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AGENDA

Pwyllgor PWYLLGOR CRAFFU GWASANAETHAU OEDOLION A CHYMUNEDOL

Dyddiad ac amser y cyfarfod DYDD LLUN, 24 EBRILL 2023, 2.00 PM

Lleoliad YB 4, NEUADD Y SIR, CYFARFOD AML-LEOLIAD

Aelodaeth Cynghorydd Molik (Cadeirydd)
Y Cynghorwyr Ahmed, Ahmed, Ash-Edwards, Boes, Lent, Lewis, Littlechild a/ac McGarry

Tua
Amser.

1 Ymddiheuriadau am Absenoldeb

Derbyn ymddiheuriadau am absenoldeb.

2 Datgan Buddiannau

I'w wneud ar ddechrau'r eitem agenda dan sylw, yn unol â Chod Ymddygiad yr Aelodau.

3 Cofnodion

Cymeradwyo cofnodion y cyfarfod blaenorol fel rhai cywir. I ddod.

4 Mynd i'r Afael â Digartrefedd ar y Strydoedd yng Nghaerdydd a'i Atal (*Tudalennau 5 - 68*) 2.05 pm

Mae Atodiad 5 i'r adroddiad hwn wedi'i eithrio rhag ei gyhoeddi gan ei fod yn cynnwys gwybodaeth o'r math a ddisgrifir ym mharagraff 12 o Atodlen 12A i Ddeddf Llywodraeth Leol 1972.

5 Eitemau brys (os oes rhai)

6 Y Ffordd Ymlaen 4.10 pm

7 Dyddiad y cyfarfod nesaf

Dydd Llun 15 Mai 2023, 2:00pm

Davina Fiore

Cyfarwyddwr Llywodraethu a Gwasanaethau Cyfreithiol

Dyddiad: Dydd Mawrth, 18 Ebrill 2023

Cyswllt: Andrea Redmond, 02920 872434, a.redmond@caerdydd.gov.uk

GWE-DARLLEDU

Caiff y cyfarfod hwn ei ffilmio i'w ddarlledu'n fyw a/neu yn olynol trwy wefan y Cyngor. Caiff yr holl gyfarfod ei ffilmio, heblaw am eitemau eithriedig neu gyfrinachol, a bydd y ffilm ar gael ar y wefan am 12 mis. Cedwir copi o'r recordiad yn unol â pholisi cadw data'r Cyngor.

Gall aelodau'r cyhoedd hefyd ffilmio neu recordio'r cyfarfod hwn

Ar ddechrau'r cyfarfod, bydd y Cadeirydd yn cadarnhau a gaiff y cyfarfod cyfan neu ran ohono ei ffilmio. Fel rheol, ni chaiff ardaloedd y cyhoedd eu ffilmio. Fodd bynnag, wrth fynd i'r ystafell gyfarfod a defnyddio'r ardal gyhoeddus, mae aelodau'r cyhoedd yn cydsynio i gael eu ffilmio ac y defnyddir y lluniau a recordiadau sain hynny o bosibl at ddibenion gwe-ddarlledu a/neu hyfforddi.

Os oes gennych gwestiynau ynghylch gwe-ddarlledu cyfarfodydd, cysylltwch â'r Gwasanaethau Pwyllgorau ac Aelodau ar 02920 872020 neu e-bost [Gwasanethau Democrataidd](#)

Mae'r dudalen hon yn wag yn fwriadol

**CYNGOR CAERDYDD
CARDIFF COUNCIL
COMMUNITY & ADULTS SERVICES SCRUTINY COMMITTEE**

24 April 2023

ADDRESSING AND PREVENTING STREET HOMELESSNESS IN CARDIFF

Appendix 5 to this report is exempt from publication as it contains information of the kind described in paragraph 12 of Schedule 12A to the Local Government Act 1972. It is viewed that, in all circumstances, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Purpose of the Report

1. To provide attendees with background information to inform their consideration of how the council addresses and prevents street homelessness in Cardiff and the support offerings available.

Structure of the Meeting

2. To inform the committee's considerations, the following individuals / organisations have been invited to attend the meeting to share their knowledge and perspectives of this issue in Cardiff:

- Councillor Lynda Thorne, Cabinet Member, Housing & Communities;
- Jane Thomas, Director, Adults, Housing & Communities
- Helen Evans, Assistant Director, Housing & Communities
- Matthew Evans, Operational Manager, Supported Accommodation & Assessment
- Jenny Rogers, Operational Manager, Community Safety
- Adrian Price, Assessment and Support Services Manager

- Gareth Edwards, Senior Diversionary Activities Co-Ordinator
- Ayla Cosh, Clinical Director, Cardiff & Vale Health Inclusion Service
- Jayne Barrett, Homeless MDT Nurse
- Representatives from South Wales Police
- Huggard
- Salvation Army
- The Wallich
- YMCA

Members are advised Shelter Cymru and Crisis were unable to attend the meeting. However, both organisations wished to offer their views on the matter by submitting written evidence. Their evidence is attached to this report at Appendices 2 & 3.

3. At the start of the meeting, Cllr Lynda Thorne will be offered the opportunity to make a brief opening statement (should they wish). After which, discussions between all attendees will then commence.
4. All attendees are encouraged to participate and share their views and knowledge throughout the meeting's discussions. Attendees are encouraged to share examples and views of those they support, however are reminded, as the meeting is public, not to name any individuals' directly.
5. For the benefit of the meetings webcast, attendees are required to turn their microphone on before making a contribution, and wait until their microphone shows a consistent red light prior to speaking. To ensure the meeting remains focused, the meeting's discussions will loosely be structured in the following areas:
 - Pathway of Support
 - Services on Offer
 - Challenges Faced

Structure of the Papers

6. In addition to the background information set out in this Cover Report, attendees are also provided with the following appendices:

Appendix 1 – Service Area Briefing Note.

Appendix 2 – Shelter Cymru Written Contribution

Appendix 3 – Crisis Written Contribution

Appendix 4 – The Wallich Written Contribution

Appendix 5 – Confidential – Interview transcripts with those who have experienced street homelessness.

Further insight into the views of how to address and prevent homelessness and end rough sleeping from those who have experienced it, can be found in the following report: [Hwyl Fawr to Homelessness](#)

Appendix 6 – Written submission provided by a Cardiff Councillor

Scope of Scrutiny

7. During the meeting, Committee Members will have the opportunity to explore:

- The work of the council in preventing street homelessness
- The pathway and support on offer for those individuals who are street sleeping, including accommodation and emotional support offerings.
- The needs of those requiring support.
- If there are any areas of improvement identified by the council, partners or individuals in receipt of support.
- Partnership arrangements in addressing this issue.
- Feedback and views of those in receipt of services
- The considerations for medium and long-term planning.
- The council's approach to rapid rehousing.

8. Attendees are reminded the purpose of this meeting is to consider and assess the support offerings of those with complex needs.

9. Following the meeting, Committee Members' will decide what comments, observations or recommendations they wish to pass on to the council's Cabinet Member for their consideration.

Strategic Background

10. The following paragraphs provide attendees with a brief summary of the council's strategic approach toward addressing and preventing homelessness. Attendees are advised many of the policies relate to the wider issue of homelessness and are not specific to street homeless and those with complex needs, however, are included to provide scene setting information.

➤ **'No Going Back'**

In response to the Covid-19 pandemic, the Welsh Government provided an additional £10 million to local authorities to mitigate the impact on homeless individuals. In Cardiff, a total of 182 units of supported accommodation were established during the crisis made up of isolation units, hotels, move on accommodations and re-purposed buildings. In May 2020 a further allocation of £20 million was announced by the Welsh Government for 2020/21 to assist local authorities in funding solutions to homelessness in the longer term – described as a “No Going Back” approach.

➤ **Homeless and Vulnerable Person Board**

Prior to the pandemic, Cardiff established a Homeless and Vulnerable Person Board, bringing together a range of partners and led by Councillor Lynda Thorne, Cabinet Member for Housing and Communities. The Board undertook a comprehensive review to set out a new pathway for accommodation and support services for single homeless people. The findings from this review, along with the learning from the pandemic, enabled the development of a new vision for homeless services for single people in Cardiff. The vision has four key components and is summarised below:

1. To prevent homelessness wherever possible – and where it is not

possible, for the experience of homelessness to be rare, brief and not repeated.

2. To deliver an assessment / triage approach to all those presenting as homeless.
3. To move away from a “staircase” approach to rehousing where clients move from supported accommodation to independence in stages. The new model will have separate pathways for clients who are able to move rapidly into independent housing via housing first or community housing with intensive support as appropriate. The model will also have a separate pathway for those with lower need with support to move on quickly into the private rented sector together.
4. For those with the most complex needs, longer term specialist accommodation will be required in good quality, self-contained accommodation that can provide a home environment in a supported setting.

To support this vision, a range of projects were approved by the council’s Cabinet including the:

- Development of a Single Homeless Assessment Centre
- Expansion of the homeless multi-disciplinary team
- A new model of health service delivered directly to hostels
- Significant increase in capacity and improvement in quality of supported accommodation for single people
- The delivery of 3 family homelessness centers
- Participation in the Welsh Government Leasing Scheme to make better use of the private rented sector

For attendees’ information, the July 2020 Cabinet Report sets out the council’s commitment and proposed action in full, and can be found [here](#).

➤ **Cardiff Council's Housing Support Programme Strategy 2022-2026**

The above-named strategy, agreed by Cardiff Council's Cabinet in January 2022, was developed in response to the Housing (Wales) Act 2014 which requires each local authority set out their strategic direction for homelessness prevention and housing related support services for the next four years. The strategy, developed in partnership with external stakeholders, sets out how the council, and partners, will work to prevent all forms of homelessness and accelerate the shift to a rapid re-housing approach through the learning of the pandemic and the work of the Homeless and Vulnerable Person Board.

For attendees information, the strategy can be accessed [here](#).

➤ **'Stronger, Fairer, Greener' and Corporate Plan 2023-26¹²**

The above named policies, further embed the commitments to homelessness as set out in the 'No Going Back' approach and Housing Support Programme Strategy and include commitments such as:

Increase Temporary Accommodation capacity to address homelessness pressures by:

- Increasing the number of buy-backs;
- Working with Registered Social Landlord partners to identify difficult-to-let properties and finding suitable occupants;
- Increasing the number of managed schemes to improve move-on into permanent accommodation;
- Exploring other meanwhile use of development land.

¹ [Stronger Fairer Greener \(cardiff.gov.uk\)](https://www.cardiff.gov.uk/stronger-fairer-greener)

² [Corporate Plan 2023 to 2026 \(cardiff.gov.uk\)](https://www.cardiff.gov.uk/corporate-plan-2023-to-2026)

Ensure that the complex needs of homeless people are met by:

- Further developing the Multi-Disciplinary Team (MDT) and ensuring clear pathways are in place for move on to mainstream services when appropriate;
- Ensuring that appropriate health and support services are available in hostels and supported accommodation;
- Fully training staff and focusing on assertive re-engagement with those that may fall out of services as well as providing meaningful opportunities for residents to train and volunteer;
- Continuing to support and assist rough sleepers to access and maintain accommodation by reviewing and developing our assertive outreach approach and further developing and promoting the benefits of Diversionary Activities.

➤ **Rapid Rehousing Approach**

Research from across Europe and the USA has shown that different levels of supported accommodation prove less successful than a rapid rehousing approach with intensive support.

It is for this reason why the council's above-named policies confirm the strategic vision of moving away from the staircase model, whereby service users move through several projects in their journey towards independence, towards a rapid rehousing approach with appropriate support based on individual need.

To achieve a rapid rehousing approach, the Housing Support Programme Strategy 2022-26, confirms the establishment of a detailed, 'Rapid Rehousing Transition Plan' which will include improvements in the council's workings with private landlords, extending the range of incentives available, move on options available including managed housing schemes and increasing Housing First provisions and access to intensive support in the community.

However, it is noted, this work will require sufficient resource and so work with the Welsh Government on resource requirements will be essential.

Further, the Housing Support Programme Strategy 2022-26 notes the following challenges toward delivering rapid rehousing approaches:

- **Temporary Accommodation** - Cardiff has a range of self-contained temporary and supported accommodation on offer, yet there is a need to improve move-on options so that individuals and families can exit homelessness quickly.
- **Demand for social housing** - There are over 7,000 households on the Cardiff Housing Waiting List, and roughly 300 new applicants join each month.
- **Issues with the Private Rented Sector** – There is currently high demand and a lack of supply of privately rented accommodation across the city. This is also compounded by private rent prices being higher than Local Housing Allowance (LHA) rates (the maximum amount that can be claimed in benefit). In a sample of the Cardiff market undertaken in September 2022, 98% of properties were being let at least £100 above the LHA. The average shortfall across all bedroom types is £318 per month³.

Context

11. Committee Members have been briefed both at committee meetings and Full Council that at present, the demand in Cardiff for emergency and temporary accommodation for families and single people is at unprecedented levels. Further, committee Members have previously been informed this increased demand is compounded by the lack of available, affordable properties in the city; an issue apparent nationwide. To address this challenge, the council continues its housing development programme, including the development of new-builds, buy-backs (purchase of private properties), bringing empty properties back into use⁴ and working with private landlords in the city⁵.

³ [\(Public Pack\)Agenda Document for Cabinet, 20/01/2022 14:00 \(moderngov.co.uk\)](#) Accessed 18th April 2023

⁴ During 2021/22, the Housing Enforcement Team within Shared Regulatory Services brought 51 empty homes back into use. (Cardiff Council, Full Council Meeting, June 2022).

⁵ There are circa 39,000 private landlords in Cardiff. (Cardiff Council, Full Council Meeting, Oct 2022)

12. In a March Full Council Meeting, Members were informed out-of-hours homelessness service were also under considerable strain, with 93 people presenting at the provision in a single night during the winter months.
13. Due to the substantial increase in out-of-hours presentations, the service is conducting a full review to understand why people are presenting and how this can be improved through prevention pathways. Further, Members were informed staffing at services were also increased temporarily to respond to the levels of demand, and additional interim accommodation is being sought to place those in need.
14. With specific regard to street homelessness, as of 1 March 2023, 23 people were reported as sleeping rough on the city's street⁶.

Eligibility⁷

15. Schedule 2 of the Housing (Wales) Act 2014 (HWA) determines how an applicant's eligibility for housing assistance should be determined by a local authority. Including determining if the individual is homeless, or threatened with homeless, and how the local authority should secure help.
16. In line with the focus of this meeting, the below paragraphs provide a brief overview of the eligibility and assessment process for those deemed as homeless (and not those deemed as threatened with homelessness).
17. Attendees are advised within the assessment process, street homeless status fall into the priority need category. It is also to be noted many of the main homelessness duties in section 75 of HWA apply only to applicants who have been determined as a priority need categorisation.

⁶ Cardiff Council, Full Council Meeting, March 2023.

⁷ [Housing \(Wales\) Act 2014 \(legislation.gov.uk\)](https://legislation.gov.uk) Accessed Wednesday, 5th April 2023.

18. Attendees are reminded local authorities provide support and assistance for those who are not classified as 'priority need' through the Housing Solutions & Prevention services, however the local authority must provide interim accommodation only to those classed as priority need (s68 of the HWA).
19. Section 70 of HWA establishes the categories of priority need as:
- a pregnant woman;
 - a person with whom a dependent child resides;
 - someone vulnerable as a result of old age, mental illness or handicap, physical disability, or other special reason;
 - homeless as a result of an emergency such as flood, fire or other disaster;
 - someone who is homeless as a result of domestic abuse;
 - 16- and 17-year olds;
 - 18–21-year-olds who are at particular risk of sexual or financial exploitation;
 - 18–21-year-olds who are care leavers;
 - ex-service men or women;
 - a person who has a local connection with the area and is vulnerable as a result of being an ex-prisoner;
 - a person who is street homeless
20. Further eligibility requirements relate to 'intentionality'. To confirm, whether or not a person is deemed intentionally homeless will affect which duties are owed to that person under the HWA.
21. Schedule 77 of the Act deems the following as reasons why an individual can become homeless or threatened with homeless intentionally:
- The individual has done or failed to do something deliberately to cause their homelessness e.g., surrender their tenancy or be evicted for anti-social behaviour.
 - To cease occupying an accommodation deemed reasonable.

To note, local authorities are able to conduct the 'intentionality test' for some, or all applicants, for certain specified priority need categories. When this is applied, the local authority must publish a notice and inform Welsh Ministers.

22. Sections 80 and 81 of HWA relates to local connection. In general, where a person has a priority need and is not intentionally homeless the authority must accept the duty to accommodate that person under section 66 of HWA 2014 if they have a local connection. If the person has no local connection with the authority's area, the authority can refer the application to an authority where the person does have a local connection.
23. For Cardiff Council, when the authority does not have a statutory duty due to the person not having a local connection, they are referred to the council's Reconnection Service which is a partnership service between the Council and the Salvation Army.
24. The term 'main duty' arises in relation to a person who is eligible for assistance, homeless, has a priority need, is not intentionally homeless and is not subject to a local connection referral. The 'main duty' is to provide suitable accommodation (section 75 of HWA) until the authority ceases to be subject to the duty (section 76). Certain actions specified in section 67 of the HWA can also trigger the cessation of the main duty. This includes, amongst other things, where a person refuses certain offers of accommodation.
25. It is to be noted, the tests required by local authorities to ascertain whether or not an individual seeking homelessness relief has a 'local connection', or 'intentionally' became homeless were removed during the Coronavirus pandemic on public health grounds
26. Some campaigners have been lobbying to the Welsh Government, to follow suit with Scotland (who abolished the priority need assessment in 2012) for the permanent removal of the priority need, and subsequent test processes to the approach seen in the pandemic. With campaigners viewing the current

assessment system as one which rations support and creates bureaucracy, allowing individuals to fall through the net and remain or end up on the streets⁸. Further information on the eligibility process can be found in **Appendix 1**.

Repeal of the Vagrancy Act

27. As stated on the UK Government website, *“No one should be criminalised simply for having nowhere to live which is why we believe that this legislation [Vagrancy Act] is antiquated and no longer fit for purpose, and why we have committed to repeal this outdated Act.”*

28. The website, available [here](#), confirms the Act will be repealed in full in England & Wales including section 3 and 4 of the Act which deems begging as an offence.

29. However, the website states *‘we must balance our role in providing essential support for the vulnerable with ensuring that we do not weaken the ability of police to protect communities. In order to ensure that the police have the tools they need the Act’s repeal will not be commenced until appropriate replacement legislation is in place. We will seek to bring forwards such replacement as soon as practicable’* Attendees are to note the replacement legislation has not yet commenced.

Newcastle City Council Approach

30. In Cardiff Council’s March Full Council meeting, the approach taken by Newcastle City Council toward preventing homelessness was raised. For attendees information, an overview of Newcastle City Council’s approach can be found [here](#) with a summary offered in the paragraphs below.

31. On 17 October 2016, the then Prime Minister launched a new Homelessness Prevention Programme. Newcastle was announced as one of three Homelessness Prevention Trailblazers to pilot new initiatives to tackle homelessness in local areas and received £936,223 in funding.

⁸ [So what is priority need - and why do we want to get rid of it? \(sheltercymru.org.uk\)](https://www.sheltercymru.org.uk) Accessed: Wednesday 5th April 2023

32. Newcastle City Council have affirmed, this funding allowed for a public service transformation programme, focused on supporting homelessness prevention at an earlier stage by working with a wider group of residents at risk before they reach crisis point.

33. In particular, Newcastle City Council's Homelessness Prevention Trailblazer approach includes:

- ❖ Improving collected understanding by strengthening the council's understanding of residents' lives and residents' understanding of the changed context that they are living in and using this understanding to inform direction and policies.
- ❖ Developed a multi-disciplinary team who work by using a case-finding approach, rather than taking referrals.
- ❖ Developed an 'Inclusion Plan' to ensure local aspirations are met by providing specific pathway resources for multi-disciplinary staff, and workforce development programmes for wider groups of workers.
- ❖ Concentrating on improving local partnership working arrangements
- ❖ Moving toward outcomes focused commissioning, by commissioning services specific to needs such as gender specific accommodation, short-term and long-term support, specialist provision for young people aged 16 to 24 years and for individuals with mental health difficulties.
- ❖ Working with local providers to increase capacity, this included reducing the number of evictions by reviewing the 'Evictions from Supported Accommodation Protocol', increasing move-on from supported accommodation by establishing a panel which identifies an individual's barriers from moving on successfully and the solutions required.
- ❖ Ensuring residents with experience of homelessness are able to routinely contribute into the decision-making processes and review of services (as opposed to one off, or ad-hoc consultations)

To note the above list offers a summary of Newcastle City Council's approach and is not intended to be exhaustive. Full detail can be found

in the hyperlink provided at point 30 of this report

Cardiff Council

34. To assist attendees in their consideration, the service area, upon Committee Members request, have provided a briefing note, attached to this report at **Appendix 1** which provides information on the following:

- Scene setting information providing demand levels for services (*both for general housing services and those specific to the focus of this meeting e.g., street homeless / complex needs*).
- Pathways of support available for those requiring housing assistant – including the Family Gateway, Single Persons Gateway and Young Person's Gateway – *in line with the focus of the meeting, attendees are advised the typical pathway is the 'Single Persons Gateway'*.
- Insight into the eligibility criteria
- Information on accommodation offerings available.
- Overview of addressing the issue of safety
- Summary of how to respond to the 'revolving door' of homelessness.
- Support schemes specific to those with complex needs e.g., Housing First, Supported Accommodation to Independent Living (SAIL), diversionary activities, and access to health services.
- Insight into the council's work with partners
- Insight into the identified challenges.

35. Attendees are advised the briefing note (**Appendix 1**), while focusing on the services and support available for those with complex needs, also references and provides information on the council's work in addressing the wider issue of homelessness (e.g., family homelessness). Family homelessness is not the focus of the meeting, however, is included to provide attendees with useful, scene setting information.

36. In advance of the meeting, all attendees are encouraged to read all appendices

attached to this report to inform their considerations and supplement the meeting's discussions.

Legal Implications

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/ Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

Financial Implications

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

RECOMMENDATION

Members are recommended to:

- i) Consider the information in this report, its appendices and the information provided during the meeting and
- ii) Determine whether they would like to make any comments, observations or recommendations to assist the Council with its support for addressing and preventing street homelessness in Cardiff.

DAVINA FIORE

Director, Governance & Legal Services

18 April 2023

Cardiff Council's Support for Rough Sleepers

Ensuring that Everyone Receives the Right Help and Support

There are a number of ways in which those who are experiencing homelessness can access the advice and support they need. Cardiff's Housing Help Line is the first point of contact for people who are homeless or at risk of becoming homeless. The phone line offers general housing advice as well as providing specific advice with issues surrounding homelessness, including the initial setting up of advice interviews, communicating updates between the Housing Options Centre staff and customers, and signposting to partner teams. In 2022/23 over 58,000 calls were received via the Housing Helpline.

Preventing Homelessness Wherever Possible

Our primary focus remains in providing timely support at an early stage so that we can stop households from becoming homeless in the first instance. The Housing Solutions Teams and Homeless Prevention Teams have been fully aligned and are now part of the Advice Service. The new team commenced face to face Prevention appointments to support those at risk of homelessness across Community Hubs at the end of January 2023. In February 2023, Prevention Officers carried out 240 face-to-face appointments, supporting people facing potential eviction from their homes.

The Prevention Team are now providing face to face support from 12 Community Hubs, including Central, Ely, St Mellons, Powerhouse, Butetown, Llandaff North and Llanishen; and have reduced the waiting time for an appointment down from over a month, to just 6 days. Ongoing work is being carried out to reduce this further.

555 people were being supported by officers at the end of February. 68% of these were seeking support after being given a Notice to Quit by their private landlord.

APPENDIX 1

In February 2023, the team prevented 83% of cases from being passed through to Temporary Accommodation, by saving tenancies and finding other suitable, affordable accommodation.

In 2022/23 a new rent arrears pathway was created and a wide-reaching publicity campaign was developed to promote it. 1,294 tenants who were struggling with rent arrears were provided with financial assistance and practical support preventing them from being evicted.

Homeless Assessment Team

Cardiff Council takes a multi-agency assessment approach, working with partners to understand an individual's underlying issues and ensuring that they receive the accommodation and support appropriate to their needs.

The Homeless Assessment team undertake assessments with those who find themselves homeless, either over the phone or in our Hubs. The team is now also providing targeted support to families in their homes. This is particularly helpful for cases where homelessness may be prevented through mediation such as through a family breakdown, or in assessing home conditions such as suitability or overcrowding. The team is now actively engaging with the community and offering these households advice on the services available to them and providing practical assistance to help alleviate their situation.

Number of People Accessing Homelessness Services

The following table provides information on those presenting to the homelessness service in 2021/22 and 2022/23 and shows the increase in demand.

	2021/22	2022/23	% Increase
Number of Applications / Referrals	6,701	7,092	5.8%
Number of homelessness assessments completed	4,215	4,588	8.8%
Number of households found to be "at risk" of homelessness.	1,695	2,006	18.3%
Number of households found to be "Homeless on the Day".	1,645	1,662	1%

APPENDIX 1

Number of Households found to have no homeless duty owed.	876	920	5%
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Managing Waiting Lists

As at 1st March 2023 there were 7,706 households on the Cardiff Housing Waiting List. 663 of these were regarded as homeless.

The service also operates waiting lists for those individuals that it knows will become homeless in the future and will require Temporary Accommodation. As at 1st March 2023, a total of 308 households were waiting to access Temporary Accommodation. This included 97 families, 143 single people, and 68 young people.

Providing Temporary Accommodation

The Council provides a wide range of temporary accommodation to homeless clients. This is grouped into three types of accommodation controlled through the Accommodation and Support Gateways; the Family Gateway, Single Person's Gateway and Young Person's Gateway.

Although the Gateways are roughly grouped by demographic categories, they do not have strict referral criteria and clients are placed in the accommodation that best suits their particular needs. For example, some single people may be placed within Family Gateway accommodation if this best meets their requirements, for example if someone is disabled and requires an adapted property.

As at the 1st March, there were **1,448** units of temporary and supported accommodation across three accommodation and support gateways. This figure excludes rooms being utilised at the OYO and other ad hoc hotels.

Family Gateway

There are **491** family accommodation units. These are broken down in the following table:

Type of Accommodation	Number of Units
Greenfarm Hostel	33
Nightingale House	26
Ty Enfys	21

APPENDIX 1

Barnardo's Cardiff Young Families Accommodation	6
Hafan	9
Briardene	38
Baileys Court	33
Yr Hafan (Gasworks)	48
Other Units	9
Homeless Leasing Scheme	204
Temp2Perm (Leased)	64
Total	491

As at 1st March 2023, 464 of these units were occupied. 23 properties were not available for occupation as they were undergoing repair work, this includes 11 within Baileys Court. There were 4 properties available for families to be placed in.

Single Persons Gateway

There are **784** units of Single Person accommodation. These are broken down in the following table:

Type of Accommodation	Number of Units
Single Assessment Centre	19
Emergency Overnight Stay	
Huggard EOS	20
Ambassador EOS	5
Sir Julian Hodge EOS	6
Ty Gobaith EOS	4
Tresillian EOS	13
Out of Hours Accommodation	24
Cargo House Isolation Units	12
Total EOS	84
Low Support Needs	
YMCA The Walk	81
YMCA The Ambassador	36
Ty Countisbury	16
Ty Casnewydd	42
Total Low Support Needs	175

APPENDIX 1

Medium Support Needs	
Oakhouse	28
High & Complex Needs	
Adam's Court	103
Litchfield Court	50
Ty Tresillian	24
Huggard	20
Ty Gobaith	46
Sir Julian Hodge	25
Ty Ephraim	89
Total High & Complex Needs	357
Move On Accommodation	
Croes Ffin	9
Ategi - Ty Cornel	6
Janner House/ Teal	20
Huggard	9
Hafod	18
Mind	4
Llamau - Hamilton Street	4
Salvation Army Bridge Project (Prep & Detox)	10
Salvation Army Bridge Project (Aftercare)	5
Llamau - Ryder Street	5
Pobl - Dyfrig / Glan Yr Afon	27
Compass Project	4
Total Move On	121
Total Units	784

As at 1st March 2023, **766** of these units were occupied. 9 properties were not available for occupation as they were undergoing repair work. There were 9 properties available for single people to be placed in - 4 of these were in the Cargo House Isolation Pods and 4 were in Move on Accommodation.

Young Person's Gateway

There are **173** units of young person's supported accommodation, operated by Llamau and The Salvation Army.

Project	Units
Llamau	64
The Salvation Army	109
Total	173

As at 1st March 2023 all units were occupied.

Use of Hotels

As at 1st March 2023, in addition to those staying temporarily in our accommodation gateways, there were also 41 homeless households staying at the OYO hotel and a further 48 households were residing in other ad hoc hotels rooms in the city.

Cardiff Council has recently agreed to lease a larger hotel in the city in which a number of homeless families will now be able to be temporary accommodated, allowing a move away from the use of ad hoc hotel spaces.

Providing Specialist Pathways

In addition to our main accommodation and support gateways, there are other pathways that support homeless clients with specific needs.

Refugees - A high number of households in Cardiff become homeless as they move on from accommodation provided by the National Asylum Support Services (NASS) following a decision on their case. Improved communication between the Council and NASS accommodation providers has ensured more clients receive timely help.

Prison Leavers - Cardiff Council works closely with the Probation Service and Prisons in relation to prison leavers. A specialist Prevention Officer manages and co-ordinates the housing pathway for any prison leaver who is likely to be homeless on release from prison, ensuring the correct help and support is available to them.

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Hospital Discharge - Cardiff Council operates two hospital discharge pathways – one for mental health and one for physical health. Resettlement Officers based in hospitals are focussed on ensuring timely discharge from hospital whilst preventing homelessness where possible.

Addressing Complex Needs

Many single homeless people have complex needs, including co-occurring mental health and substance dependency, and they require intensive support as well as good quality accommodation. Often these individuals find it difficult to engage with mainstream services. Cardiff Council has worked in partnership to develop a range of services to meet this need.

Single Assessment Centre

The Single Assessment Centre supports single people with complex needs, including rough sleepers. Multi agency services are provided on site, together with good quality self-contained accommodation. The Centre provides the homeless individual with a period of stability, and the right professional support to fully understand their ongoing support needs.

In 2022/23, 779 presentations were made to the Assessment Centre. 246 individuals completed a Wellbeing Assessment.

Targeted Outreach Team

The Targeted Outreach Team, a partnership between Cardiff Council, the Wallich and Salvation Army, are on the street daily from 7am until 10pm to engage with people who are rough sleeping. Due to the nature of many clients, engagement can be difficult, and the team keep on trying to connect with the client and support them into accommodation. In 2022/23 92 rough sleepers were supported into accommodation by the team.

All staff are fully trained and complete Wellbeing Assessments providing clients with access to services based on need. Health and support requirements are also considered, ensuring onward referral into suitable services such as the MDT. The priority is to get people into accommodation as quickly as possible so that their support needs can be better addressed.

The Outreach Team also receive referrals directly from the public. Once a new rough sleeper is identified, the Outreach Team will approach them and offer support and conduct a dynamic assessment of need to establish immediate

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actions to support them into accommodation. Each individual is allocated a Case Co-ordinator who undertakes a holistic Wellbeing Assessment which can be used to identify support needs, required interventions and identify the suitable pathways into housing.

The service is taken directly to the individuals and therefore the Wellbeing Assessment can be carried out with the person in their place of rough sleeping, within the Single Assessment Centre or within any of the supported accommodation units.

Multi-Disciplinary Team (MDT)

The Outreach Team are supported by the Multi-disciplinary Team (MDT) which brings specialist help to the client on the street. The MDT consists of an extensive range of skilled professionals from different organisations including:

- Substance misuse workers,
- counsellors and therapeutic workers,
- GPs, nurses (mental health and primary care) and dieticians
- specialist social workers and occupational therapists.
- Rapid access prescribing service for substance dependency.

The team provides a comprehensive accessible service for people sleeping rough and hostel residents with complex needs, breaking down organisational and professional barriers, with a clear focus on individual need. The overall objective of the MDT is to address underlying needs that have led to homelessness.

Complex or co-existing issues can often contribute to a harmful cycle of multiple exclusions from services and movement between rough sleeping, hostels, prison or hospital. The team provides a service that wraps around people, breaking down organisational and professional barriers, with a clear focus on the individual.

The MDT are currently working with 659 individuals. Some further details about the clients currently engaging with the MDT are found in the following table:

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Referrals to MDT last 4 weeks	Number of referrals accepted	Number of people currently receiving counselling	Number of people currently open to the Mental Health team in MDT	Number of people currently on RAPS (Rapid Prescribing Service)	Number of people open to MDT in supported accommodation working with the Into Work Service	Individuals referred to or currently in rehabilitation in last month	Occupational Therapy Assessments completed this week	HEP C tests carried out by Help C Trust	Young Persons MDT Caseload
40	34	99	34	47 (5 out of treatment and not engaging so 42 engaged and on treatment)	86	2 x entrenched women working with Specialist Female Workers in MDT have just completed ward detox and now moving to Brynawel for 16 week rehabilitation programme. On completion both individuals will move into Housing First	5 – mainly to support move in to the Blue Dragon scheme	42 (in one day at Adams Court). This is the most ever achieved by Hep C trust in one day and was done thanks to partnership working with Adams Court. plans to carry out next testing at the Single Assessment Centre	40 at risk young people now on the caseload and being supported by the new specialist team

Reconnection Service

Cardiff Reconnection Service, delivered by the Salvation Army, assists individuals without a local connection, who are rough sleeping or are at risk of rough sleeping, to return in a planned way, to an area where they have accommodation, support networks or some other connection.

The key aim of the project is to seek to reduce people travelling between areas to rough sleep and avoid perpetuating street homelessness. This is achieved through securing a planned and structured transition back to the client's home area or mediating a safe return to accommodation with family and friends.

The project also provides a variety of safeguards for rough sleepers, individuals who are vulnerable, and those who present with indeterminable connection to any area. These safeguards include:

- The ability to informally challenge and request re-evaluation of local connection decisions, made by Cardiff Council
- A structured waiver request process, whereby the Reconnection Service develop a written case to demonstrate an individuals' vulnerability and make specific request for that individual to remain within Cardiff, for exceptional reasons.

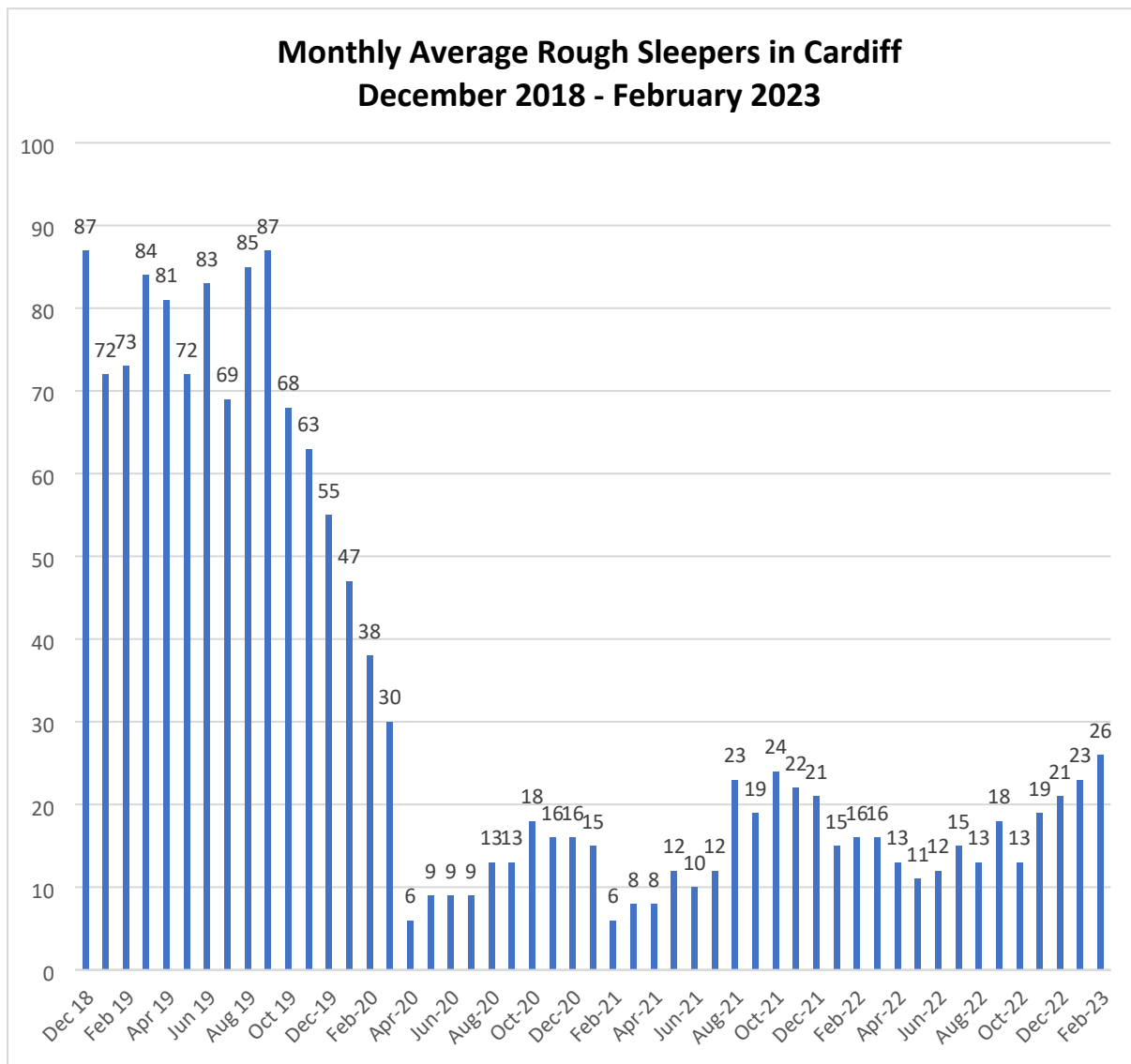
The Reconnection Service enables people to live settled and safe lives, in a community of their choosing.

Rough Sleeper Data

As at 1st March 2023, there were 23 individuals sleeping rough in Cardiff. 17 of these were located in the city centre and 6 in the surrounding areas of Cardiff.

The chart below shows the average number of rough sleepers in Cardiff from December 2018 to February 2023.

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In December 2018 and September 2019, the number of rough sleepers peaked at 87 individuals. Working with our partner’s we have made very significant progress in reducing the number of individuals sleeping rough. By March 2020 we had achieved the lowest level for six years at just 30. Following the implementation of covid-19 measures, just 6 rough sleepers were recorded in April 2020 and again in February 2021.

Since the end of the pandemic, the figure has increased. Seasonal changes can affect the figure, however targeted work by the Outreach and Multidisciplinary Team to engage with clients and support them into accommodation has seen the number remain at lower levels than prior to March 2020.

Between 1st April 2022 and 31st March 2023, 92 individuals who were identified as rough sleeping have been assisted into accommodation. On average, across

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the year, 67% of these individuals have maintained the accommodation for 30 days or more.

Insight into eligibility criteria

Recent changes to priority need status in Wales now means that those at risk of “street homelessness”, are now considered to be in priority need. These changes mean that individuals that may have previously become street homeless following a non-priority need decision by an authority would now be entitled to interim accommodation and owed a full housing duty under the Housing Wales Act (2014).

This change reflects a positive move towards Welsh Government’s “no one left out” policy which was adopted during the pandemic. This change however did not impact Cardiff, as all single people were already being placed in accommodation, regardless of priority need status.

Individuals with no Local Connection who present to Cardiff as homeless may not be owed a duty under the Housing Wales Act, provided they are referred to their originating Local Authority who would owe the client a duty.

Changes to priority need status now allows for single people who may not have been found in priority need previously to now be referred to their relevant authority under the Housing Wales Act so that they may receive support from them directly.

Whilst these changes impact those that are homeless, Cardiff continues to work with individuals who have no local connection and who are at risk of homelessness to avoid them from becoming homeless in the first instance. Cardiff also operates a Reconnection Service to help individuals with practical assistance to return to their home area or find relief from homelessness in the Private Rented Sector.

Local Connection is generally defined if an individual has lived in an area for 6 out of 12 months or 3 out of 5 years. Local connection to an area may also be considered if the individual has employment, close family ties, or a need to be in the area due to a special circumstance such as specialist care.

Some households may make themselves homeless intentionally. Intentional homelessness is defined as doing (or failing to do) a deliberate act which results in the individual ceasing to occupy accommodation that would otherwise have been available to them. Some examples of this might include non-payment of

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rent or wilfully abandoning a placement which was reasonable to occupy. Under the Housing Wales Act, these households may be considered to be intentionally homeless and not owed a full (final) housing duty.

Changes in 2019 however now mean that households with children, or applicants under the age of 21 that are deemed to be intentionally homeless will now still progress to a final housing duty and will be supported into accommodation. Intentionality for these groups now only applies when the household has already been found to be intentionally homeless in the past five years.

As an authority, Cardiff is acutely aware that making intentionality decisions can result in households becoming destitute and with nowhere to turn. It is for this reason that intentionality decisions are only made in the strictest circumstances. Where this does apply, cases would be referred to Social Services to ensure that the households are safeguarded.

Providing Good Quality Accommodation

Good quality self-contained accommodation is key to helping single people with complex needs move away from homelessness. As detailed earlier, accommodation within the single person gateway is categorised based on need with specific projects tailored to meet these needs. There is no set time limit for people to stay within supported accommodation and whilst residing in the project they continue to receive support as well as benefiting from activities co-ordinated by the Diversionary Activities Team.

The Accommodation Team works to ensure that all placements are suitable for clients by placing them into the most appropriate pathway available.

For the most complex cases, the service will always strive to move an individual into the Single Assessment Centre as this site is a co-location for the MDT. However, where this is not possible other accommodation will be sought with the MDT delivering the service from that location. There is no time limit on the support received from the MDT and the approach to engagement is 'when the client is ready'.

Cardiff Council also operates a further 48 emergency overnight spaces and 24 units of Out of Hours Accommodation which can be accessed by those who need them on a nightly basis. In recent months there has been huge demand for Out of Hours spaces with as many as 93 individuals presenting in a single night.

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Over recent years a range of new supported accommodation has been developed offering support to single homeless people, tailored to their needs. New accommodation recently developed includes:

Ty Ephraim – 89 units of good quality ensuite accommodation (previously the YHA hostel). Support is on site 24/7 and medical services are provided at the scheme.

Ty Casnewydd – 41 ensuite units rooms (previously student accommodation)

Adams Court – 103 fully self-contained flats with 24/7 support and a range of communal activities and health provision on site. This scheme caters for those who need to spend more time in supported accommodation.

Ty Countisbury – 16 units of self-contained accommodation, for those who are ready for more independence but still require some support.

YMCA low needs pathway – offers hostel and shared accommodation focused on those who are ready to move on with just low-level support.

Moving On

Once the client is ready to move on, they are supported into further accommodation, dictated by their support needs. This can include a move to a lower-need supported accommodation unit or they may be offered social housing through the Supported Accommodation Move On Pathway (SAMOP) process or supported to move into the Private Rented Sector. They may also be referred into a housing-led service which can include a placement in the Supported Accommodation Independent Living (SAIL) project or a Housing First project.

As client's needs are ever-changing and times of crisis or relapse do occur, there is a flexible gateway which allows the service to move people back to suitable accommodation if appropriate. In addition, the service is piloting a community response team as part of the MDT to ensure interventions can be made whilst individuals are living in the community to prevent a return to homelessness.

Managed Blocks

Due to the increasing challenges in finding move on accommodation for single homeless people, Managed Blocks have been developed. These are fully self-contained flats that allow people to move on from homeless accommodation.

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On-site support staff ensure that help is available if and when needed. Two schemes have been developed to date totalling 111 flats and more are planned.

While some existing facilities, such as the Huggard Centre, will continue to offer important services that meet the needs of some clients, less appropriate schemes that offer shared accommodation in the community are being phased out, a process which has already commenced.

Timescales and the interconnection between pathways from the MDT and Outreach services to mainstream services.

The service operates a person-centred approach to the way in which it engages with people. Many of the people the service works with have complex lifestyles which are a barrier to engagement both with Cardiff Council and with partner agencies. In addition, needs can vary and be interchanging which can make timescales difficult to establish. Therefore, the service does not operate within timescales and moves at the pace of the client.

One of the primary objectives of the Multi-Disciplinary Team (MDT) is to ensure that individuals can be assessed and appropriate interventions made with referrals being made into mainstream services including Health services for longer-term care and support. However, due to the complexities of service users this is not always appropriate and there is a risk that they will drop out of support due to non-engagement. Established links have been made across mainstream services and Cardiff Council works closely with partners including Cardiff and Vale Health Inclusion board on individual cases and at a strategic level, as part of steering group, to improve services and work towards positive and sustainable outcomes.

How the council is working to ensure the hostel we own is (and feels) safe and secure for those requiring it and how we are addressing the perception that certain provision offered are not safe and if we have any ability to influence offerings / quality of other hostel provision in the city.

It has been noted that those with complex needs do not always want to take up accommodation due to concerns that the accommodation is not safe. Cardiff Council has undertaken a number of actions to try and address this in its own accommodation, and also by working closely with our commissioned partners.

The Council is working to improve all accommodation across the city by:

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- Opening up projects across multiple wards to break up the concentration in a particular area.
- Increasing use of fully self-contained accommodation
- Providing 24-hour support on site at any schemes supporting people with complex needs
- The introduction of the Housing Safety Officer Contract. This provides each location with SIA trained personal who are on hand to support the service in safeguarding vulnerable people, preventing issues escalating and ensure the environment is managed properly.
- Introduction of the Single Assessment Centre to ensure that people are accommodated based on individual needs assessment and are where possible accommodated in the most appropriate scheme for their needs.
- Providing different levels of service across all projects to work towards supporting people to break the cycle of homelessness. This includes the low need pathway and a range of medium and complex needs supported accommodation.
- Working closely with partners to reconfigure current accommodation to enhance the offer on site, for example the YMCA project focusses on lower needs whereas the Huggard and Ty Tresillian support those with higher needs.
- The council is undertaking a three-year phased approach to decommission provision that doesn't have 24-hour support on site to address complex needs.
- Large investments have been made across our own accommodation to ensure that it is of a high quality and a place where residents feel valued. Further investments will be made across projects over the coming years.
- Investing in appropriate levels of cleaning teams which keep the projects clean and safe. Further work needs to be done to ensure grounds maintenance contracts are consistent across the service.
- When developing new sites and reviewing existing sites the service has benefited from the input of the Police's tactical and design out crime teams to ensure the deterring of criminal activity where possible. This includes appropriate levels of CCTV.
- Where attention is needed due to escalating issues in a locality then multi-agency partnership meetings are called to ensure all services are working towards addressing these issues. These meetings include Supported Accommodation management, Police, the Councils Alarm Receiving

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Centre (ARC), security managers and community safety. An action plan is created that seeks to address any issues identified. Where appropriate an additional safety officer is engaged to patrol the external area of the accommodation with a view to moving people on, reporting intelligence and working with the local community to ensure they feel safe. This was developed following a successful pilot by our Huggard Partners.

- A move away from the idea that shared sleeping spaces is acceptable with an ambition to ensure all accommodation meets a required standard over the next five years.

Addressing incidents in accommodation

Serious incidents do occur across all supported accommodation in Cardiff due to the nature of the clients. Where there are issues, Cardiff Council provides full support to all partners.

Whilst not all data can be captured, there were 66 incidents which resulted in an eviction from accommodation across the Single Person's Gateway in the year 2022/23. Residents traditionally do not report incidents to staff or the police which can make it difficult to manage issues effectively for both agencies.

Where there is criminality, the accommodation provider will report the incident to the police. When a serious incident does occur accommodation providers are able to utilise various housing management tools such as exclusions, evictions, accommodation transfers and license extensions. The council is committed to reducing rough sleeping and therefore when a decision is taken to remove someone from their placement staff on the Single Person Gateway are informed and all steps to make reserve accommodation are taken.

Use of Enforced Transfers

An enforced transfer takes place when a client is likely to be evicted from a placement but is moved to another placement on the same day. Following the introduction of the Renting Homes Act in December 2022, the use of an Enforced Transfer will only apply to those tenants who are residing in supported accommodation under a licence agreement and not those who have been issued with a supported standard contract.

The placement or project that the client is moved to may be better suited in addressing their support needs. Moving the client into an alternative placement

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prior to the eviction maintains the client's journey and ensures they do not enter a new period of homelessness.

Addressing the “Revolving Door” of Homelessness

Homelessness services in Cardiff have identified a number of clients who are repeatedly being evicted or experiencing a placement breakdown resulting in them being passed from service to service, often for a number of years. This has resulted in a 'revolving door' effect with clients moving between accommodation services and periods of rough sleeping. An internal support service enhanced by the MDT, works with both victims and perpetrators of ASB to prevent evictions and placement breakdowns by providing additional support to ensure a range of options are considered in the best interest of the client. Working in this way identifies reasons and triggers for placement breakdown so that further loss of placement can be avoided in the future.

In addition, with the implementation of the Renting Homes Act in December 2022, managing anti-social behaviour within supported accommodation could potentially become more challenging as individuals have increased rights to their accommodation. Previously individuals residing in supported accommodation would have signed license agreements. These agreements enabled accommodation providers to evict those who displayed anti-social behaviour quickly, however the Renting Homes Act now requires all occupiers of supported accommodation to sign a supported standard contract after 6 months which now places increased legislative requirements on landlords to enable eviction. The impact of this legislation is being carefully monitored.

Wrap around support offered to individuals to help them address any street-based lifestyles / mental health needs etc.

Street-based lifestyles describes vulnerable people that spend all or a significant amount of their time on the streets. Examples of this include, but are not limited to people that beg, rough sleepers, people involved in open drug activity and victims of sexual exploitation. Individuals from these cohorts commonly present with complex needs, have experienced traumatic backgrounds and require support from a range of services.

Street-based lifestyles is commonly associated with the homeless (rough sleepers and people supported in temporary accommodation) however, evidence suggests this is frequently not the case and many are in fact already

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housed. Nevertheless, the number of people accessing homeless services has been growing across the UK and managing this population and any associated impact on individuals, communities and municipal centres poses a serious challenge to public services.

In terms of the overview of support offered to those engaged in street-based lifestyles, the service has three approaches to dealing with this which includes offering:

- Accommodation that is high quality, safe and appropriate,
- Offering intensive support to address reasons for street-based lifestyles via care coordinators and MDT services.
- Offering a comprehensive programme of Diversionary Activities to address boredom and isolation and to provide opportunities for learning.

The Street-Based Lifestyles strategic group which sits within Community Safety includes members from a range of organisations including homeless accommodation services, Cardiff & Vale University Health Board, Safer Wales and South Wales Police. The group looks to address the issue on street-based lifestyles and influence policies and procedures to ensure those engaging in activity are supported away from this behaviour in a sustainable way. Examples of work by this group include monitoring hotspots and drug related litter, development of the tent protocol and reviewing displacement of activities. The group is supported by an operational sub-group which look develop creative solutions to deal with more localised street-based lifestyle issues.

Support Schemes specific to those with Complex Needs

Housing First

Housing First offers direct placement into Council, Housing Association and private rented sector tenancies with intensive wraparound support. It gives people who have experienced homelessness, and have complex needs, a stable home from which to rebuild their lives. The service provides intensive, person-centred, holistic support that is open-ended. Housing First works towards people's strengths, with Adverse Childhood Experiences (ACE) and Psychologically Informed Environment (PIE) in mind when engaging with the most complex clients within the homelessness service.

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One of Housing First's principles is that an individual does not have to be housing ready. The service does not aim for someone to be abstinent but works with the individual with a recovery orientated approach. The service offers intensive support, which is open ended to clients, this will be offered 7 days per week.

There are currently five Housing First schemes in Cardiff, three are operated by the Council, one for rough sleepers, one for prison leavers and a new scheme recently launched for young people leaving care.

A further scheme for single people is operated by the Salvation Army and Llamau are operating a further scheme for young people.

There are a total of 53 clients currently in Housing First tenancies in Cardiff. 37 clients are engaging with the Cardiff Council schemes, 28 of which are currently in accommodation. There are 29 clients engaging with the Salvation Army Scheme, 25 of which are currently in accommodation.

The support clients receive via Housing First is varied. Support workers offer budgeting, life skills, support with appointments and diversionary activities. The support is client led and they will take the lead on what support they require and what goals they would like to be set for themselves. The support is available throughout the whole time of an individual being on the project, this includes intensive, maintenance and then a dormant stage. For an example after a year an individual may go down to maintenance stage where they are receiving less support, however if a crisis occurs the service can offer intensive support again. For the clients on the project but are placed in front line services they will be given pre-tenancy support and once accommodation is sourced, will be assisted with move on support and help in setting up in a new tenancy. This ensures an easier transition for the client and gives them a better start for a successful tenancy.

The service tries to keep a low case load for each support worker so that they have availability to give the client the intensive support each week.

Housing First is funded by the Welsh Government and the funding allows the service to help support clients with rental shortfalls, tenancy move in packs and support with utility bills once a client moves into a new property.

The service has noticed that due to the current cost of living crisis, there are high financial demands within the private rented sector as the rental charges have

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increased and they are supporting clients to pay the rental shortfall with a top up of rent each month on a more regular basis.

Supported Accommodation to Independent living Project (SAIL)

Supported Accommodation to Independent living, (SAIL) works in a similar way to Housing First by supporting people with complex needs with re-occurring periods of homelessness. Support is person centred and the service works within the PIE framework by using a trauma-informed approach. Support is based on the clients' goals and aspirations.

The SAIL pathway focusses on progress. Many people in supported accommodation are making good progress however this work can be undone by long periods without a move on plan, therefore the SAIL pathway can offer a quick route out for individuals who are stable and ready to move on.

SAIL support is based on 1-2 hours a week with the ability to be flexible depending on the needs of the client.

Many referrals are made through frontline support services and the MDT. Once a person has been identified as ready to move on through the pathway the accommodation provider will complete a SAIL referral form, the manager will evaluate the referral and determine whether the person is suitable to go through the pathway and if so, will be discussed at the next SAIL Panel.

SAIL panels are held every 4 weeks and are chaired by the Housing Led Manager. A representative from Cardiff Council's Social Inclusions Unit and the Housing Allocations Team Leader are also present. The accommodation provider is invited to the panel to provide background information on the person being referred along with any important risk information. If all parties are happy that SAIL is a suitable pathway, the Allocations Team will proceed with placing the individual on the Cardiff Housing Waiting List under an immediate banding.

Once an individual is accepted at panel, they will be allocated a SAIL Officer who will begin pre-tenancy support. Once an offer has been made the Support Worker will support with viewing, signing, and moving into the property. The SAIL officer will then begin some tenancy support.

SAIL support is reviewed after 6 months, and a SAIL Officer can decide to extend support for a further 6 months or withdraw support as the tenant is maintaining their tenancy well and no longer requires further support.

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If there are any issues with the tenancy the allocated SAIL Officer and the Housing Led Manager will explore alternative accommodation. There are 19 clients on the scheme with 14 currently in accommodation.

Diversions Activities

Many people who are seen begging or congregating on the street do already have access to accommodation. The Diversions Activities initiative is dedicated to tackling the rise of negative street cultures, helping people to move away from the lucrative begging activity and building their skills and ability to move into independent living. This is achieved through engagement via education, training and employment, creative and therapeutic activities.

There are currently 344 individuals engaging with Diversions Activities. In 2022/23, 615 different activity sessions were delivered resulting in over 7,000 hours of diverted activity.

Providing Access to Health Services

The enhanced MDT is working collaboratively with the Cardiff & Vale Health Inclusion Service to provide drop-in GP / nurse sessions for clients in supported accommodation. Clients who have complex needs may be resistant to attend primary services due to the difficulties of obtaining an appointment or past experiences which have left a negative impact on them. Clients are able to see a doctor or nurse for advice, guidance or to receive help with acute issues in an environment that they feel comfortable in with familiar faces surrounding them.

The service is delivered daily at either Ty Ephraim, the Huggard, Ty Tresillian or Adam's Court with clients from across the Single Person Gateway able to access the sessions. The aim is to improve access to care and to reduce pressure on unscheduled care. The project is working well – as at March 2023, 90 people had attended the sessions.

A further pilot is currently being developed at Ty Ephraim called "Anywhere Anytime". The service enables clients to have video consultations with their practitioners and consultants. The service will be implementing face-to-face training sessions so that staff at Ty Ephraim are able to support the clients to use this facility.

Substance Misuse Services

During the pandemic, as clients remained in accommodation it quickly became clear that there was an unprecedented opportunity for services to work with those with the most complex needs, who wanted to take a step away from substance misuse.

Work was undertaken in partnership with the Area Planning Board (APB), Cardiff & Vale of Glamorgan University Health Board, Kaleidoscope, G4S and The Huggard to provide nurse-led prescribing services directly into the hotels and hostels aimed at harm-reduction and rapid prescribing.

A new long-lasting drug substitute, Buvidal was made available with the support of Welsh Government and the results were exceptionally positive. Positive messaging was created about Buvidal, encouraging clients to talk about their successes with peers. Nurse assessments took place in hostels and hotels all the resources of the MDT were utilised. Following the end of the pandemic this service remains in place.

As at the end of Quarter 3 2022/23, 376 individuals had been prescribed Buvidal via the Community Addiction Unit, Dyfodil, Rapid Access Prescribing Service and GP shared care.

Insight into our works with partners (police, health, third sector) to support individuals with complex needs outside of MDT e.g., weekly multi-agency meetings.

The Multi-disciplinary Team meets weekly to ensure actions and outcomes are recorded and input is received from a range of different professionalisms. The MDT has the option to invite guests into the meeting for input on a particular case or to provide background to a referral.

In addition to this there are a range of working protocols and interventions amongst the various partnerships. This includes Accommodation Transfer agreements which sees someone move accommodation in the event of a placement breakdown without the need to evict. There is also the ability to call a Falling Through the Net meeting (FFTN) which brings relevant agencies together to address concerns and set agreed actions.

Where there is a significant threat to the health and safety of an individual the accelerated and blue light procedures are in place which allows homeless

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services to escalate issues to a senior level to ensure an emergency action plan is created. It is rare that these procedures are used since the development of MDT.

More broadly, where there is a need to address wider issues and share information there are a range of platforms where partners are able to contribute to the development of services. This includes quarterly partnership boards, Street Based Lifestyles meetings and Health-led meetings such as the fatal drug panel. Each supported accommodation unit will also have its own meetings directly with partners on a local level such as with local police neighbourhood teams.

Challenges

Housing demand is outstripping supply in Cardiff. This has resulted in high demand for permanent affordable housing; longer stays in temporary accommodation and unprecedented waiting lists for both settled and temporary accommodation across all Gateways. Social housing vacancies have decreased as current tenants are moving on less frequently. This in turn is reducing move on from temporary accommodation.

There is a significant shortfall between market prices for private rented accommodation and the Local Housing Allowance rates. This means that private rented accommodation is unaffordable to many of the clients accessing housing support services. Significant resources continue to be invested in increasing the availability of permanent accommodation and the new Landlord Enquiry Tenant Support (LETS) team is working tirelessly to secure additional accommodation in the Private Rented Sector.

Despite these challenges the service is continuing to make significant progress in supporting the most vulnerable people in the city and making real change to people's lives.

CARTREF YW POPETH HOME IS EVERYTHING



Appendix 2

Shelter Cymru written response to

Cardiff Council Community & Adult Services Scrutiny Committee

Meeting 24th April 2023 – Item: Rough Sleeping in Cardiff

Background

Shelter Cymru welcomes this opportunity to inform the considerations of the committee in relation to addressing and preventing rough sleeping in Cardiff.

Shelter Cymru is Wales's national homelessness charity. We help thousands of people each year across the country who are affected by the housing emergency by offering free, confidential and independent advice. We also campaign to defend the right to a safe home and fight the devastating impact the housing emergency has on people and society.

We exist to defend the right to a safe home and fight the devastating impact the housing emergency has on people and society. We do this with campaigns, advice and support – and we never give up. We believe that home is everything.

Naturally, the pandemic and lockdown periods changed the nature of our work in line with Welsh Government's 'No-one Left Out' approach. Whilst street homelessness was drastically reduced during this time, numbers are now increasing, as is the use of temporary accommodation which is at an all-time high across Wales.

It is difficult to talk about street homelessness without referring to temporary accommodation as many who are street homeless will have yo-yoed in and out of temporary accommodation situations.

To provide a note on terminology, Shelter Cymru prefer the use of the terms 'street homeless' or 'people experiencing street homelessness' rather than 'rough sleeper', placing emphasis on the circumstances rather than the individual. Homelessness should not form part of a person's identity. This mirrors the language used in the Homelessness (Priority Need and Intentionality) (Wales) Regulations 2022 which added people in this situation to those who should be found to be in priority need. **We would suggest that Cardiff Council also looks to adopt this terminology.**

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This response has been prepared by the policy and research team in consultation with caseworkers in our Cardiff-based housing advice service who hear the stories of people experiencing homelessness in the city on a daily basis. We have also talked to officers who were involved in Shelter Cymru's own street homelessness outreach service which has now come to an end. We have focused on the questions provided by Chair of the Committee and provide a number of key observations.

Are services (such as emotional and accommodation) fit for purpose?

Shelter Cymru specialises in legal advice and assistance and is not an accommodation or support provider. Our observations here are based upon our casework.

Emotional support - We welcome Cardiff Council's therapeutic offer through the Multi-Disciplinary Team and the recognition that mental health services are a key partner in homeless prevention. We have cited the work of the team as an example of good practice in our research on preventing social housing evictions for anti-social behaviour which will be launched at our [People and Homes Conference](#) in June. This research suggests that **all front line services should be delivered in a trauma informed way and staff appropriately trained.**

Accessing an emergency bed - The system of queueing at Tŷ Tresilian for an emergency bed space is problematic, far from trauma informed and a barrier to accessing overnight accommodation. People experiencing street homelessness have reported feeling exposed while queueing for emergency beds, especially when substances are being used in the area.

Violence in the public areas around the emergency accommodation centre is off-putting for some. We are aware of a serious incident in the area of Hansen Street and understand that this is well known to the homeless community. There is a genuine fear amongst the most vulnerable people of being in this area.

The queueing system itself is logistically fraught as those who commit their time, sometimes up to a couple of hours, only to then find that there is nothing available, will have been unable to access other services which will have closed while they were committed to queueing. **We**

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would recommend an evaluation of the process for accessing an emergency bed and consideration of digital allocation systems through mobile phones to those who are able and want to receive them. These could be beneficial and efficient for both the client and council staff.

Hotels and B&Bs - The use of hotels and B&Bs as temporary accommodation solutions is commonplace across in the city and the rest of Wales as the number of people needing to be accommodated has increased dramatically. Supply is a particular issue during periods of high tourism demand such as sports fixtures such as the [six nations](#) and concerts when homeless people are moved out of the city.

There is much uncertainty for people living in hotels & B&Bs, they often will not know where they will be staying the next day and will be expected to 'check-out' in the morning like all other guests leaving them and their belongings in a state of street homelessness until that night's accommodation is confirmed and accessible. **We wonder if any consideration has been made to a system of block booking hotels or formally procuring more temporary accommodation spaces for sole use by the Council so that people have more certainty where they will be sleeping on a nightly basis.**

A [new report](#) released on 8 March 2023 from the Senedd Local Government and Housing Committee looks at the challenges facing homelessness services in Wales. Evidence provided by Shelter Cymru included our observations on the supply, suitability and quality of temporary accommodation currently being used to house people experiencing homelessness and the support services made available to them.

The people we see living in temporary accommodation talk about their life being on hold and a feeling of being in limbo. Employment opportunities, education, relationships, and health and wellbeing are adversely affected.

Many are living without the usual freedom of being an adult citizen, are not allowed to have visits from friends and family, have been separated from beloved pets and may even have to abide by an evening curfew as early as 6pm (in a north Wales local authority) with any incursion on these rules potentially carrying the threat of eviction. People have told us about

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their feelings of loneliness and isolation and the limits it places on their ability to socialise, find or keep work, and access services.

Shelter Cymru staff report that some street homeless people refuse the offer of a bed, pod or other emergency space at public facilities as they do not feel that they are safe in that accommodation.

Housing First – We believe that there is a shortage of Housing First opportunities in Cardiff, and that people who would benefit from this model instead rely on the other temporary and emergency solutions that are on offer. **We would advocate for the introduction of more Housing First opportunities in Cardiff to help alleviate the issue of street homelessness in the city.**

The Housing First opportunities that are available are too restrictive as the person must fit the criteria of being street homeless (not sleeping in a hostel or sofa surfing) to access them. We recognise that these are Welsh Government criteria rather than the policy of Cardiff Council.

How your organisation and the council work together – what are the areas of strength / development?

Shelter Cymru staff report a good and ever improving working relationship with the Housing & Homelessness Team at Cardiff Council. The Council are said to be in general, good communicators that maintain regular contact with Shelter Cymru staff despite the challenging service circumstances that they find themselves in.

Regular bi-monthly meetings with the Assessments Team will resume this month. We understand that these will further develop to include the Prevention, Temporary Accommodation and Allocations teams. Shelter Cymru feel that this is an appropriate frequency for meetings.

We value the relationship we have with Cardiff Council and feel that our work is valued and respected by the local authority. Our staff have reported that they do sometimes feel that some Council officers can at times be defensive. This is understandable given the service pressure

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which they are under, however a more open and transparent dialogue would help all involved to address homelessness in the city.

Pre-pandemic, front line network meetings were regularly held but they never re-commenced following the pandemic. **Shelter Cymru feel that the reintroduction of the multi-agency meeting would be helpful as a tool in a joined up and partnership approach to delivering solutions.**

Support on offer – how effective is it?

We appreciate how much pressure local authority services are under at the moment and are sure that everyone is working hard to provide the best service possible. We do have to report however that some of our clients have described a culture of gate-keeping both when they contact the Council over the telephone and at the Hub (formally the housing options centre). Some have told us that felt discouraged from seeking assistance, being told there was nothing available. Others have said that they'd been advised they'd be accommodated in a B&B in Weston Super Mare.

Our staff have also expressed concern that vulnerable homeless clients aren't always assigned support workers, this seemingly being the case in particular for those being placed in hotels or B&Bs. Ensuring support referrals and packages are in place are an important part of effective homelessness solutions.

In terms of Shelter Cymru's services, we know there is still unmet need for housing rights advice to prevent people sleeping on the streets. Our caseworkers see many cases of people slipping through the net or the accommodation and/or support offered not being suitable for people with complex needs.

Our Street Advice Cymru project has run from 2019 to 2023 in Cardiff, Wrexham and Swansea with the aim of reducing numbers of people sleeping on the streets by providing housing advice and advocacy 'on the go'. The intention was to break down the barriers to conventional housing advice and improving rates of rehousing. The Cardiff Street Advice post has been vacant for

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some months. The Cardiff Service was located within the Job Centre and we know that partners are missing the close referral pathways which had been created.

The Comic Relief funding which supported the project is due to come to an end this year. We are therefore beginning a process of evaluation across the three locations to assess the impact of the service, what a future service model should look like and how it could be funded. **We would be grateful for the support of the Council in conducting this service evaluation and will be in contact over the next few months to discuss this further.**

Understanding the complexities of those requiring support

Shelter Cymru staff report that they believe most street homeless people in Cardiff have been offered a bed space at some point, some having been through the homelessness system many, many times.

Many will have complex circumstances and needs. There are some who are 'entrenched' in their behaviours and will not accept the offer of emergency accommodation. The reality is that the choice between the offer available and sleeping on the street is a very poor one for those who can't cope with the environment of the emergency accommodation because of mental health illness and/or recovering from addiction.

Shared spaces can be especially frightening for people with mental health issues. Some simply cannot cope with such close proximity to others. Shared bathroom/washing spaces in particular can be frightening spaces for people who have experienced sexual abuse and are unsuitable for some with medical conditions.

We reiterate our call here for **all frontline services from the point of access to the configuration of accommodation to be designed in a trauma informed way.** Without this thoughtful and mindful approach to service delivery, the ongoing cycle of disengagement and life on the streets is unfortunately inevitable for many.

Our observations

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To conclude, the key observations which we would like Cardiff Council's elected members to consider in relation to street homelessness are:

- **Cardiff Council should use of the term” street homeless” or ‘people who are experiencing street homelessness’ rather than “rough sleeper”.**
- **All frontline accommodation and support services should be designed and delivered in a trauma informed way and staff appropriately trained.**
- **The process for accessing an emergency bed needs to be evaluated and redesigned to be more sensitive to the needs of the most vulnerable people.**
- **Consideration should be given to a system of block booking hotel accommodation or formally procuring more temporary accommodation spaces for sole use by the Council.**
- **There needs to be more Housing First opportunities.**
- **The multi-agency homelessness meeting should be reintroduced to provide an opportunity for partnership working.**
- **Shelter Cymru would be grateful for the support of the Council in conducting an evaluation of our Street Advice Cymru Project.**

Mae'r dudalen hon yn wag yn fwriadol

Preventing Street Sleeping

Crisis briefing for Cardiff Council



April 2023

About Crisis

Crisis is the national charity for people facing homelessness across Wales, Scotland and England. We know that homelessness is not inevitable, and we know that together, we can end it.

We provide services directly to people experiencing homelessness at our Skylight centres, carry out research into the causes and consequences of homelessness, and campaign for the changes needed to end it.

Preventing Street Sleeping

The cost-of-living crisis and a severe undersupply of affordable housing are just two of many factors that are pushing more and more people into homelessness across Wales. Although new interim legislation that came into force in October last year ensures people who are street homeless are in priority need for support, there are still many people sleeping rough across Wales.

Rough sleeping is the rarest form of homelessness in Wales, but it is also the most acute. Living on the streets is dangerous and can have long-lasting effects on a person's physical health and mental wellbeing. People who are street sleeping are also particularly vulnerable to abuse and violence. **We are therefore pleased that Cardiff Council is considering how it can improve its approach to street sleeping.**

In order to reduce street sleeping, it is important to work towards a wider preventative strategy that addresses all forms of homelessness and includes targeted interventions specifically for people at risk of street sleeping. Some general suggestions are included below:

- [The tools and templates available on our website](#) can be used to by local authorities to help **identify how to reduce disengagement with housing and homelessness support.**
- **Safeguarding people who are sleeping rough from criminalisation is important.** You may find [our guide to how police forces, local authorities and the voluntary sector can best work together to end homelessness](#) helpful.
- Those who are experiencing homelessness are often facing significant distress, trauma, fleeing from stressful situations, or may have particular communication needs. Training (and retraining) staff to provide **person-centred and trauma-informed support**, tailored to the specific needs of individuals can be really helpful in securing good engagement. Similarly ensuring that anti-social behaviour approaches are trauma-informed and seek to provide support for individuals is crucial.
- Taking a **flexible approach to the legal tests of intentionality, local connection and priority need** is helpful– there are many reasons why a person may wish to relocate or may not present as 'vulnerable' in the traditional sense of the word. Find out more in our [No One Left Out report](#).
- **Working closely with temporary accommodation placements to consider suitability and support options is helpful.** Unstable environments at some temporary accommodation sites

are especially difficult for people with experience of trauma, adverse childhood experiences and/or mental illness and substance use issues.

- Through multidisciplinary teams, **work in partnership with other public bodies and third sector services** in education, prisons, health and social care to ensure early intervention and multi-agency support for people may be at risk of homelessness can be crucial.
- Ensuring that services are equipped to meet various communication needs is key, as is keeping those who access the service updated with clear information.
- Ensuring that a range of **people with lived experience** of different types of homelessness with different socio-economic backgrounds are **involved in shaping policy and systems change**.
- Ensuring there is good awareness and communication on new legislation that came into force in October last year which requires people who are street homeless to be considered priority need for support.
- **Work closely with local housing associations** to ensure homeless households are prioritised for social housing.
- **Ensure progress is being made on implementing the local authority Rapid Rehousing Transition Plan.** These plans are an integral part of ending homelessness in the longer term and buy-in at the highest level of local authorities from across council departments is essential.



More information

Thank you for inviting Crisis to submit evidence to help Cardiff Council in planning its next steps around street sleeping. We are grateful for this opportunity and hope that you find the above general points helpful in your early planning stages.

If you would like to discuss any of the points raised in this briefing further, or to discuss more detailed plans with us as they are developed, please do not hesitate to get in touch by emailing Jasmine Harris, Senior Policy and Public Affairs Officer, at Jasmine.Harris@crisis.org.uk.



Cardiff Council's Community & Adult Services Scrutiny Committee – Rough Sleeping

Written Evidence from The Wallich

Are services fit for purpose?

1. There are a number of services, accommodation projects and partnerships which are working well across the city to address the needs of people experiencing rough sleeping. However, there are also significant gaps in service provision, and some major changes are needed to meet the growing demand for services, and the changing landscape of rough sleeping post-pandemic.
2. The single assessment centre (SAC) offers a bespoke presentation pathway for single people. It includes accommodation units as well as in-house support services. This has been of benefit and was needed due to the high number of presentations.
3. There is women's only accommodation as part of Adam's Court, but this is not currently sufficient and more accommodation, preferably a stand-alone, specialist service is required to ensure women experiencing street homelessness are safe and supported in a way that recognizes their unique experiences and needs.
4. With regards to specialist accommodation projects – The Wallich's Riverside project, Community Housing Team, our Nightshelter and Shoreline services have all been decommissioned in the past 4 years. This was specialised accommodation for people experiencing homelessness with specific needs such as substance misuse, or dual diagnosis of cooccurring mental health and substance use. We are concerned that the current accommodation available is too generic and 'one size fits all' and that people with specific needs are not having their needs met. The Wallich continues to self-fund the Shoreline project, but this is unlikely to be sustainable long-term.
5. Bedspace (formally called floorspace) is still being used across Cardiff Council managed accommodation, which contravenes the mandate from Welsh Government that this type of accommodation was no longer to be used.

6. The accommodation at Cargo House is operating almost like a nightshelter, with placements made nightly, residents accommodated from 8pm until 8am. The Wallich used to run a nightshelter in the city, but this was decommissioned during the pandemic, in part, and in agreement with us, because it no longer met the requirements of modern homelessness accommodation. We are surprised to see a return to this type of accommodation, where no support or shelter is available during the day and people cannot settle or work towards a successful move-on.
7. The Multi Disciplinary Team (MDT) is a valuable service. It offers good working practices and partnerships with providers offering a wide spectrum of specialist skills. With regards to mental health, the MDT provides instant access to a psychiatric nurse and referrals for counselling are quick. However, these services don't have the power/legal authority to section people when in crisis, so have to wait for those who do, by which point the client may have left or no longer wish to engage. We have found the relationships we have built up with clients in this situation has then been damaged due to a lack of trust.
8. The issue of security vs support is, in our opinion, a threat to the success and safety of accommodation for people experiencing street homelessness in Cardiff. Many of the hostels and accommodation services run by Cardiff Council have been, or are currently, staffed overnight by security guards from specialist security companies rather than homelessness support staff.
9. This means that these services are not being run in a way which is psychologically informed, and also that the unique training, skills and experience of support workers is not always available for clients when they may need it. We have heard reports of inappropriate behaviour by security guards, and also of incidents which have not been handled correctly such as overdoses and needle stick injuries.
10. The very nature of security work is also usually limited to patrols, surveillance and monitoring, which is not conducive to offering people support and making them feel safe. We would like to see all homelessness accommodation across the city being staffed by skilled and trained support staff, so that someone can present for help and advice at the time which is right for them, and also that critical incidents are dealt with correctly and in a timely way. We note that support staff are sometimes being used alongside security staff, but this still creates an environment which is not trauma informed, or psychologically informed.

How does The Wallich and the council work together? What are the areas of strength and what requires further development?

11. There are some really good examples of positive partnership working between The Wallich and Cardiff Council services, including delivering frontline outreach services and sharing back-office space. There is typically good communication across all partner agencies, particularly where we are able to use modern tools like WhatsApp to get instant responses to urgent questions.
12. We would however like to see more consistency in the partnership working arrangements for outreach services, as whilst some council officers are engaged and proactive with us, others are seemingly more reluctant to collaborate. Some individual members of staff are willing to visit our Solutions centre to engage with clients and staff there, but others will not, impacting upon the continuity of support services for people sleeping rough and living street-based lifestyles.
13. Because effective partnership working can vary significantly depending upon the individuals involved, it can be difficult to maintain consistent, up-to-date client records, including risk information and interactions with different agencies. Our staff are not able to access the council's Comino case management system directly, meaning that work may be inadvertently duplicated or missed altogether.
14. There have been further good examples of collaboration in Gateway services for accommodation, including effective arrangements with all accommodation providers for managing placements, transfers, evictions and abandonments. We also believe that all partners have worked well together recently to manage the implementation of the Renting Homes (Wales) Act 2016, necessitating considerable work amending contracts and license agreements.

How effective is the support on offer?

15. We feel that there are significant shortcomings in the current housing support offer, primarily due to the ever-increasing demand for emergency accommodation without the corresponding options for positive move-on to permanent housing. Whilst there are only 42 emergency bed spaces available, there are currently around 88 people presenting for overnight shelter, and this number has recently been approaching 100.
16. We believe that the majority of clients in temporary accommodation would ideally be able to move into long-term rented accommodation, however there is a real shortage of social housing,

and private rental properties are both highly in demand and increasingly unaffordable for those on low incomes or receiving housing benefit, due to the frozen Local Housing Allowance (LHA).

17. We believe that there is also significant levels of demand for long-term supported accommodation, for example for those with chronic substance use needs. However our Cardiff Shoreline project, providing long-term supported accommodation for people with alcohol dependency, has been decommissioned by the Council and we are having to seek alternative funding following the withdrawal of Housing Support Grant (HSG) funds.
18. In order to end homelessness in Cardiff for good, we need a diverse range of service provision, including dispersed supported accommodation options in the community, tenancy support services to prevent homelessness occurring in the first place, assertive outreach, and Housing First for those with the most complex needs.

The complex needs of those requiring support.

19. At The Wallich we support a wide range of clients with considerable complex and overlapping needs. As well as their experiences of homelessness or housing instability, our clients often have significant mental and physical health needs, substance use, and/or history of contact with police and the criminal justice system.
20. Access to appropriate mental health support is a particular challenge, due to the complexity of referral pathways and high barriers to entry. Because of high demand for talking therapies through mainstream NHS services, clients are typically prescribed medication to manage their mental health, but can find themselves languishing on long waiting lists for other specialist interventions. This in turn can exacerbate other issues around substance use or anti-social behaviour.
21. There are also significant gaps in provision for people with No Recourse to Public Funds (NRPF) as part of their immigration status. These clients were typically able to access homelessness services during the pandemic as part of the wider public health response, however they are now facing a complete lack of support as they are not eligible for mainstream housing support services.
22. Finally, we are noticing an increase in presentations of people who are in work, but facing homelessness due to eviction or some other breakdown of tenancy. These individuals are typically unable to access support due to their work status and income levels, however they are also unable to afford suitable housing in the private rented sector. To stay in temporary

accommodation without receiving housing benefits can mean an individual is liable to pay up to £200 per week. Faced with no other alternative, we have heard examples clients living in their cars whilst working.

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To inform the meeting, Cardiff Councillors were invited to share their experience of supporting street homeless individuals who reside in their ward. One submission was received and is provided below.

Question: Have you any other comments you would like to make regarding street homeless service provision in Cardiff?

There is no specific provision for trans and non-binary people who find themselves at risk of homelessness/street sleeping, which causes significant concern for many. I have spoken to a voluntary organisation that provides support for trans/non binary people in Cardiff and their response is below. I do believe that there needs to be specific provision made available to avoid putting individuals at risk, or placing individuals in accommodation that they may find distressing or traumatising. This is something that I would like to explore further.

Hey! Thanks for reaching out! You're correct that Cardiff has no LGBTQ+ specific provisions for homeless people. In fact, the only one in all of Wales is Ty Pride, up in Rhyl. (It's well worth checking their impact reports out!) This has been a massive issue for trans people especially as they don't like to use gendered refuges, even when they're trans inclusive, due to the fear of being hate crimed. The cost-of-living impact has been huge and we had five trans people approach us last year, mostly in Cardiff, who had become homeless and due to no family connections had nowhere to go. Since founding we've had two people make us aware that they've either been sexually assaulted, or intimidated in an attempt to gain sex from strangers in Cardiff's homeless hostels. In one of these cases we submitted a formal complaint on behalf of the trans person, and we're told that as they didn't complain to staff when it happened, there was nothing that could be done. The same trans person also had no lock on their door, so had to leave the accommodation and sleep on the street that night. It's atrocious that trans people are put in these situations and as a result we've paid over £200 on B&B accommodation for homeless trans people to stay safe while Cardiff homelessness services scramble to find them a hostel that isn't actively dangerous to them. We were hopeful that the LGBTQ+ Action Plan for Wales, that was released earlier this year would tackle this issue by insisting each county have their own LGBTQ+ homeless provision. Unfortunately, despite a strong backing from community groups, the government has failed to commit to this. We're worried about the pressure this is going to place on community run groups like ours in the future, when we have no funding or training to deal with an influx of transgender homeless people who desperately need support. We're also worried that the government and homeless services are using us as a stopgap measure, with one of our volunteers even being asked by a housing options agent if we could just "cover the cost of a B&B until a placement is found." But three weeks on, that person had still not found a placement and it's incredibly upsetting the council isn't providing the services so desperately needed.

Further information on Ty Pride can be found [here](#).

Further information the LGBTQ+ Action Plan can be found [here](#).

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