a	80.55	131	132	97.81	121	137	110.47	n/a	n/a	136.93
Llangadog	109	109	80.55	120	120	97.81	n/a	n/a	110.47	219	219	136.93
Llaneler	n/a	n/a	80.55	n/a	n/a	97.81	156	172	110.47	150	170	136.93
Llannon	n/a	n/a	80.55	102	102	97.81	137	142	110.47	n/a	n/a	136.93
Llansteffan	n/a	n/a	80.55	n/a	n/a	97.81	143	143	110.47	300	300	136.93
Llanybydder	n/a	n/a	80.55	128	137	97.81	221	223	110.47	n/a	n/a	136.93
Lliedi	94	96	80.55	106	120	97.81	129	150	110.47	n/a	n/a	136.93
Llwynhendy	95	98	80.55	132	144	97.81	157	162	110.47	253	253	136.93
Manordeilo & Salem	94	97	80.55	100	106	97.81	178	178	110.47	187	196	136.93
Pembrey	n/a	n/a	80.55	128	132	97.81	151	155	110.47	184	230	136.93
Penygroes	79	81	80.55	120	129	97.81	156	160	110.47	n/a	n/a	136.93
Pontaman			80.55			97.81			110.47			136.93
Pontyberem	90	90	80.55	138	138	97.81	137	138	110.47	217	217	136.93
Quarter Bach	n/a	n/a	80.55	n/a	n/a	97.81	120	131	110.47	n/a	n/a	136.93
Saron	n/a	n/a	80.55	117	118	97.81	145	150	110.47	n/a	n/a	136.93
St Clears	112	114	80.55	114	114	97.81	159	166	110.47	214	218	136.93
St Ishmael	103	103	80.55	107	109	97.81	173	178	110.47	n/a	n/a	136.93
Swiss Valley	n/a	n/a	80.55	161	161	97.81	155	167	110.47	n/a	n/a	136.93
Trelech	n/a	n/a	80.55	129	138	97.81	n/a	n/a	110.47	219	219	136.93
Trimsaran	n/a	n/a	80.55	n/a	n/a	97.81	147	150	110.47	285	322	136.93
Tygroes	92	92	80.55	114	121	97.81	121	121	110.47	n/a	n/a	136.93
Tyisha	88	90	80.55	129	137	97.81	137	141	110.47	n/a	n/a	136.93
Whitland	82	87	80.55	126	126	97.81	131	150	110.47	n/a	n/a	136.93

Table 4 Rental Values by Number of Bedrooms for Carmarthenshire (£ per week)

The table 5 below includes household income figures. The wards highlighted red have high proportions of households on below £20k a year income, £20k being the benefits cap. There are 14 wards where over 40% of the households have an income of less than £20k, therefore meeting the gap between market rent and LHA demonstrated above is unachievable for most households.

### Household income figures, November 2021

Area ID	Area Name	Total households	0-5K	5-10K	10-15K	15-20K	Number of households below £20k	Percentage of households below £20k	Median Income	Lower Quartile	No of HHs below 50% GB median income
W05000457	Abergwili	970	11	58	90	105	264	27%	£32,349	£18,984	187
W05000458	Ammanford	1,315	45	173	199	188	605	46%	£21,857	£12,784	468
W05000459	Betws	1,017	19	80	106	115	321	32%	£29,778	£17,107	237
W05000460	Bigyn	2,870	85	333	398	389	1,205	42%	£23,763	£13,766	921
W05000461	Burry Port	1,975	53	219	270	269	811	41%	£24,108	£14,107	615
W05001002	Bynea	1,867	33	144	192	209	579	31%	£30,275	£17,324	426
W05000463	Carmarthen Town North	2,312	63	240	289	292	884	38%	£25,825	£14,755	671
W05000464	Carmarthen Town South	1,911	54	222	267	259	802	42%	£23,779	£13,776	613
W05000465	Carmarthen Town West	2,219	41	187	251	268	747	34%	£28,336	£16,412	551
W05000466	Cenarth	975	21	96	127	131	374	38%	£25,366	£15,019	279
W05000467	Cilycwm	604	9	44	64	72	189	31%	£29,288	£17,344	137
W05000468	Cynwyl Elfed	1,224	18	90	129	144	382	31%	£29,471	£17,378	276
W05000469	Cynwyl Gaeo	726	13	63	90	97	263	36%	£26,276	£15,807	192
W05000470	Dafen	1,492	43	171	207	205	627	42%	£23,676	£13,823	477
W05000471	Elli	1,507	35	154	195	197	582	39%	£25,497	£14,792	438
W05000472	Felinfoel	844	34	122	134	123	413	49%	£20,471	£12,040	324
W05000473	Garnant	941	22	98	126	128	374	40%	£24,664	£14,560	281
W05000474	Glanamman	1,077	30	123	148	145	446	41%	£24,049	£13,906	341
W05000475	Glanymor	3,050	117	406	440	408	1,370	45%	£22,491	£12,728	1,072
W05000476	Glyn	945	19	84	109	115	327	35%	£27,880	£16,063	243
W05000477	Gorslas	2,058	37	164	216	230	647	31%	£30,149	£17,122	479
W05000478	Hendy	1,517	23	107	148	163	442	29%	£31,817	£18,085	323
W05000479	Hengoed	1,784	28	138	198	219	583	33%	£28,629	£16,878	423
W05000480	Kidwelly	1,610	41	172	213	213	640	40%	£24,834	£14,436	484
W05000481	Laugharne Township	1,187	22	100	136	146	404	34%	£28,002	£16,330	297
W05000482	Llanboidy	872	14	67	95	106	281	32%	£28,810	£17,030	204
W05000483	Llanddarog	917	10	53	83	99	246	27%	£32,376	£19,170	173
W05000484	Llandello	1,438	27	128	171	181	507	35%	£27,279	£15,911	375
W05000485	Llandovery	1,127	30	129	159	158	477	42%	£23,490	£13,852	361
W05000486	Llandybie	1,877	40	165	212	223	639	34%	£28,317	£16,179	477
W05000487	Llanegwad	1,033	11	61	95	113	280	27%	£32,205	£19,022	198
W05000488	Llanfihangel Aberbythych	816	9	51	78	92	230	28%	£31,385	£18,583	163
W05000489	Llanfihangel-ar-Arth	1,248	24	115	156	165	460	37%	£26,127	£15,512	340
W05000490	Llangadog	860	14	66	93	102	275	32%	£29,173	£17,046	201
W05000491	Llangeler	1,490	28	132	179	191	530	36%	£26,966	£15,866	391
W05001003	Llangennech	2,213	39	179	242	261	721	33%	£29,029	£16,791	530
W05000493	Llangunnon	1,204	25	103	131	138	397	33%	£29,048	£16,511	297
W05000494	Llangyndeyrn	1,556	30	137	183	194	544	35%	£27,498	£15,991	403
W05000495	Llannon	2,320	46	209	278	291	824	36%	£27,243	£15,816	611
W05000496	Llansteffan	896	9	52	83	100	244	27%	£31,808	£18,986	172
W05000497	Llanybydder	1,217	33	132	160	160	485	40%	£24,790	£14,354	368
W05000498	Llidi	2,418	61	260	326	327	974	40%	£24,497	£14,348	735
W05000499	Llwynhendy	1,947	74	264	295	277	910	47%	£21,520	£12,525	708
W05000500	Manordeilo and Salem	924	9	53	83	100	245	26%	£32,470	£19,321	172
W05000501	Pembrey	1,783	31	145	200	216	592	33%	£28,491	£16,626	434
W05000502	Penygroes	1,246	18	89	130	146	383	31%	£29,744	£17,545	277
W05000503	Pontamman	1,230	27	121	155	158	461	37%	£26,134	£15,135	346
W05000504	Pontyberem	1,218	31	126	156	158	470	39%	£25,470	£14,744	355
W05000505	Quarter Bach	1,232	36	146	176	172	530	43%	£23,203	£13,588	404
W05000506	St. Clears	1,361	22	106	148	162	439	32%	£29,106	£16,963	320
W05000507	St. Ishmael	1,195	14	77	118	136	346	29%	£30,825	£18,267	246
W05000508	Saron	1,773	39	159	203	214	615	35%	£27,842	£15,981	459
W05000509	Swiss Valley	1,115	13	71	107	123	314	28%	£31,774	£18,560	224
W05000510	Trelech	846	16	75	106	114	311	37%	£25,998	£15,656	227
W05000511	Trimsaran	1,068	29	118	145	145	437	41%	£24,238	£14,146	331
W05000512	Tygroes	1,117	18	88	124	137	366	33%	£28,472	£16,808	267
W05000513	Tyisha	2,039	90	316	335	299	1,040	51%	£19,657	£11,549	822
W05000514	Whitland	1,057	26	102	124	127	381	36%	£27,197	£15,437	288

Table 5 Household income data for Carmarthenshire for November 2021



## *Housing Supply*

As of 31 March 2020, Carmarthenshire had 9,223 Council homes and 3,197 housing association homes. The pattern of provision reflects the legacy of Council building from the 1950s to the 1970s, combined with the impact of Right to Buy since 1980. This has resulted not only in a shortfall of affordable rented homes, but also a stock which does not in every area match the need in that community.

When we adopted the Affordable Homes Delivery Plan in 2016, we divided the County into four areas to monitor the delivery of new affordable homes. These are areas which broadly reflect the different needs of our County. The same areas have been used for our housing market assessment from 2019 onwards. The map identifying the affordable housing action areas is shown within the *Carmarthenshire Housing Need Prospectus* at Appendix A

Carmarthenshire's priorities for delivering new affordable homes are as follows:

- Deliver new affordable homes in the areas of greatest housing need, through mixed tenure developments, with housing solutions based on the needs of each area. For example, provide more homes for low-cost home ownership in rural areas.
- Support the wider strategic regeneration priorities across the County, such as in town centres and rural areas.
- Deliver more homes for general needs households as well as specialist housing meeting specific housing need e.g., assisted living schemes for learning disabilities, mental health, and older people's housing
- Provide housing solutions to enable the transition from temporary or supported accommodation to independent living.
- Linking affordable homes development with economic recovery from the effects of Covid 19, including boosting the green economy, the construction industry and local supply chains, with skilled jobs and training for local people

## *Innovation*

Every ward in the county has a housing need for social housing. The level of need varies from ward to ward, however the pattern of households requiring rehousing due to homelessness shows a shortfall of 1-bedroom apartments and 2-bedroom houses. These house types already have a high priority in our developments.

We are also looking at innovative uses of our existing housing stock by commencing a programme of re-configuring several voids that would usually be relet as 3 bed family accommodation into 2 x single persons shared accommodation.

The demands on front line homelessness services and temporary accommodation (TA) have continued since the start of the Pandemic because of the change in policy around the priority status for those presenting. Whilst other services have been able to move quickly to the recovery phase following the pandemic, housing services continue to experience increased pressures on the front end and even though we remain focused on the prevention of homelessness, we continue to place between 5-7 households in TA on a weekly basis.

Over the past two years there has been a notable shift in those presenting and needing TA. Prior to the pandemic the Council had approximately 35 individuals in TA and around 55 families. At its height over 120 individuals were placed in TA and the number of families reduced because of the changes and fewer evictions from the Private Rented Sector. Currently we have almost 100 individuals in TA and almost 30 families. In addition, the numbers of families (and individuals) presenting following a private landlord's decision to regain possession of the property (to sell because of a buoyant housing market, for example) has increased dramatically.

During the pandemic some of our family type TA had also been re-appropriated for shared type accommodation to house individuals (including prison leavers). It has been difficult to rehouse this cohort in other long term appropriate accommodation. The Renting Homes Act will also place pressure on us to move people on from TA more quickly and the Programme above will also fit in with our Rapid Rehousing Plans.

The national response to the Ukraine crisis, which Carmarthenshire is fully committed to, will also place pressures on our front-line homeless service and local housing allocations. There needs to be a balanced and fair approach and through these plans we will be able to free up TA sooner and create capacity within the service to meet these additional demands.

There is a considerable amount of good will amongst many Carmarthenshire residents putting their properties forward for hosting. However, we are already seeing relationship breakdowns with other family members or the hosts themselves. Therefore, providing safe, decent, and relatively secure accommodation in an emergency will be vital.

Our intention is it to develop long term, sustainable options for single people which will mean releasing some of our temporary accommodation stock that can be used for Ukrainian households and others that present. These households can then be considered for permanent housing and prioritised/monitored through the 'Move On Partnership Group', chaired by CCC with members from RSLs operating in the LA. This group considers the direct matching of suitable properties to clients (within the allocation policy) prior to them being advertised to others through Canfod Cartref (the Council housing register).

This is only intended to be short term, whilst we manage the immediate demand. Likewise, moving away from or reducing our use of B&B accommodation (which was procured during the pandemic to meet the demands) will help us manage the service better and redistribute expenditure to accommodation that is appropriate and dispersed proportionally across the County.

On a local level, we need to change the culture and attitude towards sharing. Changing the configuration of properties is part of the solution and the support given prior to and during their occupation will be critical to maintaining these tenancies. This change in culture and the type of accommodation that we can offer individuals will be supported through other services set up as part of the HSG programme and pre-tenancy team.

This will be challenging; however, the properties have been selected purposely and management procedures will be put in place to ensure every chance of success.

Though we do not necessarily have any significant problems in letting three-bedroom properties, the greatest demand is for two-bedroom properties and the greatest demand for single person accommodation is focused in and around the Llanelli area, but likewise there is also a demand in the Carmarthen and Ammanford areas. It is therefore logical that to convert a three-bedroom house, by providing additional (exclusive) bathroom facilities we can increase the capacity quickly without the need for planning permission for change of use i.e., changing family home (1 Unit of accommodation) into a shared house (2 Units of accommodation).

Longer term solutions to meet future demands can be met through the mechanisms developed as part of Phase 2 and the SHG programme to increase the supply of all types of accommodation. We have a successful Social Lettings Agency with over 160 family houses. We have also successfully developed several shared housing projects based on the principles that we have outlined above. As part of this we have also considered working with our private landlords to convert some of their stock into shared housing by carrying out works to protect tenants in the event of a fire, provide additional amenities and apply for change of use from C3 to C4 dwelling and building regulations.

### ***Providing more homes for social rent***

Families and households on income levels of less than £20,000 a year are likely to need a social rented home. The Council housing register (Canfod Cartref) indicates how many households need social housing. This includes all types of need, including families, older people, single people, couples, people with disabilities and people with support needs such as mental ill health, autism or learning disabilities.

The Housing Regeneration and Development - Five Year Delivery Plan April 2022 – March 2027<sup>3</sup> will play a key role in increasing the supply of social rented homes in communities. Table 6 provides an indicative plan of where these homes will be delivered.

- Providing general needs housing for social rent – the greatest demand for social rented homes is from individuals and families without any specialist or complex needs. The supply of general needs social housing for rent throughout the County by providing homes of all sizes will be continued.
- Providing supported specialist housing for social rent - Supported housing projects are commissioned for accommodation and support for individuals or groups of people that have specialist needs. The Council will continue to increase the supply of supported accommodation by bringing the landlord function in-house and commissioning the care and support services separately. This will provide safe, affordable accommodation for the most vulnerable individuals and offer them a real choice of support provider, as the support is not linked to the landlord.
- Providing more social rented accommodation for older people – there is a good supply of social rented homes for older people, but the supply is unevenly distributed throughout the County, and does not necessarily match where people want to live or their expectations. The Council intends to provide more accommodation for older people, which is easily adaptable, in areas of short supply. This will include two-bedroom bungalows and one-bedroom older person apartments, which are easily adaptable should the needs of the household change.

## *Allocations – Canfod Cartref*

### Summary

The Local Authority assesses people’s needs for accommodation using a series of bands, and then allocates available housing via a defined set of prioritising factors.

The number of people awaiting housing indicates demand significantly outstrips supply, particularly those needing one bedroom housing. Supply is particularly low for people under 55 years needing one bedroom accommodation.

Data indicates more one-bedroom properties are required across the whole county, but these are currently clustered in urban areas.

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<sup>3</sup> The Housing Regeneration and Development - Five Year Delivery Plan April 2022 – March 2027 November 2021


Action Area	Development	Number of Homes	Delivery Vehicle
<b>Ammanford and the Amman Valley</b> 	Land at Gwynfryn, Ammanford	28	Council
	Land at Maes y Bedol, Garnant	8	Council
	Land in Llandybie	24	Council & HA Partner
	Ammanford Town Centre	12	Council
	Dyffryn Road, Ammanford	60	Council & HA Partner
	Land in Bonllwyn, Ammanford	30	Council & HA Partner
	Land Penygroes	140	Council & HA Partner
	Land in Cross Hands	60	Council & HA Partner
<b>Carmarthen and the West</b> 	Land in Maesgriffith, Llansteffan	16	Council
	Land at Wauniago House	4	Council
	Land in Carmarthen West, Carmarthen	100	Council & Private Partner
	Spilman Street, Carmarthen	12	Council
	Carmarthen Town Centre	25	Council
	Land at Llansteffan Road, Carmarthen	48	Council & Private Partner
	Lidl Site, Carmarthen	50	Council & HA Partner
	Land in Is y Llan, Llanddarog	6	Council
	Land in Station Road St Clears	45	Council & HA Partner
	Clos Llwyn Ty Gwyn, Whitland	15	Council & HA Partner
	Land in Llangain	36	Council & HA Partner
Land in Porthyrhyd	54	Council & HA Partner	
Land in Bancyfelin	40	Council & HA Partner	
<b>Carmarthen-shire Rural and Market Towns</b> 	Land in Meidrim, Trelech	11	Council
	Land at Alltwalis, School	17	Council
	Land opposite Llangadog School, Llandovery Playing Fields, Cilycwm Road	12	Council
	Land in Llanllwni	12	Council
	Land in Llanllwni	16	Council
	Pencrug, Llandeilo	60	Council & HA Partner
	Land at Cwmman School, Cwmman	22	Council & HA Partner
	Land in Llandovery	32	Council & HA Partner
	Land in Pontweli	14	Council & HA Partner
Land in Pencader	20	Council & HA Partner	
<b>Llanelli and District</b> 	Land in Dylan, Llanelli	32	Council
	Land in Maes yr Haf, Pwll	8	Council
	Land in Llangennech	11	Council
	Clos y Bacca, Burry Port	32	Council
	Pentre Awel, Llanelli (Assisted Living)	144	Council & Private Partner
	Llanelli Town Centre	18	Council
	Tyisha, Llanelli	120	Council & Private Partner
	Land at Plas Isaf, Llangennech	60	Council & Private Partner
	Land in Burry Port	240	Council & Private Partner
	Cwm y Nant, Llanelli	202	Council & Private Partner
	Land in North Dock, Llanelli	210	Council & Private Partner
Land in Cross Hands	60	Council & HA Partner	
Penygraig, Bynea	20	Council & HA Partner	
		<b>2186</b>	

Table 6 The Housing Regeneration and Development - Five Year Delivery Plan April 2022 – March 2027  
(indicative and subject to change)

Carmarthenshire has a dedicated team of *Housing Hwb Advisors* who will discuss individual housing needs and circumstances and give appropriate information, assistance, and advice. This includes information about buying or renting a home or helping people to stay in the home they currently have. If a housing options assessment is appropriate the eligibility is reviewed to join the Housing Register.

Carmarthenshire has operated a choice-based lettings system since April 2019, known as Canfod Cartref. This covers most social rented lettings in the County (over 99%), as Carmarthenshire County Council and the four main housing associations are part of the system. There are three priority bands: A, B and Registered Only. Over 90% of lettings go to applicants in bands A or B. Homeless or potentially homeless applicants may be in either A or B, depending on their particular circumstances. The *Housing Allocation Policy* Banding and Prioritisation criteria are set out in Appendix B.

With three years of data available to us, we now have a robust view on the supply of social rented homes for letting. The system allows people to bid for homes anywhere in the County, although priority is given in our policy to people with a local connection for any given vacancy.

We analyse urban areas by *community connection area*, which groups together nearby wards. In these areas, wards are small geographically, and so it is impractical to aim to meet housing need within the boundary of an individual ward. In rural areas, our wards tend to be geographically very large. There are more likely to be opportunities to address need within the boundary of the ward, and it is less reasonable to expect applicants to relocate in order to satisfy their need for rehousing. We therefore analyse need in rural areas by ward.

The supply of different types of home does not necessarily match the level of need in different parts of the County, as this reflects historical patterns of development from the 1950s to the 1970s, combined with the effects of the Right to Buy from 1980 until its suspension in Carmarthenshire in 2015.

The types of home in highest demand in most parts of the County are one-bedroom apartments which do not have an age restriction. In the urban areas, the average number of bids from applicants in A and B bands was over 35 per letting for this type of home. Demand for one-bedroom apartments that are restricted to applicants aged 55 or over is far lower, with between 4 and 16 A and B band applicants per letting. Addressing the shortfall in one-bedroom homes for people aged under 55 is a massive challenge, which will require innovative thinking and a sustained effort over many years.

Two-bedroom homes are in the next highest demand across the County. There are between 26 and 42 A and B band applicants per letting for two-bedroom houses in the urban wards. In wards where there have been lettings of two-bedroom houses, the range is generally between 10 and 20 A and B band applicants per letting. In Llannon and



Llanfihangel ar Arth it is higher at 27 and 29 bids per letting, respectively. Two-bedroom bungalows are generally restricted to applicants aged 55 and over, and these are also very much in demand despite the restriction. As can be seen from the table on lettings, the supply of two-bedroom bungalows varies dramatically from place to place, due to historical factors.

The shortfall in social rented homes is lowest for three-bedroom houses, where the number of bids varies between 6 and 12 A and B bids per letting.

We have been developing new four-bedroom houses in new developments in the County over the past few years, as many areas previously had no four-bedroom homes at all. Families needing this type of home were facing being permanently overcrowded with no chance of rehousing. Introducing a small number of four-bedroom homes on new developments will help us to redress this issue within the next few years.

Within all the different size categories above, there is a need for a proportion of the homes to be suitable for people with substantial mobility difficulties.

As of 17/03/2022, the following number of applicants were looking for 1 bedroom accommodation in Carmarthenshire: Include data to reflect this as a % of people on register.

- Band A                      327
- Band B                      640
- Registered Only        1196

The new build programme for both the Council and Housing Association partners includes 1 bedroom accommodation wherever possible in new developments throughout the County. The first 1-bedroom accommodation that has been developed through this policy has been extremely popular, showing that there is demand outside the ‘traditional’ areas where 1 bedroom accommodation has been provided.

	One bedroom apartment 55+	One bedroom apartment no age limit	One bedroom bungalow 55+	Two-bedroom apartment	Two-bedroom bungalow	Two-bedroom house	Three-bedroom house	Four-bedroom house
Ammanford CCA	12	10	3	26	12	18	23	3
Carmarthen CCA	19	38	3	21	11	23	20	1
Llanelli East CCA	9	11	2	3	5	37	31	3
Llanelli North CCA	9	11	2	3	5	37	31	3
Llanelli Town CCA	10	44	9	15	5	16	38	3

Llanelli West CCA	8	5	5	5	6	13	26	1
Cenarth & Llangeler ward	0	1	1	3	8	3	3	0
Cilycwm ward	0	0	0	1	0	0	1	0
Cynwyl Elfed ward	0	0	0	0	3	1	0	0
Cynwyl Gaeo ward	0	0	0	0	1	0	1	0
Garnant ward	0	1	0	2	1	4	3	0
Glanamman ward	0	5	0	5	4	2	3	0
Glyn ward	2	1	1	2	1	0	1	0
Gorslas ward	0	1	1	0	14	2	3	0
Laugharne ward	0	1	0	1	1	4	1	3
Llanboidy ward	0	0	0	0	1	0	0	0
Llanddarog ward	0	0	0	0	4	0	1	0
Llandeilo ward	0	3	0	3	4	1	1	0
Llandovery ward	0	0	1	4	4	1	3	0
Llanegwad ward	0	0	0	1	0	0	1	0
Llanfihangel Aberbythych	0	0	0	1	0	2	2	0
Llanfihangel ar Arth ward	0	1	0	2	2	2	2	0
Llangadog ward	0	0	0	1	0	3	2	0
Llangydeyrn ward	0	0	0	1	8	1	3	0
Llannon ward	1	0	0	0	2	3	6	0
Llanybydder ward	0	0	0	0	4	1	1	0
Manordeilo & Salem ward	0	0	0	0	0	1	1	0
Pontyberem ward	1	2	1	0	3	3	5	0
Quarter Bach ward	0	0	0	5	2	0	8	0
St Clears & Llansteffan	0	0	0	1	6	2	3	0
Trelech ward	0	0	0	0	0	0	0	0
Whitland ward	2	0	0	3	1	0	1	0

Table 7 Lettings by type; average per year over last 3 years

## *Homelessness in Carmarthenshire*

### Summary

There have been issues that have impacted the capacity to prevent homelessness which are linked to:

More and more landlords beginning to sell their homes to make use of the current market conditions or serving notices to tenants for a variety of reasons including non-payment of rent

Relationships at home between parents and young adults. These issues tend to be around behaviour and parents no longer able to cope with the issues alone

Increased relationship breakdowns and households not able to share properties they both have equal rights to

More young people being at risk of homelessness, many with complex needs, who will find it difficult to access and then sustain accommodation

An over reliance on social housing as being the preferred long-term housing solution

A cultural reliance on one-bedroom social housing flats for young people. There is very little use of shared living as a permanent housing solution

A lack of dedicated support services (HSG) at an early stage (Section 60 and 62 and 66?) to prevent homelessness from occurring.

There is a growing proportion of single person households. The number and proportion of single person households has spiked during the pandemic, for Section 73 cases, with outcomes generally worse for each duty when compared with multiple person households.

In 2020/21, compared with preceding years, there is a clear trend of more people progressing through from relief duty to final duty, which is reflected in other local authorities in Wales. In addition, there is a far higher proportion of people being positively discharged compared with the proportion of successful prevention or relief duty outcomes.

The number of households for which assistance has been provided has increased from 1746 in 2017/18 to 2298 households in 2020/21, an increase of 552, nearly a third over four years. Consistently most of these households are single person, who comprised between 61 – 62% of total outcomes prior to the pandemic.

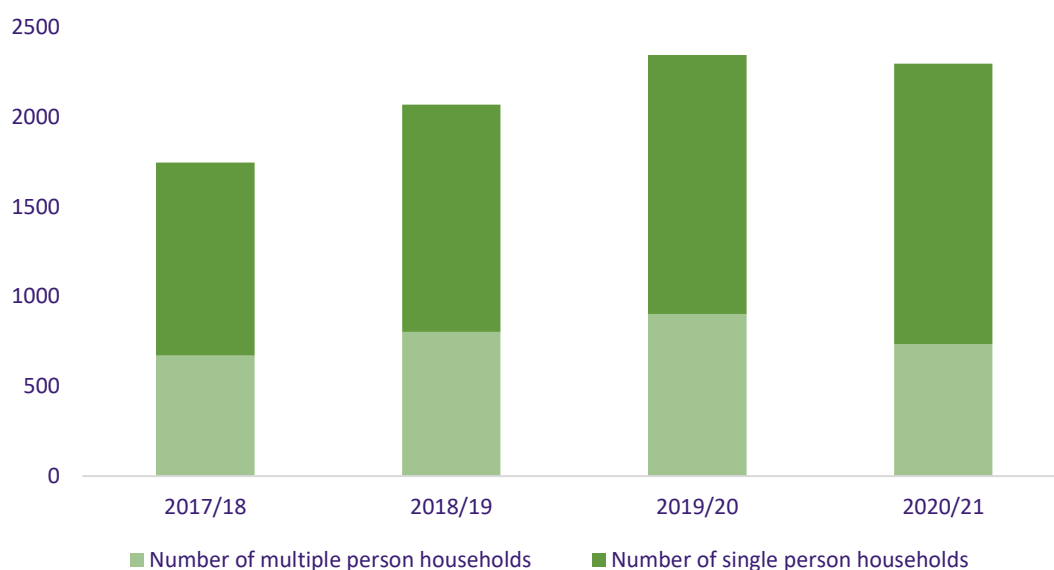


Figure 2 Total number of outcomes by household type

However, in 2020/21, 68% of households were single person households. This has increased by 120 year-on-year whilst the number of multiple person households has reduced by 168 in the same time frame.

This suggests that the pandemic has led to an increase in the number of single person households presenting to the local authority and being owed a duty to prevent or relieve homelessness. The growing number and proportion of single person households in 2020/21 compared with previous years is reflected across all duties (prevention, relief, and final duty).

Year	Total number of outcomes	Number of multiple person households	Number of single person households	% single person households
2017/18	1746	672	1074	62%
2018/19	2070	804	1266	61%
2019/20	2346	903	1443	62%
2020/21	2298	735	1563	68%

Table 8 Total outcomes by household type

## *key groups*

### *Children and Young People*

#### Summary

Young people are a significant group presenting to the Local Authority as homeless. Some of these will be 'care experienced' young people.

There are significant numbers of young people in Temporary Accommodation, some with complex needs.

A new service is currently being commissioned to provide 24 Hour Temporary Supported Housing for people aged 16-25 who are homeless, at risk of homelessness and require support in a safe, stable environment.

The Youth Accommodation Panel manages housing and support referrals.

Children and young people group can be classified into three categories as follows:

- Up to the age of 18
- Up to the age of 21 if they have been in care
- Up the age of 25 if they have been in care and are still in education

Between February and August 2020, 251 people presented to the Local Authority as homeless with the highest number of any age being those aged 18, of which there were 39 presentations. 289 young people were referred to the Youth Accommodation Panel. At the time there were around 150 people in temporary accommodation in total, and although young people made up approximately 10% of the total, indications from the above summary are that their needs were significant.

## ***Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV)***

### **Summary**

VAWDASV strategy and services are coordinated at a regional level.

From April 2020 to 28 January 2022, 373 people presented as homeless due to domestic abuse.

There are a range of VAWDASV services funded by HSG in Carmarthenshire including refuges and floating support.

A new service is being commissioned that integrates prevention, early intervention, support, and protection to ensure a holistic approach for people experiencing domestic abuse

From April 2020 to 28 January 2022, 373 people presented as homeless due to domestic abuse. There are a range of VAWDASV services funded by HSG in Carmarthenshire including refuges and floating support. Refuges are managed by specialist services, with the refuges being owned by Social Housing Landlords. Funding for support in refuges comes from HSG. Rents are covered through housing benefits, providing that the survivor can access the benefits system. Housing is a vital partner in addressing accommodation issues for survivors of domestic abuse.

A new service is being commissioned that integrates prevention, early intervention, support, and protection to ensure a holistic approach for people experiencing domestic abuse<sup>4</sup>.

### ***Ex-offenders***

#### **Summary**

Since the changes in guidance under Covid 19 Prison Leavers are now effectively Priority Need if they are released from Prison with no accommodation to return to

Prison leavers are a significant group that present as homeless to the Local Authority

There are 31 units of supported accommodation for ex-offenders across Carmarthenshire

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4 Service Specification For The Provision Of Violence Against Women Domestic Abuse & Sexual Violence (VAWDASV) Start Date: 1st October 2022

Since the changes in guidance and the definition of vulnerability under Covid 19, Prison Leavers are amongst the group now effectively in Priority Need if they are released from Prison with no accommodation to return to. Prisoners will generally only be released back to the area where they have a local connection. At February 2021<sup>5</sup> Carmarthenshire had presentations from 90 prisoners who had been released from custody since the pandemic commenced. Several of these presented on more than one occasion following recalls.

Outcome	Number
Currently in Temporary Accommodation	21
Re-housed Council Accommodation	5
Gone into Supported Housing	15
Re-housed Private Rent	4
Evicted from Temporary Accommodation	12
Voluntarily Left Temporary Accommodation	16
Deceased	1

*Table 9 Presentations by Prisoners released back into the area with a local connection (February 2021)*

Risk assessments are undertaken on all individuals placed into temporary accommodation and for Prison Leavers a higher-level assessment is undertaken in conjunction with Probation. This is to understand the balance of needs and risks of the individual and how they might best be supported and accommodated. The highest risk offenders are managed through the MAPPA (Multi-Agency Public Protection Arrangements) process (a multi-agency meeting between Police, Probation, Social Care, Mental Health, Housing) to ensure there is a robust plan in place before the individual is discharged back into the community.

In July 2020, the Integrated Supported Housing project was launched for ex-offenders. The project has 31 places across 7 properties. One of the units in Carmarthen has 24-hour support on site with the other units being shared accommodation with support during working hours.

Housing is typically seen as a key solution to reduce re-offending. Whilst there has been some success a significant number of this cohort do still re-offend, are re-called to prison, and must start the process around accommodation again. A more detailed review of resettlement of offenders is needed with partners including Police and Probation to help identify what is needed to help this cohort to succeed in tenancies.<sup>6</sup>

<sup>5</sup> Homeless Needs Mapping February 2021

<sup>6</sup> Homeless Needs Mapping February 2021

## ***Substance Misuse***

### **Summary**

Substance misuse is a significant issue for Carmarthenshire and the West Wales region. Substance Misuse does not feature highly in the stated needs of people referred but stakeholders state that mental health and substance misuse co-occur so frequently it should be assumed.

People with co-occurring needs still get bounced between mental health and substance misuse services.

The need for a 'wet house' in the County has been identified and by 2040 it is projected that 10 units of supported housing will be needed for people with complex needs/dual diagnosis, with stakeholders suggesting this may be an underestimate.

The effects of alcohol and drug misuse are far reaching, impacting on children, young people, adults, whole families, and communities. Stakeholders engaged with for the HSP needs assessment stated that mental health and substance misuse co-occur so frequently it should be assumed. However, people with co-occurring needs still get bounced between mental health and substance misuse services.

A recent Local Authority Homelessness Needs Mapping found that some providers felt that Carmarthenshire would benefit from a wet house. There were several people in the area who were alcohol dependent and as such are vulnerable to financial exploitation and harm from others. It stated that a wet house would provide safe accommodation to those who wish to reduce harm to themselves, a more settled and less chaotic lifestyle, access to specialist services and health care, and a reduction in crisis driven A&E visits and admissions. It warned that wet houses will be of concern for many communities so any project of this kind would need to be thoughtfully set up and have local community support.<sup>7</sup> The provision of a long-term accommodation setting which allows for residents to reduce substances in a planned way will be explored further in Section 6.

## ***Mental Health***

Due to the complexity of multiple referral systems, it was not possible to get accurate summaries of referrals for mental health across all HSG funded services as part of the HSP Needs Assessment. The Local Authority needs to review data collection and analysis to ensure it is robust and consistent.

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<sup>7</sup> Homeless Needs Mapping February 2021



The Mental Health Accommodation Panel only requests referrals when a vacancy arises in a supported accommodation project. Therefore, it does not give an indication of demand or waiting list for the service. It was also noted that many tenants stay in the accommodation for longer than intended, possibly indicating that longer term accommodation solutions are needed.

The Housing & Accommodation needs assessment for people with learning disabilities and people with mental health needs in West Wales<sup>8</sup> report suggested several commissioning implications, including the following:

- Develop a wider range of supported housing options, including self-contained forms of housing with support (as well as shared supported housing models), which can support individuals at different stages of recovery.
- Consider developing supported housing with 24/7 support that can offer a ‘step down’ facility from in-patient psychiatric services and/or as an alternative to residential care placements, in partnership with Health Board mental health services.
- Increase the provision of and access to mainstream housing options, including as a ‘pathway’ to move-on from supported housing schemes.

### ***Section 66 – Duty to help to prevent an applicant from becoming homeless***

Section 66 outcomes refer to the number of cases where households received assistance from the local authority to help prevent homelessness. Carmarthenshire has seen a 10% reduction in Section 66 outcomes between 2019/20 and 2020/21. In the same period the absolute number of successful outcomes reduced but as a proportion of total outcomes remained at 46%.

Year	S.66 Total outcomes	S.66 Successful outcomes	% of total	All Wales total
2017/18	414	270	65%	66%
2018/19	435	258	59%	68%
2019/20	423	195	46%	67%
2020/21	381	174	46%	65%
2021/22	316	157	50% (end of 3 <sup>rd</sup> quarter)	67%

*Table 10 Section 66 outcomes*

<sup>8</sup> Housing & accommodation needs assessment for people with learning disabilities and people with mental health needs in West Wales July 2021

The reduction of Section 66 outcomes suggests that fewer people were being threatened with homelessness between March 2020 and 2021, which may in part be linked to the impact of the pandemic. Specifically, factors include the eviction ban (which was in place in Wales until the start of July 2021), the uplift to welfare benefits and potentially fewer cases of family members or close relations being evicted.

For 2021/2022 (end of third quarter) the performance around Section 66 has increased as more prevention cases have started to come through the system and looks set to be more like that of 2019/20. The Local Authority has been focusing on this area of work and the 2021/22 end of year prediction is set to be around 55% successful prevention rate.

Single person households comprised 52% of total Section 66 outcomes but only comprised 45% of successful Section 66 outcomes in 2020/21, a difference of 7%. This is an increase from 2018/19, where the difference was only 2%. We aim to find out what is best practice in terms of preventing single person homelessness.

There has been a clear divergence between the total outcomes and successful outcomes since 2018/19, suggesting that whilst single person households are a growing proportion of Section 66 outcomes, they form a smaller proportion of successful outcomes. This in turn suggests that it is more difficult to prevent homelessness for single people in comparison to multiple person households.

### ***Section 73 – Duty to help to secure accommodation***

Section 73 outcomes increased in Carmarthenshire between 2017/18 and 2019/20 by an average of 144 cases a year: rising to 1,074 outcomes in 2019/20 and remaining at 1,050 outcomes in 2020/21.

Single person households have accounted for an increasing proportion of Section 73 outcomes, with single person households comprising nearly three quarters of the total outcomes in 2020/21. Between 2017/18 and 2020/21 there has been on average an increase of 82 single person households a year in Section 73 outcomes, rising from 534 single person households in 2017/18 to 780 in 2020/21.

Year	Total S.73 outcomes	Single person S.73 outcomes	% Single person
2017/18	786	534	68%
2018/19	942	639	68%
2019/20	1074	708	66%
2020/21	1050	780	74%

*Table 11 Section 73 outcomes by household type*

During this period successful outcomes decreased as a proportion of total outcomes, from 43% to 27%, the national average across Wales being 39% of households successfully helped to secure accommodation, *Homelessness in Wales, Statistical first release December 2021*.

### ***Reasons for people presenting as homeless***

The top seven reasons given as why people present as homeless are:

1. Notice from Landlord
2. Parents will not accommodate
3. Relationship breakdown
4. Domestic abuse
5. Sofa surfing
6. Relatives will not accommodate
7. Prison leaver

Table 12 sets out the reasons given and numbers of people presenting as homeless from April 2020 to 28 January 2022 across all categories.

Reason for Presentation	Total
Parents will not Accommodate	558
Friends will not Accommodate	98
Relatives will not Accommodate	208
Prison Leaver	205
Sofa Surfing	290
Rough Sleeping	48
Relationship Breakdown	514
Domestic Abuse	373
Notice from Landlord	628
Loss of Supported Housing	64
Harassment	129
Other Emergency	14
Hospital Discharge	37
Property Unsuitable	89
Sale of Property	75
Affordability	35
Mortgage Arrears	9
Disrepair	39

Move On	13
Overcrowding	16
Illegal Eviction	12
Loss of Tied Accommodation	3
Harassment to Others	4

*Table 12 reasons given and numbers of people presenting as homeless from April 2020 to 28 January 2022*

Early intervention and prevention are key priorities for the Local Authority to make sure that homelessness is rare, brief, and unrepeatable. Analysis of data up to March 2022 on presentations gives clarity on the reasons people approach the Local Authority for assistance, why, and what solutions are currently provided. Local knowledge also provides insight into causes of homelessness and associated capacity to prevent homelessness which are linked to:

- More landlords beginning to sell their homes to make use of the current market conditions or serving notices to tenants who are not able to pay their rent
- Relationships at home between parents and young adults with parents no longer able to cope with behaviour issues
- More relationship breakdowns and couples not willing to share properties they both have equal rights to
- More young people being at risk of homelessness, many with complex needs, who find it difficult to access and then sustain accommodation
- An over reliance on social housing as being the preferred long-term housing solution
- A cultural reliance on one-bedroom social housing properties for young people. There is very little use of shared living as a permanent housing solution
- A lack of dedicated support services (HSG) at an early stage (Section 60 and 62) to prevent homelessness from occurring

The analysis indicates that offers to landlords, the focus of HSG mediation services and how the Local Authority engage with young people at risk of housing issues need to be reviewed to ensure they deliver what is needed to prevent homelessness. This is currently challenging due to the current approach and volume of cases that homeless caseworkers are handling.

As a result, we have:

- Identified a small team who have started work on developing standard operational practices (SOP's) for Sections 60, 62 and 66
- Reviewed decisions to make sure they are accurately recorded
- Developed a Power Business Intelligence (BI) dashboard with the assistance of the

performance management team as a performance management framework providing detailed information on each part of the Act

- Identified what will help in the short term to make decisions quicker with better outcomes for applicants in consultation with the homelessness caseworkers, i.e., casework assistants
- Established regular allocation meetings with RSL partners to ensure that those people moving on from temporary accommodation and other additional preference groups, to settled accommodation, do so as quickly as possible and in a planned way.

Where we have been unable to prevent households becoming homeless in the first place, the aim is that the “relief stage” is as brief as possible and that appropriate solutions are sourced to meet their needs, prior to a full duty (Section 75) being provided if needed.

One of these solutions is ‘**Housing First**’ which was instigated prior to the pandemic to offer support to around 20 applicants with the most complex needs. Through the Welsh Government’s Phase 2 funding the Local Authority has been able to increase capacity and introduce Housing First type support across all localities. This work is currently delivering support to 99 households all of whom are single people. Sixty-two of these are in a tenancy, the remaining 37 are a mixture of sofa surfing, in temporary accommodation or accommodated by family.

A more detailed analysis of the approach to relieving homelessness also highlights that:

- There are more cases of abusive relationships. Often these people are not fully aware of their rights and that they could remain at home with safety measures put in place
- Where there are instances of domestic abuse staff are under pressure from a range of services to move clients instead of utilising other options
- There is a lack of appropriate options for young adults where it has been established that returning home is not suitable
- We are assisting a higher volume of vulnerable clients with complex needs, and we currently do not have enough longer term appropriate supported accommodation options to meet this need
- There are more cases of private landlords serving notice on tenants and, despite the Local Authority offer of intervention and incentives, tenants are unable to retain the tenancy as the landlord simply wishes to market their property for sale or for a substantially higher market rent

The duty also allows up to a further 56 days to relieve homelessness however for most people that are in Section 73 there is little more that can be done if both the applicant and the caseworker have completed all the agreed reasonable steps on their personal housing plan (PHP).

Most applicants will at this point be actively bidding for social housing. They will be in a Band B on the Housing Choice Register and most of their bids are proving to be unsuccessful as they are competing against people bidding from Band A.

There is now a new approach to review Personal Housing Plans (PHPs) as quickly as possible. If all reasonable steps have been taken by the LA then a quick decision will be made to end the duty, move them to a Section 75 and award a Band A on the Housing Choice Register. This gives applicants a better chance of securing a permanent home.

### ***Section 75 – Duty to secure accommodation for applicants in priority need when the duty in Section 73 ends***

Single person households have typically accounted for half of the total Section 75 outcomes in Carmarthenshire, however in 2020/21 this increased to two thirds of total outcomes whilst the total number of outcomes increased from 354 to 489 year-on-year. The total number of outcomes has increased by an average of 85 a year since 2015, with the increase of 135 cases between 2019/20 and 2020/21 representing the largest year-on-year increase in the past five years.

Year	Total S.75 outcomes	Single person S.75 outcomes	% single person
2017/18	162	78	48%
2018/19	267	132	49%
2019/20	354	180	51%
2020/21	489	324	66%

*Table 13 Section 75 outcomes by household type*

Between 2015 and 2020 the proportion of households positively discharged remained above 80%, with positively discharged outcome comprising, on average, 83% of total outcomes in that time frame. In 2020/21 positive discharges decreased to 73% against a national average of 75%, whilst the number of Section 75 cases reached a new high of 489 (3,795 across Wales), *Homelessness in Wales, Statistical first release December 2021*.

Year	Total S.75 outcomes	Positively discharged	Positively discharged as % of total	
2015/16	63	54	86%	
2016/17	138	114	83%	
2017/18	162	129	80%	
2018/19	267	228	85%	
2019/20	354	291	82%	
2020/21	489	357	73%	

Table 14 Section 75 outcomes 2015-21

Figure 3 illustrates that the number of people entering this final Section 75 duty rapidly increased due to Covid 19 and the changes in guidance. There are more people with complex needs subject to this duty, making it more difficult to re-house them into suitable accommodation. Due to the increased number of cases, the number of days people are waiting from when they first contact the local authority to when they become permanently housed and the case is successfully discharged has almost doubled.

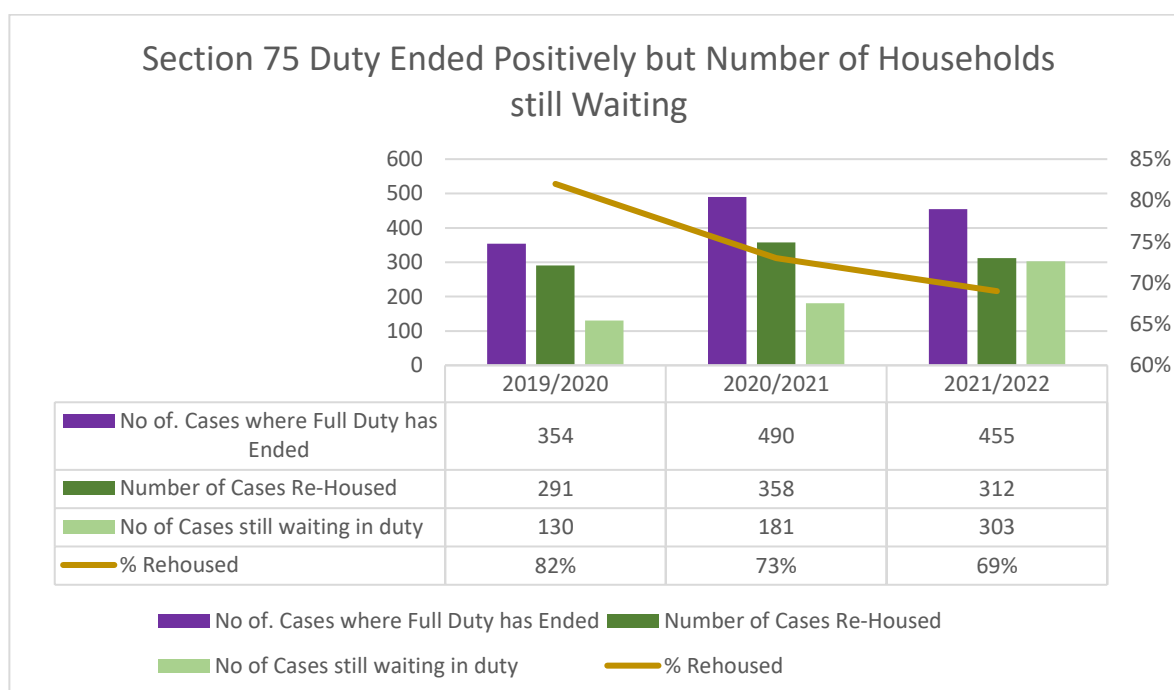


Figure 3 Section 75 Duty Ended Positively but Number of Households Waiting 2019-2022

As of February 2022, of the 303 people waiting for housing, 248 are on the housing register (Band A), the remaining 55 households are excluded from the register for reasons such as previous antisocial behaviour, rent arrears, behaviour etc. The options for these 55 households are therefore limited and need to be proactively addressed.

Table 15 represents the average number of days from the start of their journey until the duty is ended in Section 75.

Financial Year	Maximum No. of days from first point of contact (i.e., presentation) to end of S.75 duty	Average No. of days from first point of contact (i.e., presentation) to end of S.75 duty
2020/2021	608	188
2021/2022	724	207

*Table 15 average number of days from the start of their journey until the duty is ended in Section 75 2020-22*

Further analysis also highlights that:

The issues for s75 cases are the same as those highlighted under the Homeless Relief duty (s73). The cases that end up in the final duty are where there was no resolution at an earlier stage

- The increase in cases is significant due to the effective removal of the priority need status and widening of vulnerability
- Through the Section 73 and 75 stages there were an additional 600 cases that required accommodating. These are mainly single people where there would not have been a duty to accommodate previously
- Due to the complex needs of the applicants, the capacity to provide Housing First type support has had to be increased to ensure applicants are able to maintain tenancies
- There is a lack of specialist supported housing options for people with complex needs or those with a dual diagnosis, many of whom are unable to sustain their tenancies and end up becoming homeless repeatedly
- The introduction of a choice-based letting scheme and the introduction of WG Covid-19 regulations has had an unintended consequence on applicants who are priority need homeless and in Band A
- for applicants who are actively bidding they are currently in competition with 248 other households with the same priority
- RSL partners may be more reluctant to offer housing to applicants bidding with a history of bad debt or behaviour
- Applicants who wish to live in a particular area and even down to a particular street, are able, under the current Social Housing Allocation Policy, to wait for the “right” property to come along rather than being compelled to bid due to being in housing need
- applicants are taking longer to be rehoused, and for those in TA this has implications both for the household as well as resource and financial implications for the council
- the number of applicants in 2021-2 is likely to be double that of the previous year



## *In Summary*

Carmarthenshire is a semi-rural county with 3 main urban areas It has an aging population with a large proportion of Welsh speakers. The Council and Housing Associations are building a significant number of homes for social rent but there continues to be a need for social housing across the county particularly 1-bedroom homes.

The local authority currently operates a choice-based lettings system to allocate social housing with applicants “Banded” according to their need. The number of people awaiting housing indicates demand significantly outstrips supply, particularly those needing 1-bedroom housing. Supply is particularly low for people under 55 years needing 1-bedroom accommodation.

There has been a growing proportion of single person households becoming homeless. The number and proportion of single person homeless households has spiked during the pandemic, for Section 73 cases, with outcomes generally worse for each duty when compared with multiple person households.

In 2020/21, compared with preceding years, there is a clear trend of more people progressing through from relief duty to final duty, which is reflected in other local authorities in Wales. In addition, there is a far higher proportion of people being positively discharged compared with the proportion of successful prevention or relief duty outcomes.

There is an increase in the number of households presenting because of a s21 Notice. Many private landlords state that they are selling their properties and so these tenancies are being lost from the market.

More young people are at risk of homelessness, many with complex needs, who will find it difficult to access and then sustain accommodation. Prison leavers are a significant group that present as homeless to the Local Authority often presenting several times and having multiple duties.

Substance Misuse does not feature highly in the stated needs of people referred but stakeholders state that mental health and substance misuse co-occur so frequently it should be assumed. People with co-occurring needs still get bounced between mental health and substance misuse services. The need for a ‘wet house’ in the County has been identified and by 2040 it is projected that 10 units of supported housing will be needed for people with complex needs/dual diagnosis, with stakeholders suggesting this may be an underestimate.

# 3: Assessing Support Needs



## Summary

More than a third of single homeless people presented with support needs that required intensive support even if for a short period of time

There are some individuals with complex needs who have presented as homeless several times

Substance misuse and mental health are emerging as more significant challenges

The needs of younger people (16-25) are more complex

Current data capturing processes do not allow for in-depth, accurate reporting on support needs or outcomes achieved.

There are a range of services funded by HSG that deliver the Housing First model, provide supported accommodation and floating support

Many HSG services are legacy Supporting People contracts and have not been reviewed for some time

There is uncertainty around how efficacious or strategic the existing commissioning arrangements are

A significant proportion of HSG is used to support people with dementia via a floating support model compared to other local authorities

There are multiple local referral systems making it difficult to gain an overall picture of referrals through data

A review of data collection and analysis is required

A review of referral pathways is required

Significant numbers of young people were referred into the Youth Accommodation Panel, further analysis is needed of the outcomes from this panel

The Mental Health Accommodation Panel only requests referrals when a vacancy arises in a supported accommodation project. Therefore, it does not give an indication of demand or waiting list for the service. It was also noted that many tenants stay in the accommodation for longer than intended, possibly indicating that longer term accommodation solutions are needed

There was insufficient information to understand the outcomes for Learning Disability HSG funded services

## *Context*

The needs assessing exercise was carried out using data from 4<sup>th</sup> April 2022. 122 people were identified as being resident in temporary accommodation on this date. The exercise focussed on those who were in TA and did not include those who were in short-term supported accommodation.

A spreadsheet was compiled listing all the individuals living in temporary accommodation on this date. This list was used to discuss the support needs of each person and identify which support needs category they would best fit.

The discussion took place between the Service Manager and Assistant Service Manager of the Carmarthenshire Early Intervention & Outreach Team, that supports people living in temporary accommodation, the local authority Private Rented Sector Development Officer who currently oversees TA placements, and the Rapid Rehousing Policy Lead.

The exercise was carried out in a series of face-to-face meetings and discussions took place to agree the support needs group of each individual using the definitions outlined in the Rapid Rehousing Transition Plan Tool. The totals were then tallied to complete the table below.

## *Volumes*

The results of the needs assessment exercise show what we initially thought in that the majority of those accommodated in temporary accommodation fit the “Medium” support group category who can be supported into settled accommodation but may need professional services where appropriate.

A higher than anticipated proportion were categorised as having “High” support needs and may require a form of intensive housing-led support such as Housing First. This has implications for our Housing First provision and will help to inform the development of this service. It may also be because of the difficulty in moving people on who have high support needs and other barriers to accessing settled accommodation such as rent arrears. This will be addressed as part of our homelessness prevention measures.

A small proportion were designated as having “Intensive” support needs and require some sort of long-term supported accommodation to live successfully. This will inform our development of such a service.

Support group	Recommended housing	Recommended support	Current case volumes (inc %)
Low/None	Mainstream housing	Individualised support	18 (15%)
Medium	Mainstream housing	Individualised, likely to include multi-agency support	73 (60%)
High	Mainstream housing	Housing First/intensive floating support, including multiagency support	25 (20%)
Intensive needs 24/7	Supported housing	Residential support	6 (5%)

Table 16 Volume of cases by support need

It is difficult to predict what our anticipated trend over the next 5 years will be. We predict a continued rise in those presenting following a s21 (or equivalent) Notice. These households generally require a low level of support. However, we also anticipate that there will be an increase from households with additional needs including language needs. There will be a small number of households requiring a Housing First type response and we will continue to refine this offer locally. We anticipate a smaller proportion (<5%) needing some sort of intensive support including long-term supported accommodation and we intend to carry out further work to model and deliver such a scheme. The development of the new Housing Hwb will enable us to capture this information and will inform the development of our Gateway.

### Further analysis

The information below analyses the support needs data further by breaking it down into specific categories.

Household information	Low	Medium	High	Intensive	Total
Single male	8	45	16	4	73
Single female	5	12	4	2	23
Couples	0	2	1	0	3
Families	5	14	4	0	23

Table 17 Breakdown of support need by household type

As would be expected, the largest category of people in TA is single males. These account for 60% of all households in TA. All single people (including females) account for 79% of the TA cohort. Although there are only 23 families in TA as of 4<sup>th</sup> April 2022 this accounts for 78 people including 49 children. 18 of these families have been in temporary accommodation for less than 6 months. However 3 have been there for over 1 year. A concerted effort should take place to ensure that families are accommodated in TA for as short a time as possible.

Length of Stay	0-3 months	4-6 months	7-9 months	10-12 months	1-2 years	Over 2 years
Low	13	1	2	2	0	0
Medium	32	22	9	4	6	0
High	12	4	2	4	2	1
Intensive	5	0	0	0	0	1
Total	62	27	13	10	8	2

Table 18 Breakdown of length of stay in TA by support need

Table 18 Appears to show no correlation between the length of time spent in TA and the complexity of the needs of the household. Most people are moved on from TA within 6 months. However, there is a significant minority (27%) who had been in TA for over 6 months and some for significantly longer. Work should be done to understand why these households are spending such a long time in TA and concentrate on removing the barriers stopping these households moving on to settled accommodation. A dedicated complex case caseworker focussing on this type of work might be a way of better allocating resources to achieve the best outcomes for these households and those families highlighted above.

Age	Low	Medium	High	Intensive	Total
16&17	2	1	4	0	6
18-21	7	13	1	0	21
22-30	3	10	6	2	21
31-40	3	19	7	1	30
41-50	1	14	3	2	20
51-60	1	7	2	0	10
61-70	0	5	0	1	5
Joint applicants	1	5	3	0	9

Table 19 Breakdown of support need by age

Although young people make up a minority of the people accommodated in TA there is a group under 18 years of age which is of concern. The “Southwark Judgement is clear in that

The Housing Hwb should work closely with Children’s Services to ensure that a Children Act 1989 assessment is completed for all applicants under the age of 18 and the right provision put in place to support the child in need.

Most other applicants are between the ages of 22 and 50 but there are some people accommodated in TA who are over the age of 50. Five of these people have been there for over 12 months. The role of a dedicated complex case caseworker mentioned above might be of benefit in understanding the specific needs of this age group, particularly those who have been in TA for lengthy periods and assist in sourcing suitable accommodation and moving these people on.

### ***Support Requirements***

In June 2020, the Council undertook a needs-mapping exercise to understand the housing and support needs of all those who were at risk of rough sleeping. The exercise showed that since the Covid-19 pandemic, an additional 149 households were placed into TA emergency accommodation, the majority of which were single people. This is summarised in table 20.

Household Type	No. Placed
Single People	133
Couples	6
Single Person Pregnant	1
Household + 1 child	3
Household + 2 children	4
Household + 3 children	2
Household + 3 children	2

*Table20 Breakdown of households placed into emergency accommodation June 2020*

Of the 133 single people, 55 needed a service that provided an intense level of support for a short duration which decreases over time. Twenty-one single people required a much less intensive approach aimed at supporting those with low needs into accommodation which follows the principles of Housing First. Common themes emerged from the analysis such as:

- Repeat homelessness – some individuals had anything from 3 to 10 separate contacts with the Council homelessness team.
- On-going Substance Misuse issues including both alcohol and drugs.
- Mental Health issues including those with co-occurring substance misuse.
- Challenging Behaviour in younger people between the ages of 16-25.
- People who had been evicted from settled accommodation due to rent or behaviour issues
- Offending behaviour (but not all were sentenced to/released from prison).<sup>9</sup>

Between January and September 2021, in Carmarthenshire, there were 3,476 service users with a lead client support category, 1,916 with a secondary client support category and 679 with a tertiary client support category. Due to the diversity of data collection methods the accuracy of the data is unclear. However, it has been analysed.

People with mental health issues was the lead client support category for 700 service users, 20% of service users with a lead client support category. This was followed by alarm services (including sheltered/extra care), 498 service users (14%), and tenancy support services which cover a range of user needs, 390 service users (11%).

Refugee Status was not a lead or tertiary support category for any service users and was a secondary support category for a single service user. However, this is likely to feature more prevalently due to the Ukraine resettlement and the breakdown or ending of host arrangements.

Mental health issues were the most common lead, secondary and tertiary need (1,334), reflecting their prevalence among service users and the co-occurring role they play alongside other issues, such as substance misuse. The second most common need across lead, secondary and tertiary needs was tenancy support services (706) which cover a range of user needs, including generic, floating, and peripatetic support, in turn followed by alarm services (527).

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<sup>9</sup> Carmarthenshire County Council Transitional Homelessness Plan 2020/21 June 2020

Category of support need	Lead need	Secondary need	Tertiary need	Total
People with mental health issues	700	505	129	<b>1,334</b>
Alarm services (including sheltered/extra care)	498	26	3	<b>527</b>
Generic / Floating support / Peripatetic (tenancy support services which cover a range of user needs)	390	224	92	<b>706</b>
Women experiencing domestic abuse	305	121	16	<b>532</b>
Young people with support needs (16-24)	291	59	21	<b>371</b>
Families with support needs	215	34	7	<b>256</b>
People with criminal offending history	178	85	80	<b>343</b>
Single parent families with support needs	144	87	21	<b>252</b>
People with physical and/or sensory disabilities	142	182	58	<b>382</b>
People over 55 years of age with support needs	137	129	43	<b>309</b>
Single people with support needs not covered by another category (25-54)	135	28	13	<b>176</b>
People with substance misuse issues	105	194	92	<b>391</b>
People with learning disabilities	75	29	11	<b>115</b>
People with alcohol issues	63	96	52	<b>211</b>
Young people who are care leavers	60	25	7	<b>92</b>
People with chronic illnesses (including HIV/Aids)	14	52	21	<b>87</b>
Men experiencing domestic abuse	13	9	4	<b>26</b>
People with developmental disorders (i.e. Autism)	11	30	9	<b>50</b>
People with refugee status	0	1	0	<b>1</b>

Table 21 Categories of support need by number of service users



The support outcome which was relevant to the highest number of service users' needs and support aims was managing accommodation (1,450 service users), followed by managing money (1,144 service users) and feeling safe (872 service users). Engaging in work and engaging in education/learning were the least common support outcomes, relevant to only 154 and 158 service users, respectively.

Support outcomes	Number of service users this outcome was relevant for
Managing accommodation	1450
Managing money	1144
Feeling Safe	872
Mentally healthy	753
Contributing to the safety and well-being of themselves and of others	579
Physically healthy	411
Leading a healthy and active lifestyle	258
Managing relationships	254
Feeling part of the community	230
Engaging in education/learning	158
Engaging in employment/voluntary work	154

*Table 22 Support outcomes by number of service users the outcome was relevant for*

The referrals for supported accommodation and floating support, work in eleven localities across Carmarthenshire, this means there is a range of local referral mechanisms. The HSG team has considered developing a central referral point and has carried out a pilot which was unsuccessful.

However, the complexity of multiple referral systems makes it challenging to attain accurate summaries of referrals across all HSG funded services. There is limited data available on the outcomes of support, making it difficult to understand why support ended in a planned or unplanned way and whether the outcome was satisfactory to the client.

The new Single Outcomes Framework needs to be developed and implemented to fully understand what support is achieving. Data collection and analysis needs to be reviewed to ensure it is robust and consistent across the County to inform service planning, commissioning, and delivery.

## *Accommodation Requirements*

Based on the above analysis of need we can evidence that most people accessing homelessness services require general needs settled accommodation with an element of support whilst in TA and as they move on. Many of these households consist of single people and therefore it is imperative that we increase the amount of 1-bedroom accommodation to meet this need.

1 bedroom accommodation is very unevenly distributed throughout the County. Outside of the urban areas of Llanelli, Carmarthen and Ammanford, the only 1-bedroom lettings for under 55s that have taken place since April 2019 have been in: Garnant, Glanamman, Gorslas, Laugharne, Llandeilo, Llanfihangel-ar-Arth, Llangeler, Llanybydder, Pontyberem and Quarter Bach. Therefore, it is important that we focus on these areas when developing new stock.

Affordability is becoming increasingly important with many households in receipt of benefits and on low incomes. It is becoming harder to source accommodation in the private rented sector and many households are approaching homelessness services from the PRS. The only realistic option for many households is the social rented sector. We should work in partnership with our local RSLs to deliver good quality homes for social rent which meet the needs of those who require our help. We must ensure that there is consistency between homelessness data and our ongoing capital build programme.

There may be times when shared accommodation is a good option, particularly for young people. We intend to monitor the success of the shared accommodation scheme we began following the provision of the Transitional Accommodation Capital Programme Grant (TACP). This project is converting 3-bedroom social homes into properties fit for 2 people to share.

As well as appropriate self-contained accommodation for most we have identified a small cohort who require long-term supported accommodation to live well. Further work will need to be done to scope what the best options are for these people. However, it is envisaged that we develop a bespoke scheme of self-contained units with communal areas and on-site, intensive support.

### *Continual Assessment/Mainstreaming*

As previously highlighted, there is a larger cohort of individuals presenting to the authority with complex needs following the changes to guidance and practices since Covid-19. It is becoming increasingly more difficult to access appropriate supported housing which results in many vulnerable people with co-occurring complex needs being accommodated in hotel style accommodation which does not meet their support needs.

Due to the vulnerable nature of some of the clients coming through their needs are no longer a stand-alone housing matter. A partnership approach is required to assist our clients with their needs. Proper assessments are required to determine what additional support needs a person may have to sustain a tenancy or assess what more-suitable accommodation they may require.

Following recent discussions at the Housing Support Grant Board, it has been agreed that Homes and Safer Communities would take the lead in establishing a Housing Support Gateway Service.

## 4: Temporary Accommodation Supply



### Summary

There was growth in the need for temporary accommodation, which peaked towards the end of the summer 2020. Need has since dropped but remains elevated compared with pre-pandemic levels, with close to 120 households in temporary accommodation. This represents an increase of 70% in the total number of households in temporary accommodation compared with prior to the pandemic, suggesting that need remains (and will continue to remain) at an elevated level.

Due to the current housing market, the role of the Private Rented Sector in providing temporary accommodation has decreased and it appears likely that it will continue to play a smaller role in the future.

### Baseline

Temporary Accommodation Type	Baseline Capacity (Units as at 31/03/22)	Groups accepted – any exclusions	Onsite services available	Service charges (Y/N)	Notes
Triage Centres	0	N/A	N/A	N/A	
Temporary Accommodation	212	All groups accepted	Floating support provided	Yes	Some units have CCTV
Refuge accommodation	15	Women only	Intensive support	Yes	
Supported Accommodation	112	Needs led	Housing related support	Yes	
B&B/hotels	31	All groups accepted	Floating support provided	Yes	Provision has on-site security

Table 23 Baseline provision of temporary accommodation in 2022

The above baseline data in Table 23 is taken from the information detailed in the Rapid Rehousing Transition Plan Data Tool. It lists all the current available temporary accommodation in Carmarthenshire and does not include any of the additional accommodation we used during the Covid Pandemic which would not ordinarily be available.

### *Usage*

COVID-19 had a significant impact on the use of temporary accommodation, with the total number of households in temporary accommodation doubling compared with pre-pandemic levels. Prior to the pandemic there were, on average, 75 households in temporary accommodation with 43 single person households accounting for 57% of the total.<sup>10</sup>

Household Type	No. Placed
Single People	43
Couples	2
Single Person Pregnant	0
Household + 1 child	14
Household + 2 children	10
Household + 3 children	4
Household + 4 children	1
Household + 5 children	1
<b>Total</b>	<b>75</b>

*Table 24 number of households in TA as of March 2020*

The total number doubled to a peak of 150 households in temporary accommodation in late July and early August 2020, decreasing to 83 households in March 2021 before increasing to 121 households by the end of November 2021. This trend is set to persevere as people continue to access the service and we persist in adopting the “no one left out” approach.

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10 Homeless Needs Mapping February 2021

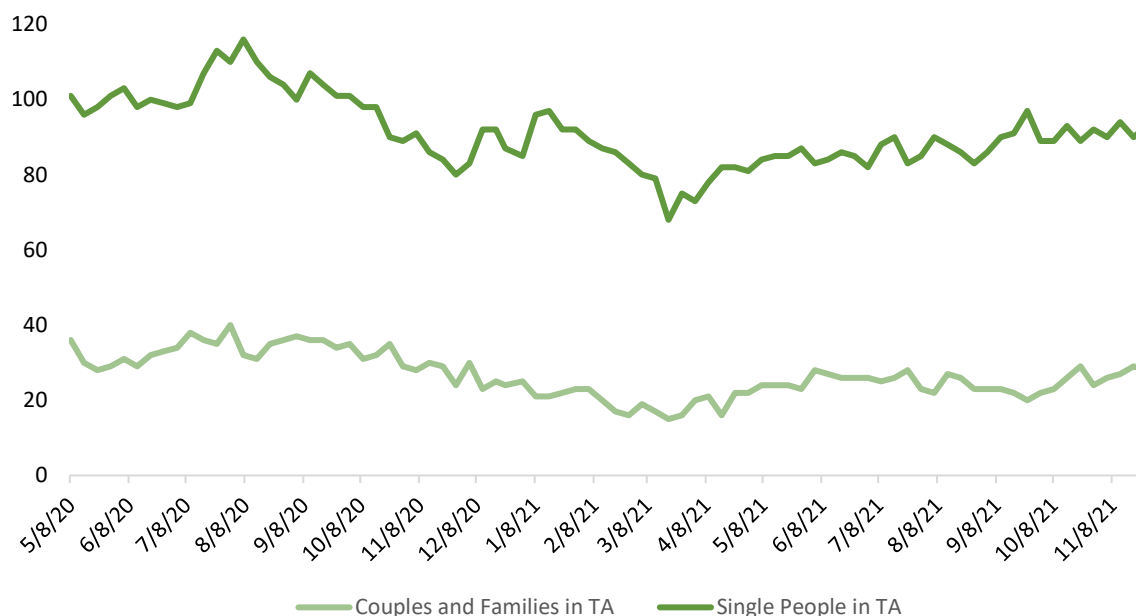


Figure 4 Number of people in TA by household type between May 2020 and November 2021

COVID-19 has had an impact on the type of temporary accommodation available, with a significant amount of PRS accommodation unavailable, in part due to a high number of sales of PRS accommodation. Much of the need for temporary accommodation has been met with B&Bs with PRS playing a decreasing role. This has placed pressure on the system, as reflected in the number of temporary accommodation vacancies dropping to below 15 in August 2020, October, and November 2021.

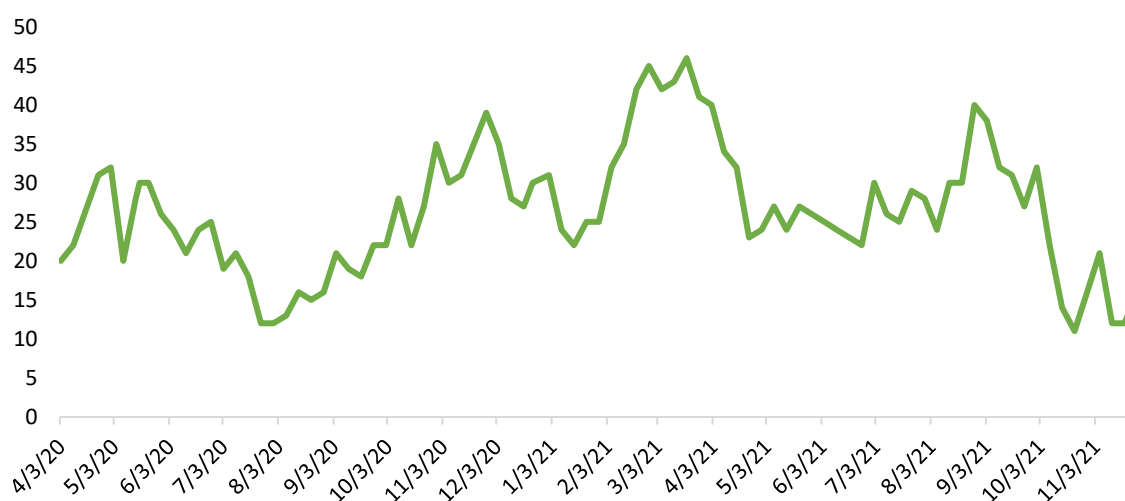


Figure 5 Number of TA Vacancies between April 2020 and November 2021

As of 1<sup>st</sup> February 2022, the units of temporary accommodation were made up of:

**Non-Supported, all in Carmarthen, leased from PRS**

1 bed: 2

2 beds: 5

3 beds: 4

**Single Persons accommodation through PRS landlords**

Llanelli: 30

Carmarthen: 5

Ammanford: 4

**Bed & Breakfast**

Llanelli: 27 (exclusive use of 2 B&B's)

**Additional Units** 14 (Mixed number of rooms, some accessible, mixed locations, own stock)

**Training Flats** (under 25's) through PRS

3x 3 beds

1 x 4 bed

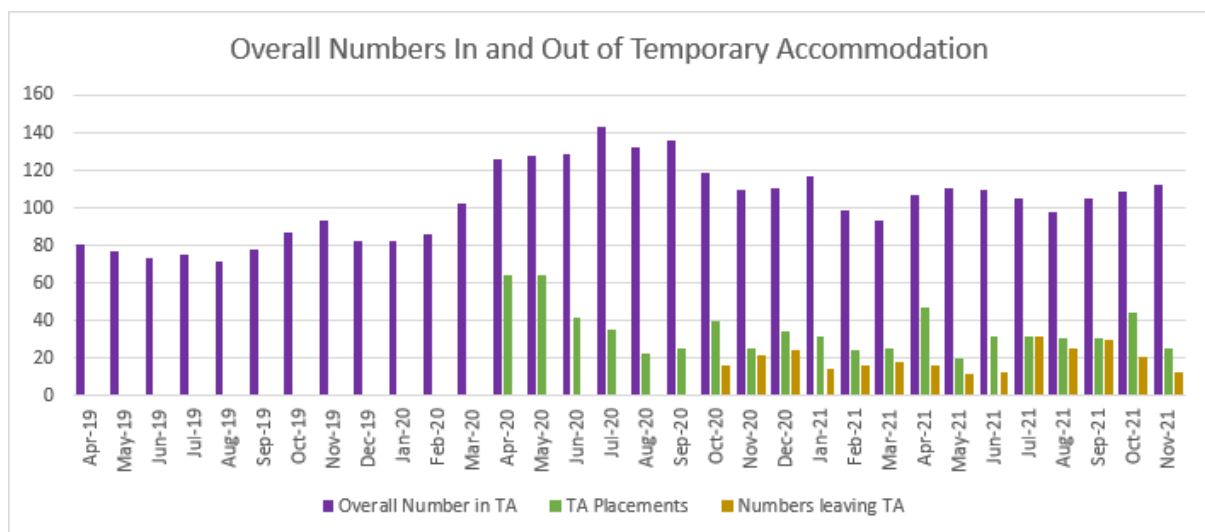


Figure 6 Numbers of people in and out of temporary accommodation 2019-2021

Figure 6 illustrates the overall number of households in temporary accommodation between 2019 and 2021, the number of households placed into temporary accommodation, and the number that have left each month.

Prior to the pandemic the portfolio of temporary accommodation was adequate for the level of demand at that time. As a result of demand increasing rapidly from March 2020, the local authority, funded by WG's Hardship Fund, was able to source two B&Bs that were able to assist at the time. However, these additional places are not financially viable in the long term, as the Hardship Fund is time limited.

To mitigate the issues of capacity there is a move-on panel which includes Housing Association partners. This panel is utilised to move people on from temporary accommodation into sustainable secure accommodation which in turn will free up space in emergency TA. This is in line with the Allocations Policy, with sign off from the Head of Service using the exceptional circumstances discretion.

Some of those accommodated in temporary accommodation are excluded from the Housing Choice Register for reasons such as former/current rent arrears, and anti-social behaviour (ASB) issues. These factors ultimately impact on the length of their stay in temporary accommodation and the ability to discharge the final duty. The options for these households are limited and need to be proactively addressed.

### *Inclusivity*

People are rarely excluded from TA unless there are risk factors which preclude them from occupying specific accommodation. Risk Assessments and safety plans are undertaken, and we work with partners to source suitable alternatives in order that no one is left out.

Our Refuge provision is women only and is available for women experiencing domestic abuse and their children. We have provision across the County so that we can meet the needs of women who need it and their families.

Some of our provision is "dry" and is only accessed by those who commit to abstinence. Other provision is for specific cohorts such as women, young people or people with mental health needs or complex needs.

Service charges are only charged in 2 of our temporary accommodation placements. These are charged for the use of gas and electricity. All our other units use pre-payment meters. The services used within our B&B provision are included in the daily rates.



# 5: Temporary Accommodation Transformation



## Context and vision

In the context of this plan the vision and priorities for temporary accommodation (TA) in Carmarthenshire are:

- The need to move away from the significant use of B&B particularly following the Covid years
- Reducing the length of stay for households in temporary accommodation
- Lessening the impact of hardship, particularly in the interest of our clients; and
- Ensuring financial stability of the service

Our use of B&B:

- should be for emergency placement where no other options are available
- should be for a short period of time, amounting to days not weeks or months; and
- should avoid placing families in such accommodation, favouring more stable/ suitable accommodation in areas that are convenient to them

All as outlined in the '**The Homelessness (Suitability of Accommodation) (Wales) Order 2015**'.

Prior to the Pandemic families and/or individuals spent on average 80-90 days in TA before moving on to more secure/ stable accommodation.

All of Carmarthenshire's TA stock is private leasehold accommodation except for 14 bedsit units that have been sourced from within our own HRA Housing Stock. Historically, the service has been able to operate at about 75- 80% occupancy rate within budget and allowed capacity and flexibility to respond to any homeless presentations at any given time.

Historically our use of B&B was very minimal (one to two placements a fortnight for no longer than 5 nights) and rarely did we place families into B&B and almost certainly, we did not have to make out of County placements.

Whilst our stock levels for TA have not changed dramatically during or since Covid, our use of B&B has dramatically increased. Through WG support, we have procured the exclusive use of two establishments on an ongoing basis.

In 2018 Carmarthenshire transferred all family temporary housing services from Cartrefi Hafod to the Council including the TUPE of two staff members. That stock, which mainly consisted of 2–3-bedroom properties has reduced slightly over the past 12 months because of a change in the housing market and fear of the implication of the Renting Homes (Wales) Act.

	Family	Single Person	B&B
Pre Covid	56	35	Ad hoc
Post Covid	48	49	24

*Table 25 TA stock available to Carmarthenshire County Council (CCC) pre and post Covid-19  
\*Does not include supported housing projects*

Based on the current number of Homeless presentations highlighted in this report the current stock level exclusively available to CCC is insufficient and there is a need to make placements into other B&Bs (inc. out-of-County) on a weekly basis, for prolonged periods of time.

Additionally, over 70% of our single person leasehold stock is in one of the most deprived wards of Llanelli. The area is part of a wider regeneration programme, and we are reviewing the overall stock in this area.

### **Key Challenges**

In transforming the TA provision and developing the flexible short-term service we aspire to we recognise that there will be challenges. Stock needs to be dispersed more evenly across the County, reducing numbers in Llanelli whilst potentially increasing them in others. This rebalancing of stock may initially mean that we double up on provision, bringing new stock online before moth-balling unwanted stock in areas where there is an over provision and there could potentially be cost implications to this.

In reducing the dependence on B&B we risk losing the flexibility that this type of provision offers us. We will need to develop short-term, 1-bedroom, self-contained units to replace this. The longer-term intention is that we develop a triage assessment centre for those who present with potential medium to high level needs. This will afford us the time to properly assess the needs of the person and identify the best settled accommodation and support option to meet those needs.

A significant challenge is moving people on in as short a time as possible. This will be dependent on the availability of settled stock and the ability of homeless applicants to access this. Our emergency plans to employ direct matching of additional preference

applicants should provide us with evidence and learning on which to base the review of our allocations policy and common housing register.

The reduction in the use of short-term supported accommodation is a challenge which will need detailed planning and very careful management. It is crucial that we work closely with landlords and providers of such accommodation to ensure that as we move away from reliance on this type of provision, we do not negatively impact the people living in the accommodation or destabilise these businesses. A strong partnership approach is needed to successfully transform this part of the service.

### ***Transformation Plan***

Prior to Covid we started to develop a plan mainly focused on single person TA stock located in one ward in Llanelli and how this might be dispersed across the wider Llanelli area to establish new services in other parts of the County mainly the other two townships of Carmarthen and Ammanford.

However, the additional pressures and uncertainty around the homeless demand that was brought to the surface following the policy change early in the Pandemic meant that these plans were deliberately delayed.

Considering the current pressures, which have been fairly consistent over the past two years, and the continued use of B&B post September 2022, we understand the urgency to revisit these plans and review the volume and type of TA stock required.

The plan, as it was, was predominantly focused on one geographical area in Llanelli and the over intensification of single person TA stock in that locality. The aim was to reduce the detrimental effect this had on the community because of a transient population and perception of crime.

We have also identified this concentration of TA accommodation has been to the detriment of vulnerable people who we have placed there, and their ability to manage and maintain tenancies. The plan was aimed at delivering a 'like for like' in terms of numbers but across a wider geographical area within a certain radius of the Llanelli Town Centre, close to services.

A considerable amount of work has been done to-date on reconfiguring this TA accommodation. A tender pack has been put together with a service specification and key performance indicators on the provision of new, dispersed TA stock. However, we need to review the actual number of units required, where they need to be located, the services required to support this accommodation provision and over what length of time this plan

will be delivered. This will be dependent on the learning from the emergency allocation process

The need for a triage assessment centre has been identified and it is hoped that this will reduce the reliance on B&B accommodation for single people. The funding and provision of such a facility relies on the reviewing of existing short-term housing related support accommodation and the remodelling or decommissioning and recommissioning of services. Housing and HSG colleagues will work together to develop the justification and specification for this service in conjunction with partners.

The provision of a triage centre will mean that people who present to the local authority as roofless will be able to be accommodated in the short-term whilst we comprehensively assess their needs. This will ensure that the right accommodation is sourced first time, repeat homelessness is reduced, and people have a home that meets their needs.

The review and recommissioning of support provision is an ongoing priority of the local authority. Work will continue to ensure that all our housing related support commissioned services are fit for purpose and meet the needs of current and future cohorts.

We currently fund 3 refuges across the local authority and an intensive, specialist, women only provision. Work needs to take place to evidence that this model of provision is fit for purpose, and we are supporting those with complex needs, and those experiencing domestic abuse in the best way. The new service being commissioned that integrates prevention, early intervention, support, and protection to ensure a holistic approach for people experiencing domestic abuse may go some way to respond to this.

We also have four distinct short term supported accommodation projects for young people and a supported lodgings scheme. This provision has recently been reviewed and recommissioned and we will continue to monitor the projects to ensure that young people are receiving the support they need to help them to move on to independent living when they are ready.

The remainder of our short term supported accommodation provision is for those with mental health or complex needs plus one specialist dry provision. It has been mentioned in consultation both for the HSP strategy and for this plan that we lack a provision for people who are continuing to use substances or following a harm reduction approach. The scoping of such a provision will form part of the work in reviewing commissioned services and should one be needed, we will work to develop such a scheme that meets the needs of those who need it whilst minimising the risks, both perceived and real, to the community in which it is located.

# 6: Rapid Rehousing Transformation Plan



## *Vision*

To fulfil our vision “Working together to end homelessness in Carmarthenshire by providing homes and support at the right time”, our high-level priorities for the next 5–10-year transitional period will be to:

1. Review the allocation of social housing
2. Develop the housing related support offer by streamlining support assessment and referral processes
3. Develop the right temporary accommodation that meets current and future need
4. Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing
5. Develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing
6. Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing
7. Develop and commission the right housing related support services to support the Rapid Rehousing vision

These high-level priorities will form the basis of our work to transition to Rapid Rehousing and will be delivered in conjunction with partners through detailed delivery plans which will be agreed and monitored by the Project Board.

The rationale for these priorities is as follows:

### *1. Review the allocation of Social Housing*

The current Social Housing Allocations Policy (SHAP) was approved by Full Council on 14<sup>th</sup> December 2016 in preparation for the launch of the Choice Based Lettings service (CBL). The existing policy gives priority to Band A applicants; however, it does not include a letting target to determine what percentage of empty homes should be allocated to each priority group.

Following the review of data to support the RRTP, we know that in 2021/22, 52% of all allocations of Social Housing (CCC & RSLs combined) were to households to whom we owed a duty under the Housing Wales Act. Even with this level of priority as of March 2022 we still had an overall open homelessness caseload of 783 households requiring housing. There are currently around 120 households in temporary accommodation (TA). This number is set to increase as a direct consequence of the issues, policies, and market conditions we are currently facing.

There is a severe shortage of affordable housing in the County across both Social and PRS. At the end of August 2022 4,334 households were waiting for social housing in the County but only 839 tenancies commenced in 2021/22 (including RSL allocations). During 2021/22 we discharged our duty to the private rented sector for 213 households. This trend has turned, and in August 2022 we had 195 households under Section 21 notice of eviction to leave their PRS tenancies. As a result, the waiting list is growing all the time.

As the requirements of residents have changed, with more applicants in severe need, the current letting policy is not currently fit for purpose, and the Council needs to create an interim fairer, more transparent housing register, better suited to the situation in the County today.

The SHAP requires to be reviewed regularly but due to additional demand placed on the Housing Service because of COVID 19 and Welsh Government's 'no-one left out approach' this has not been progressed as quickly as had been hoped. A full review will commence following the development of the Rapid Rehousing Transition Plan in September and a report will be submitted to Pre-Cabinet later in 2023 setting out the proposals and requesting approval to commence a consultation process.

## ***2. Develop the housing related support offer by streamlining support assessment and referral processes***

It is recognised that there is no universal support-needs assessment in place to ensure a more accurate and consistent assessment is undertaken for those who require support services. As a result, it is difficult to plan effective services to focus advice and assistance for people to help them move on and sustain their accommodation in the longer term.

From our engagement with partners through the focus groups we know that referrals for support can be time-consuming and onerous both for caseworkers and support staff, and for individuals trying to access support.

There are multiple local referral systems making it difficult to gain an overall picture of referrals through data

- A review of data collection and analysis is required
- A review of referral pathways is required

Monitoring of support provision could also be improved and therefore a streamlined approach is required to ensure that we make the best use of all the commissioned floating support services.

We know that timeliness and suitability of support are something that our service users depend upon. We will continue to innovate our offer as more becomes known of user needs. We recognise we need to build a single consistent system of referral, assessment and support that is simple to use both for service users and provider agencies.

To this end we have proposed to establish a Housing Support Gateway. The proposed **Housing Support Gateway** service, will:

- Develop protocols for assessments to be carried out alongside partners who provide specialist support, to ensure a more accurate and consistent assessment is undertaken for those who require those support services for crises and complex needs
- Ensure that assessment of support needs is carried out and that relevant and timely support is available at the first point of contact
- manage all aspects of the Carmarthenshire Housing Support Gateway service under the Housing Support Grant Programme
- be responsible for the development and management of a gateway assessment, referral, and nomination policy
- make effective use of data to ensure that contracted housing support service providers are delivering housing-related support services to meet the Council's required levels of performance, in line with Welsh Government's HSG guidance and grant regulations
- establish and maintain a multi-agency approach by collaborating and working in partnerships with internal Council services, partners, stakeholders, and service users to identify future housing support priorities and achieve the most effective use of HSG funds

### ***3. Develop the right temporary accommodation that meets current and future need***

Fundamental to Rapid Rehousing is helping people live independently in the community. This includes not just access to but assessing and influencing supply and delivery of suitable accommodation. Supply, particularly of 1- bedroom units, is in particularly high demand.

There has been a significant increase in the number of single people being homeless and requiring permanent one bedroom accommodation. There is a marked shortfall between the current demand for one-bedroom properties and the supply of available housing. There is a plan to develop over 2000 more homes of mixed size and tenure across all parts of Carmarthenshire by 2026, however this was prepared prior to the pandemic. Other development plans have ambitious targets to build new housing, especially social housing, but this will be over several years and there will continue to be a shortfall in accommodation to meet the scale of homelessness presentations since the pandemic.

We need to move towards providing more sustainable models of accommodation and support that meet the needs of everyone currently in emergency provision and future demand, making sure people reach settled housing as quickly as possible rather than staying in temporary accommodation for extended periods.

Our focus will be on ensuring people can move to settled accommodation quickly, with the use of temporary accommodation being limited. We will:

- Use the data we capture from Support Needs Assessments to ensure where it is needed, we provide the right, good quality temporary accommodation
- Review our ongoing programmes to review the supply of affordable housing together with those of our RSL Partners to ensure that there is consistency between homelessness data and our Local Housing Market Assessment (LHMA), Social Housing Grant (SHG) Programme, and Local Development Plans (LDP)
- Explore options for shared settled accommodation, particularly for younger people, taking account of the individual's circumstances and preferences
- Engage with private landlords to develop options for temporary and settled accommodation, ensuring the necessary pre-tenancy and ongoing support is available to them and their tenants
- Use our Local Rapid Rehousing Project Board to improve joint planning and commissioning arrangements with key partners e.g., social services, Probation, and the Local Health Board (LHB).



#### ***4. Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing***

To meet this action, we will review our ongoing programmes to review the supply of affordable housing together with those of our RSL Partners. This will be done as part of the annual update of the Five-Year Housing Regeneration and Development Delivery Programme see Appendix C to support the delivery of over 2,000 homes for rent and sale. From this review we will develop a plan based on gaps in accommodation identified between this review and the Rapid Rehousing Transition Plan considering the size and location of property required when assessing need. We will then ensure that our Development Prospectus is aligned with this need and encourages the development of the right stock in the right location.

As well as relying on the development of new homes, we must also maximize existing stock both in the social and private rented sector. A strategic plan to reduce void levels and bring void stock back into use is needed. Significant work has been done to identify empty homes and work with owners to bring these properties back into use. This must be continued. More work needs to be done to identify the reasons more PRS landlords are serving notice and exiting the market. Creative solutions should be sought to work with landlords to remain in the sector. Where this is not possible a mechanism to retain tenancies should be explored. We must also look at Notices served in social housing stock and work to support the Welsh Government commitment of no evictions into homelessness. Good practice in housing management should be shared to support tenants to remain in their homes and prevent homelessness.

#### ***5. Develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing***

Following the review of our ongoing programmes to review the supply of affordable housing together with those of our RSL Partners we will use this information along with the data gathered through our casework and the Housing Support Gateway to inform our longer-term plans for providing settled accommodation.

Currently we include a minimum of four 1-bedroom homes on every new development where viable and request the same of our RSL partners. We will include the development of more single person and 1-bedroom homes as well as the continued development of options for shared settled accommodation, particularly for younger people taking account of the individual's circumstances and preferences. It may also include the development of a long-term supported accommodation scheme for those with enduring complex needs. The location of any new homes will also be a consideration in these plans, delivering homes

across the county, especially in rural towns and villages, to help ensure that local people are able to afford quality homes and remain in their communities.

### ***6. Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing***

Our Housing Support Plan Strategy sets out our approach to continuing to support our most vulnerable residents - those who are at risk of, or experience homelessness and those who need support to maintain their tenancies and live as part of their communities. The actions within this Rapid Rehousing Transition Plan are fully aligned with that plan in ensuring that all our Housing Support Grant Commissioned services follow this approach.

Strategic planning is key to ensuring alignment of the HSG and Carmarthenshire's statutory duties to prevent and relieve homelessness and the effective commissioning of HSG services. This will help ensure that homelessness is prevented and that people needing services are supported appropriately. This will also help ensure value for money is achieved in deploying the grant.

We have committed to ensure support enables people to maintain their accommodation and prevents homelessness. We will do this by reviewing the commissioning of low-level support and carrying out a full evaluation of floating support services to ensure support is relevant to changing needs and meets the aims of the Rapid Rehousing Transition Plan. We will ensure we have the right data systems and data sharing agreements to enable us to do this.

We will review the Housing First model of support commissioned within the local authority to ensure that it is fully aligned with the Housing First principles and meets the needs of our most vulnerable clients. We will work with the Housing First Network and with local providers to commission a service that meets these principles and our vision.

### ***7. Develop and commission the right housing related support services to support the Rapid Rehousing vision***

Following the strategic review of housing support commissioned services, we will use the data gathered in this plan, and feedback from partners and service users, to ensure that future services meet the needs of the community and support our vision for Rapid Rehousing to **work together to end homelessness in Carmarthenshire by providing homes and support at the right time.**

Our Homelessness Team have already made a range of changes in how they work to meet increased demand. There are a range of floating support services provided by HSG funding

that work with people in their own accommodation to help develop skills and address issues that could lead to homelessness. Flexible models of support that work with people in temporary accommodation and follows them into settled accommodation should be further developed.

The development of the *Housing Support Gateway* will ensure that assessment of support needs is carried out and that relevant and timely support is available at the first point of contact. Many people currently being supported have multiple needs and support should adapt and flex up and down according to need. Support capacity will shift its focus from managing crises to prevention and multi-agency support, specially tailored to individual's needs is required for complex cases.

Data and work with the focus groups identified the need for a long-term supported accommodation provision for those with intensive needs. This model of supported accommodation needs to be explored further but it is envisaged that it will be a multiple occupancy accommodation setting with on-site support services aimed at those with intensive needs. Such models exist including Thorntree in Edinburgh and Shoreline in Swansea and we will use these examples to help us develop a similar service within Carmarthenshire.

Housing First is a key element of any Rapid Rehousing approach providing for those who have persistent complex needs and/or a history of repeat rough sleeping. We will work with partners to ensure that our Housing First offer is commissioned and delivered in such a way as to have fidelity with the Housing First Principles as set out by the Welsh Government in Housing First Principles Guidance for Local Authorities:

- Housing is a human right
- Service users should have choice and control
- Housing not conditional on support or treatment
- The approach is recovery oriented
- The approach is one of harm reduction
- There is active engagement without coercion
- Planning is person-centred
- Flexible support is available for as long as required

[housing-first-principles-guidance-for-local-authorities.pdf \(gov.wales\)](#)

We are aware that these principles are currently under review, and we will work with Welsh Government and the Housing First Network to ensure that any local provision continues to align itself with these.

## ***Homelessness prevention***

In line with the national mission, we will, identify priorities with our partners, and commission an appropriate range of support services to ensure that in future homelessness is prevented, or where it occurs it is rare, brief, and unrepeatable.

Housing support services exist to help prevent homelessness, social exclusion, isolation, and institutionalisation. Prevention is core business in homelessness services and fundamental to our approach is to return to business as usual with a focus on homeless prevention and a return to, and improvement on pre-pandemic performance levels. Early intervention aims to reduce undue escalation to avoid a crisis situation, with knock-on impact to health, inclusion and independence.

We recognise that prevention activities come in a range of forms to meet a variety of needs and we will develop and deliver services to meet the needs of those at various points along this continuum.

## ***Universal Prevention***

Universal prevention addresses the root causes of homelessness, such as poverty and unaddressed trauma.

Our Cabinet Vision Statement 2022 – 2027 [Cabinet Vision Statement 2022 - 2027 \(gov.wales\)](#) (Appendix D) includes key actions which will help to reduce poverty and provide opportunities for all across Carmarthenshire. We will work in partnership across the local authority to deliver on these values and work towards an environment where all residents can start, live, work and age well. These actions include:

- Work alongside schools to increase school attendance rates and improve access to education for vulnerable pupils
- In line with the vision of Welsh Government, provide high quality nutritious free school meals to all primary school pupils, over the lifetime of the administration
- Increase the level of supported accommodation to specifically facilitate safe discharge from hospital and/or the need for residential care for vulnerable adults
- Further expand the Delta Connect service to provide proactive technology enabled care to vulnerable people within their own homes together with a package of emergency support, monitoring, and wellbeing calls

- Work with the Health Board to provide readily accessible and appropriate levels of support to all with Mental Health issues with an expansion of access and support to Children and Vulnerable Adults
- Continue to provide support to keep children at home with their families and out of the care system wherever possible and lobby WG to provide additional resources for foster carers to support the children in their care
- Develop preventative services to meet the demands of an ageing population
- Increase renewable energy on council houses and other buildings to reduce domestic bills and help meet climate change targets
- Support the devolution of the administration of welfare and the necessary infrastructure required to prepare for it
- Review the Terms of Reference of the Tackling Poverty Advisory Panel to ensure that they have the necessary scope to undertake a review of the work required in relation to Tackling Poverty
- Request that the Tackling Poverty Advisory Panel immediately begins an additional strand of work in relation to the current cost of living crisis
- Appoint a Cabinet Member to lead on the Tackling Poverty Agenda
- Work with external bodies to tackle and understand what can be done to support residents immediately and in the short term to mitigate the negative effect on individual finances as the cost of living continues to spiral

### ***Targeted Prevention***

Targeted prevention supports people more at risk of homelessness and provides a ‘no wrong door’ approach in public services to support people.

During the consultation exercise discussions with partners through the focus groups identified the following potential targeted prevention actions that could be taken to reduce homelessness:

- Evaluate mediation services following the transfer of WG funding to deliver services that support people where relationships are breaking down. Potentially remodelling services to also work with landlords and tenants
- Work with LA Housing Officers on a process to identify arrears early and engage support to prevent homelessness embracing the “No Evictions into Homelessness” Pledge

- Work with the PRS landlord forum to develop confidence and support to retain provision
- Investigate the potential opportunity to purchase PRS properties where the landlord is selling up
- Make best use of the Discretionary Homelessness Prevention Funds to maximise prevention
- Explore the potential for training staff to deliver support via a mediation/motivational interviewing approach
- Explore the use of panel meetings prior to any eviction from social housing
- Work with criminal justice agencies to improve notification and engagement with people coming out of custody
- Develop accommodation and support options for people coming out of custody
- Explore the development of multiple/complex needs officer role to co-ordinate these cases
- Consider service charge costs relief for those employed and in supported housing commissioned provision
- Work with the youth homelessness co-ordinator to support primary prevention work in schools and youth services
- Build on the good practice already existing on the Carmarthenshire Council website in identifying and signposting to sources of goods and services for households in need
- Scope the need for advice services including debt advice to assist households

### ***Crisis Prevention***

Crisis prevention is the 'last line of defence', provided by local authorities and their partners to offer acute provision for people needing emergency help.

We will focus on the following areas to strengthen our approach to crisis prevention. We will:

- Provide a seamless service for people threatened with Homelessness
- Develop an early intervention Housing Hwb offer for people threatened with Homelessness
- Empower people with the skills needed to maintain their accommodation

- Strengthen our corporate parenting approach in relation to the future accommodation needs of care experienced young people
- Ensure support enables people to maintain their accommodation and prevent Homelessness
- Ensure internal data and data from system partners is used effectively to plan services.

## ***Rapid Rehousing transformation***

In delivering the high-level actions within this plan we know we will face hurdles and are committed to work in partnership to overcome these.

Reviewing the allocation policy will need support from a range of partners both within and outside of the local authority. We will need to work with local politicians, the public, housing association partners and third sector providers to develop a scheme that is fair and equitable and meets the needs of those who require it most. It will take time and compromise to deliver a scheme which works for all, but we are committed to deliver this to make homelessness brief for those who experience it.

To develop the best housing related support offer, through the development of a Housing Support Gateway and the reviewing and recommissioning of services, will also require the input and will of partners to work towards a solution that is best for the people we support. Good communication will be vital throughout this process to make certain that all partners, especially those who use our services, understand the rationale for this work and are involved through design to delivery. This will ensure that what is developed is fit for purpose and for the future.

It will also be crucial to ensure that we work in partnership with all agencies to establish sound referral routes so that people can access the right help at the right time. We may need to overcome barriers of access and in understanding the terminology and ways of working between ourselves and our partners including those in mental health and substance misuse services, criminal justice, and health to get the best outcomes for people.

In reconfiguring our temporary accommodation offer we risk either decommissioning provision whilst it is still required or holding too much provision which incurs additional unwanted costs. There may be a period where we double up on provision, bringing new stock online before moth-balling unwanted stock in areas where there is an over provision and there could potentially be cost implications to this. This will have to be managed well to mitigate unwanted costs and make best use of resources.

When reviewing our development plans and establishing new ones there will be challenges and barriers which may impact on delivery. These may come from within the local authority, such as issues with planning applications or legal sign off. Others may be outside of the local authority control including issues relating to flooding or phosphate discharge. We will need to work together with partners and Welsh Government to find solutions to these challenges so that we can deliver on our development plans.

There is a need to review and further develop the options available to bring empty homes into occupation and use Simple Lettings and the Private Rented Sector Leasing scheme to increase supply from the private rented sector. Currently we are seeing tenancies in this sector ending on a scale never seen before and we are faced with a huge challenge of how to mitigate this loss and increase the level of supply from the private rented sector. We will continue to work with landlords and other partners to do this.

### ***Accommodation model***

Following our Rapid Rehousing transformation, we envisage a pathway to settled accommodation that moves people in housing need quickly into a home that meets their needs with the support to maintain that home.

A support needs assessment will be completed on presentation to the Housing Hwb service. Appropriate temporary accommodation may be provided if settled accommodation is not available straight away. An emergency triage centre may be appropriate dependant on the level of support need and the requirement to carry out further assessment of need. Refuge provision may be required if the person is experiencing domestic abuse. Any such provision will be accompanied by appropriate support and the aim will always be to move people on into settled accommodation as quickly as possible.

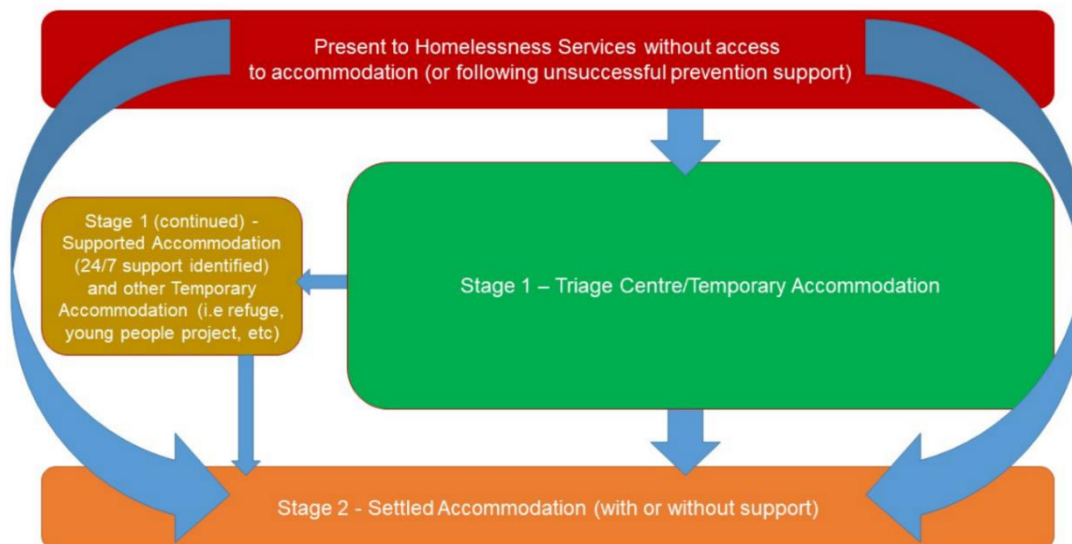
The remodelling of TA is outlined in Section 5. The plan is that current TA is reduced overall but reconfigured to deliver provision across the county. TA will be provided by a range of partners including local authority and RSLs as well as some private sector leased accommodation. Support provision within the TA will be delivered by third sector partners with the LA managing the accommodation.

Settled accommodation will be sourced which meets the needs of the individual and anyone living with them. This could be from within the social or private rented sector. Support may continue to be provided in this new accommodation for as long as required based on the needs of the individual. This support will be commissioned via HSG to be flexible to meet the need of the client and will be outcomes-based to allow for a person-centred approach.



Support will be provided both by in-house support officers and external housing support providers. If the support needs of the individual are assessed as high, then Housing First may be the most appropriate option. A specialist provider will follow Housing First Principles to deliver accommodation and support. This provision will be commissioned by the LA and delivered via a third party.

From time-to-time individuals may present whose support needs are deemed intensive. This includes those who are unable to live independently, perhaps due to concerns around risk to self or others or perhaps even choice. Professionals would be engaged from the health and social care sectors to ensure their care and support is fit for purpose. These individuals might thrive best in a long-term supported accommodation setting and such accommodation would be sourced to meet their needs. Independent settled accommodation will always be the aim for those who want it. Our accommodation model



will follow that outlined in the Welsh Government Guidance.

*Figure 7 Rapid Rehousing model of Accommodation*

### ***Pandemic response***

The Covid-19 pandemic brought about changes to the statutory homelessness guidance which resulted in a considerable amount of people being newly eligible to be housed by the Council from March 2020. The situation is currently unchanged, meaning that all who present are effectively in ‘priority need’. This is also referred to as the ‘No one left out’ policy. A clear trend, which is mirrored across Wales, is the growing proportion of single people presenting to us as homeless.

This change in policy increased the number of people requiring temporary and emergency accommodation. In Carmarthenshire we normally hosted 70 households at any one time, but this rapidly increased to 140 households in temporary accommodation with over a hundred of these being single people.

The need for temporary accommodation peaked towards the end of the summer in 2020, and remains high compared with pre-pandemic levels, with close to 120 households in temporary accommodation as of August 2022. This represents an increase of around 70% in the total number of households in temporary accommodation (primarily single people) compared with prior to the pandemic, suggesting that need remains (and will continue to remain) at an elevated level.

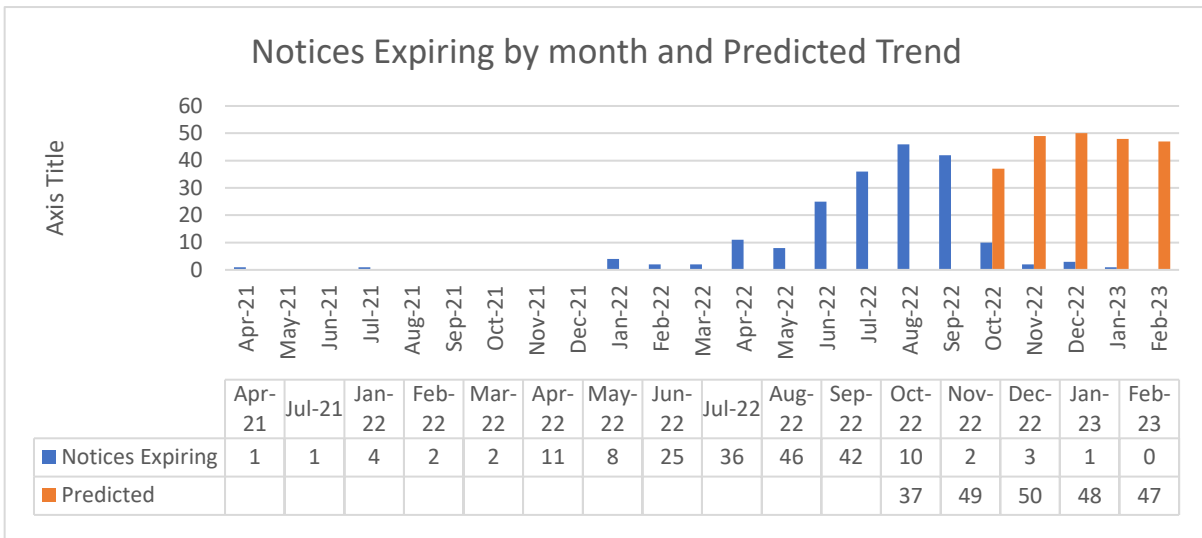
The HAG recommendations emphasise the need for prevention of homelessness whenever possible. Our first duty is always to consider how we can help people to prevent them from becoming homeless and avoid the need to be re-housed. With an increase in demand our existing services need to develop to ensure they continue to focus on prevention and avoid people moving into housing crisis.

They also recognise that, in some cases homelessness cannot be avoided and there will always be a need for some form of temporary accommodation. Rapid Rehousing should, however, be the default position for all homeless households that have low, or no, support needs.

In the short-term we plan to make emergency changes to our Social Housing Allocation Policy (SHAP) to prefer those who are homeless or have additional preference for social housing. We hope to apply a direct matching process to allocate social housing to those who need it. This will reduce the number of people waiting for long periods in temporary accommodation or “homeless at home” and will increase the flow through TA. It will enable us to begin to rationalise our temporary accommodation provision and reduce the level of resources used for TA.

To service this emergency measure, we will need to re-allocate Housing Options staff to focus on the identification of people for suitable matches and manage the process. In time it is hoped that this will reduce caseloads and free-up caseworker time to better focus on prevention and the effective delivery of reasonable steps.

During the Covid-19 pandemic the Welsh Government introduced legislation to halt the serving of s21 Notices. Since the lifting of this ban, we have seen a large increase in the number of Notices served and the presentation of people to the Local Authority threatened with homelessness.



The graph over shows us the number of notices expiring by month. Some months have already passed but through negotiation these tenants are still in situ until accommodation can be sourced for them.

The orange columns are predicted numbers of notices which could end in future months based on the current numbers coming through. This may potentially drop off once the new Renting Homes Act is introduced as the notice periods for new contracts will differ giving tenants a longer notice period and more security.

*Figure8 Number of S21 Notices expiring each month and predicted trend*

To tackle this increase in presentations due to s21 notices we are using a range of measures including liaising with landlords to understand the reasons for Notices and to negotiate extensions of stay and using discretionary homelessness funding to assist with arrears, extensions, and potential court costs. We will continue to deploy these and other measures to prevent and relieve homelessness as a potential impact of the pandemic.

### ***Initial socio-economic/equalities impact assessment***

As each major policy change is taken forward, we will carry out detailed Equality Impact Assessments and publish any impacts and mitigations identified.

## 7: Resource Planning



The resources detailed in this chapter have been identified to deliver this Action Plan. However, should any future grant funding not be available we may need to revisit our current priorities.

### *Existing resource*

During the last 3 years we have used a range of resources to support the work of homelessness prevention, alleviation, and housing related support within Carmarthenshire. The Revenue Support Grant and Housing Revenue Account have funded core staffing of the services and we have also drawn on the Covid Phase 1 Funding and latterly the No One Left Out funding to support this function and add to our capacity. These additional funding sources have also enabled us to boost our temporary accommodation provision and ensure that everyone who needs temporary accommodation is accommodated safely and supported where necessary.

Our HRA and Social Housing Grant allocation supports the plans identified in the Housing Regeneration and Development - Five Year Delivery Plan and the HRA Business Plan. Continued investment in affordable housing and homes for social rent is essential to deliver the supply needed to deliver the actions within this plan. As we review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing and develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing this funding will flex to fulfil those plans.

We have also been able to draw on the Phase 2 funding and Transitional Accommodation Capital Programme to boost our stock of temporary and settled accommodation. The capital funding element of Phase 2 funding was targeted at increasing the housing stock available to us from the private sector through:

- Our in-house Social Lettings Agency and incentivising landlords
- the provision of training flats for younger people based on a successful model we had developed previously
- Brining empty properties back into use in areas of significantly high demand by looking at Empty Dwelling Management Orders and possibly Compulsory Purchase
- The expansion of leasehold temporary accommodation units so that we could slowly move away from reliance on B&B accommodation

A key element in the use of this funding was to deliver good quality support to homeless households that focused on developing a more direct and sustainable path to permanent housing. Revenue support from the grant allowed us to:

- Commission additional wrap around support (Housing First type) to meet the demands evident for single people who are repeatedly homeless
- Expand the amount of specialist support particularly in relation to mental health and substance misuse creating capacity to support
- Expand the remodeled CTAP project to provide intensive housing support for a short period to those in temporary accommodation
- Undertake outreach work linking with community led organisations such as food banks in localities where we have identified high levels of homelessness
- Expanding our inhouse Pre-Tenancy Advice by offering this service to tenants entering the Private Rented Sector or Housing Associations and complement the work currently being done to prepare prospective Council tenants to maintain their new home
- Support a handful of individuals/ families that were not eligible for public funds that would otherwise have no way to support themselves or have anywhere to live

These were put in place to complement the Housing Support Grant and fill the gaps that had become obvious at the start, and as we continued through the pandemic. The impact of these interventions however, whether it be through revenue or capital grant support, was not substantial enough to lessen the continued demand on homelessness services and pressures that were/ are being exerted on the housing market.

The revenue funding element of the Phase 2 funding complemented our homelessness prevention fund which is allocated through our RSG and is a flexible fund which can be used to prevent or relieve homelessness when households present to the Council for help. This financial year we have been allocated grant funding specifically for this purpose. We are on track to spend this allocation to enable us to deliver on the actions within this plan and move households on to settled accommodation in a timely way.

We commission a range of short-term accommodation projects. These are funded through the Housing Support Grant. The Housing Support Grant (HSG) also funds floating support services to support people whilst in temporary accommodation and as they move on, and longer term supported accommodation projects. The provision of a Debt Advice Worker was also previously funded through the HSG and whilst this provision is no longer in place it is felt that this was a vital resource and should be something that the Grant funds again. Each of these services is commissioned by the local authority through an outside agency.

The Housing Support Grant is also used to commission and fund a range of housing related support projects not directly linked to homelessness duties. A review of all HSG commissioned services is needed, as identified in the actions in this plan, to ensure they are fit for purpose and fully aligned to the new Housing Support Grant Outcomes Framework. This will also ensure that they meet the priorities of the Rapid Rehousing Transition plan and help us to fulfil our vision working together to end homelessness in Carmarthenshire by providing homes and support at the right time.

## *Staffing*

There are several teams directly involved in the provision of services that prevent or relieve homelessness.

**The Housing Hwb Service** is a relatively new service formed during a restructure of the Housing and Safer Communities Division. It comprises a front-end triage and assessment team offering advice and assistance, a prevention team, a Housing Options team dealing with homeless applicants, a support worker team and a pre-accommodation team supporting people to settle into new tenancies. The service is funded from a variety of sources including the Council Fund (RSG), the Housing Revenue Account and the Housing Support Grant. All posts meet the funding and monitoring requirements of their funding source. This team will be further developed to meet the actions within this plan, specifically, **reviewing the allocation of social housing and developing the housing related support offer by streamlining support assessment and referral processes**, to enable a rapid rehousing approach to homelessness prevention and relief.

Within the Housing Services team there are several staff who are dedicated to maintain the PRS and temporary accommodation portfolios. **The Temporary Accommodation Team** procures and allocates temporary accommodation and manages the stock, turning over vacant properties swiftly to reallocate. As we fulfil the Action to **develop the right temporary accommodation that meets current and future need** this staff resource may change, however current demand requires that this level of staffing is needed to run this service well.

**The Private Sector Development Team** is focused on engagement with PRS landlords ensuring the sustainability of our PRS Leasing Scheme as well as the quality of PRS accommodation in the County. The success of this team will impact on the supply of properties available to let and the extent to which we can accommodate households in the private rented sector.

Within *the Investment and Development Service* there is a team of staff dedicated to the development and delivery of affordable homes. This element of the team will be crucial in delivering on the Actions to **Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing** and to **develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing**.

*The HSG commissioning team* was previously made up of a Lead Officer and 2 Commissioning and Contracts Officers. The commissioning services within the local authority have recently been restructured to absorb the HSG commissioning work into the wider commissioning team of the local authority. This means that the discrete posts are not identifiable anymore, but roles are shared across grant streams. There are pros and cons with this structure. The Action to **Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing** may have some bearing on how the commissioning, monitoring, and reviewing of HSG services is taken forward in the future. The commissioning team will need to work closely with the Housing Hwb team to review the current services and to **develop and commission the right housing related support services to support the Rapid Rehousing vision**.

## *Priorities*

Our priorities will be based on our high-level actions outlined in this plan.

- Review the allocation of social housing
- Develop the housing related support offer by streamlining support assessment and referral processes
- Develop the right temporary accommodation that meets current and future need
- Review our existing plans to develop settled accommodation to ensure that they support the vision for Rapid Rehousing
- Develop longer term plans to provide settled accommodation to support the vision for Rapid Rehousing
- Review Housing Support commissioned services so that they are fit for purpose and support the vision for Rapid Rehousing
- Develop and commission the right housing related support services to support the Rapid Rehousing vision

Following the publication of this Rapid Rehousing Transition Plan detailed delivery plans will be created to outline the work that will be carried out to achieve each of these high-level actions. These delivery plans will be working documents, subject to change as the priorities, policy drivers, and demands on the services change and develop.

## *Resource plan*

Once the detailed delivery plans have been developed a detailed table which illustrates how the financial resources will change during the five-year transition period and link to activities and themes will be produced and will be monitored by the Rapid Rehousing Project Board over the next 5 years.



## Appendix 1- HSP Strategy Stakeholder Engagement.

Taken from Carmarthenshire's Draft HSP Strategy

### Stakeholder Engagement

A range of local stakeholders were involved in developing this needs assessment. Stakeholders included council departments, statutory partners such as the NHS and Probation, along with representatives from Registered Social Landlords and HSG providers. Stakeholders were engaged via online workshops, one to one interviews and via questionnaire. A list of stakeholders who participated is set out below:

o. Strategic Housing, CCC	v. Nacro
p. Regional Coordinator Homelessness, CCC	w. Consensus Support
q. Housing Solutions CCC	x. Threshold
r. Carmarthenshire Homelessness Forum members	y. Caredig (previously Family Housing)
s. Llanelli Mind	z. 16-25 youth support service
t. The Wallich	aa. Llamau
u. Youth service homelessness service	bb. Members of Co-occurring mental health and substance misuse health board

**The key themes arising from stakeholder engagement are summarised below:**

#### Maintaining accommodation and homelessness prevention

- People need the skills and understanding to maintain their tenancies, for young people this should commence in schools and colleges.
- Many people do not have basic skills due to the way they've been brought up, foster care, parents with substance abuse, learning difficulties, even busy working parents etc.
- It was felt the boundaries of the HSG should be pushed to provide more 'skilling-up' options.
- Having more, accessible information about what current services exist is important.
- The Council could develop a one stop shop, café, information sharing centre and provide workshops.
- Early intervention prevention work with 16–25-year-olds and NEETs have services in schools – there needs to be better corporate approach to how these use contribute to homelessness prevention.
- Identification, support and tracking of people at risk of potential homelessness could be improved, services know where pockets of people are, the Council need to join up intelligence better internally.

### The right accommodation

- Young people can at times be placed in temporary accommodation and be exposed to substance misuse and mental health issues.
- It is hard to access accommodation, particularly for people who are well known to the system and return a number of times. However, stakeholders highlighted that because they have had to work with people intensively, they have had success with some cases that initially it seemed they wouldn't.
- The right accommodation is key, putting a lot of chaotic people in the same accommodation is problematic. One service user stated he felt his opportunity to improve his wellbeing was being sabotaged by others, especially through peer pressure.
- Housing First does not work as effectively in Carmarthenshire as it does in neighbouring counties. This was partly because it was felt the Carmarthenshire approach doesn't follow the model as closely, and that there is also a lack of accommodation for Housing First.
- A key challenge is the lack of accommodation for Housing First and move on from temporary accommodation.
- It is very difficult to access the Private Rented Sector especially in Carmarthen as there is a £200 shortfall between rents and the Local Housing Allowance.

### The right support

- Support should adapt and flex up and down according to need
- Most people have multiple needs
- People with multiple needs have multiple agencies supporting them. Some even stop when they know another agency is involved as their roles overlap.
- Good assessments are needed from the beginning, the current referral processes into HSG services was described as 'clunky' and that it comprised of ticking boxes of needs.
- There needs to be a streamlined assessment hub or Gateway for all requests for HSG and homelessness referrals/presentations.
- When people are conducting assessments, they need to consider real life living
  1. Life skills
  2. Good role models
  3. Basic cooking skills
  4. Budgeting and paying utilities
  5. The benefits of what you eat, fresh versus frozen
  6. Basic hygiene
  7. How to make a bed

8. How to use a washing machine
  9. Support to claim universal credit and financial hardships funds
- There is an overly bureaucratic expectation that everyone has an assessment, risk assessment and support plan, but sometimes people just need signposting.
  - Joint working between the Housing Department and Probation needs to improve.
  - Joint working with the NHS mental health or substance misuse services is required and an improvement in information sharing from them to HSG funded support services.

#### Mental health

- The mental health crisis which had already existed was further compounded by the pandemic. The scale and complexity of mental health challenges have increased and are more entrenched
- Most stakeholders agreed mental wellbeing is a significant issue, and that better joint responses from statutory and third sector partners are required.

#### Complex needs

- Access to short term accommodation for complex issues needs to be improved and better planning for longer term accommodation options is required.
- As mental health and substance misuse co-occur so frequently it should be assumed in the commissioning of services and wider partnership arrangements.
- NHS stakeholders highlighted a desire for better training in this area.
- Having a multi-agency planned approach for individuals who regularly 'fall through the gaps' in services is required.

#### Young people

- Accessing the right support for young people transitioning to adulthood can be challenging.
- Care experienced young people need an improved corporate parenting approach to planning for their future accommodation needs.
- Overall levels of need amongst young people have increased and become more complex.

#### Violence Against Women, Domestic Abuse and Sexual Violence

- Refuge services for complex needs need to be developed.
- Some current Refuges are not suitable in design. For example, there is some shared accommodation which wouldn't be appropriate for women with older male children. None are 24/7 support, have on call but not on site.
- More move on options are required.
- There is a need for gender specific services due to family trauma and for those who are survivors, also need services for men who have experienced trauma

**Carmarthenshire**  
**Rapid Rehousing Transition Plan**  
**Project Group**

Terms of Reference  
Version 2

## 1. Background

Welsh Government has maintained a consistent focus on tackling homelessness in the context of broader UK Government policy such as austerity and welfare reform. The Housing (Wales) Act 2014 prescribed new duties for local authorities in relation to homelessness. Prior to its implementation, the legal duties for local authorities focussed on those priority households who became homeless and then only if they passed a number of 'tests' that would determine if they were legally entitled to assistance. Since the Act, local authorities have the duty to assist all households who face homelessness, regardless of the need to 'fit' into the priority need categories.

Under Part 2 of the Housing (Wales) Act 2014, Local authorities also have a strengthened duty to prevent and relieve homelessness which has led to a strengthening of local partnership arrangements. The guiding principle remains one of preventing homelessness and for the period 2015 to March 2020 (pre COVID) Welsh Government (WG) had started to look at further changes to the 2014 Act.

The Homelessness Action Group (HAG) was set up by the Welsh Government Minister for Housing and Local Government in June 2019 to answer 4 key questions related to the prevention and alleviation of homelessness in Wales.

- *What framework of policies, approaches and plans is needed to end homelessness in Wales? (What does ending homelessness actually look like?)*
- *What immediate actions can we take to reduce rough sleeping between now and the winter of 2019/20, and to end rough sleeping altogether?*
- *How do we put the delivery of rapid and permanent rehousing at the heart of preventing, tackling, and ending homelessness?*
- *How can we ensure joined-up local partnerships and plans are put in place to prevent, tackle and end homelessness throughout Wales?*

[Terms of reference: Homelessness Action Group | GOV.WALES](#)

The group provided a series of reports to the Welsh Government outlining how homelessness should become rare, brief, and unrepeatable. One of the key themes was making homelessness brief and unrepeatable through rapid rehousing. One of the recommendations for Welsh Government and local authorities to achieve this was to "*lead a transition in the support system over time to prioritise sustaining tenancies and rapid rehousing (including Housing First where appropriate) as the default approach for people who are at immediate risk of homelessness or are already experiencing it.*" (Homelessness Action Group, 2020).

This recommendation was incorporated into the Welsh Government Action Plan [Ending homelessness in Wales: a high level action plan 2021 to 2026 \(gov.wales\)](#) which requires all local authorities in Wales to develop and submit a Rapid Rehousing Transition Plan (RRTP) by September 2022 and deliver on this plan as part of its Housing Support Programme Strategies. Rapid Rehousing is an internationally recognised approach designed to provide people experiencing homelessness with secure, settled, and self-contained housing as quickly as possible. Rapid rehousing includes the following characteristics:

- A focus on helping people into permanent accommodation at the same time as, rather than after, addressing any other support needs.
- No requirement to be assessed for 'housing readiness' to access accommodation.

- Offering a package of assistance and multi-agency support, specially tailored to individual needs where this is required.
- Helping people experiencing homelessness or at risk of homelessness with lower or no support needs, and in doing so preventing complex needs or chronic problems from occurring or escalating.

Rapid rehousing recognises that most people who have experienced homelessness, even those who have been severely marginalised and homeless for a long time, are able to maintain their tenancies in self-contained housing, with the right level of support. Providing a home as quickly as possible will help avoid the destabilising and marginalising effects of prolonged homelessness or prolonged stays in emergency or temporary settings while remaining homeless.

If rapid rehousing can be widely adopted then the need for many forms of temporary accommodation should diminish, although the Welsh Government recognises that there will continue to be a need for temporary housing solutions at times. [Ending homelessness in Wales: a high level action plan 2021 to 2026 \(gov.wales\)](https://gov.wales/ending-homelessness-in-wales-a-high-level-action-plan-2021-to-2026)

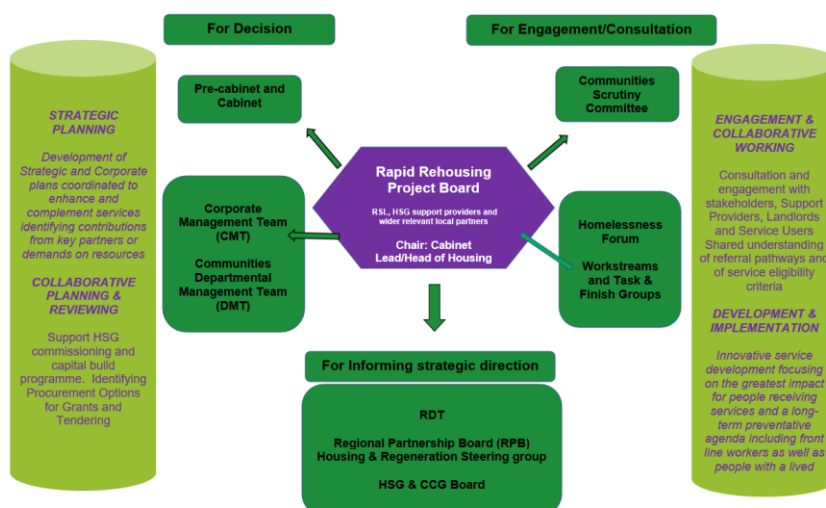
The development of Rapid Rehousing clearly places an emphasis on the provision of housing as a fundamental element of recovery from homelessness, homelessness cannot be resolved with just housing alone. For Rapid Rehousing to work, we must work in partnership with key services such as health and criminal justice. We must also harness both the third sector and volunteer organisations who provide services that support and help tenants build confidence and a connection within a community.

## 2. Purpose

The purpose of the Rapid Rehousing Transition Plan Steering Group is to oversee the development and delivery of the Rapid Rehousing Transition Plan in Carmarthenshire in line with the Homelessness Action Group recommendations and the Ending Homelessness High Level Action Plan.

More specifically it will involve supporting the Rapid Rehousing Policy Lead to develop, with partners, the key actions which will form the plan and to aid the delivery of these by influencing culture, removing barriers, releasing funding, enabling action and facilitating change both within the local authority and across partnerships.

A feature of the plan is the development of a project board which will oversee the development of the plan and the transformation. This group will provide that governance for the work and ensure that the actions are delivered to a high standard and in a timely manner. This board will interact with established groups in the following way:



### **3. Role of the group**

The expectation is that the group will focus on an agreed workplan to oversee the development of the plan through engagement with key stakeholders including statutory and third sector partners, registered social landlords, private sector landlords, citizens and people who deliver and use services.

Once the plan has been agreed the group will oversee the delivery of the transformation and the move to Rapid Rehousing in Carmarthenshire.

### **4. Governance arrangements**

- Members are appointed as a representative of their organisation as outlined in Annex 1.
- Members are required to notify the Chair when there is a potential conflict of interest relating to a specific item on the agenda.
- Deputies will be allowed to attend meetings, and members are asked prior to the meeting to notify the Chair of the deputy attending on their behalf.
- The group will require 50 percent of members to be in attendance to be quorate. If members are not present at a time when recommendations are being agreed, the chair will ensure their views are sought and fully considered.
- Membership is unremunerated.
- The group does not have any statutory powers or functions.
- When commercial sensitive information is discussed, members are asked to commit to maintaining confidentiality of that content.

### **5. Meeting frequency**

During the development stage the group will meet every 3 weeks from the first week in July until the end of September.

Once the plan has been agreed the frequency of the meetings will decrease and the group will meet every 6 weeks until the work is complete.

Additional meetings will be held as and when required and the group may, from time to time, call task and finish groups to carry out specific pieces of work on its behalf.

### **6. Secretariat arrangements**

The Rapid Rehousing Policy Lead and the Rapid Rehousing Policy Support Officer will provide administrative and secretarial support to the group and will act as a central co-ordination point for the cascade and distribution of meeting materials and other documents. The chair, with the support of the Policy Lead, will determine the agenda, including the papers required for each meeting considering any suggestions or requests from group members.

## Annex 1: Membership of the Group

Job Title	Organisation	Name of member
Chair, Cabinet member and Deputy Leader	Carmarthenshire County Council	Linda Davies Evans Cabinet member
Co-chair, Head of Housing	Carmarthenshire County Council	Jonathan Morgan
Head of Strategic Joint Commissioning	Carmarthenshire County Council	Chris Harrison
Head of Adult Social Care	Carmarthenshire County Council	Avril Bracey
Head of Integrated Services	Integrated Health Service	Alex Williams
Housing Hub Manager	Carmarthenshire County Council	Angie Bowen
Investment and Development manager	Carmarthenshire County Council	Rachel Davies
Interim Housing Services Manager	Carmarthenshire County Council	Gareth Williams
Community Mental Health/Psychiatric Services	Hwyel Dda Health Board	
Service Manager, Substance Misuse	Hwyel Dda Health Board	Cerys Humphreys
Strategic Partnership and Inclusion Manager	Hwyel Dda Health Board	Bev Davies
CEO	Bro Myrddin Housing Association	Hilary Jones
CEO	Caredig Housing Association	Marcia Sinfield
Executive Director – Customer & Communities	Pobl Housing Association	Andrew Vye
Deputy CEO	Wales and West Housing Association	Shayne Hembrow
	Coastal Housing Association	Serena Jones
Projects Manager	The Wallich	Paul Sheridan
Senior Probation Officer, Homeless Prevention Taskforce	HMPPS	Natasha Pattemore

Local Authority officers	
Joy Williams	Rapid Rehousing Policy Lead
	Rapid rehousing Policy Support Officer