



Pembrokeshire County Council

Housing Support Programme (HSP) Strategy 2022–26





**THE SCALE OF THE
CHALLENGE IS
CONSIDERABLE,
BUT TOGETHER WITH
OUR PARTNERS WE ARE
COMMITTED TO HELPING
THE MOST VULNERABLE
IN OUR COMMUNITIES
THROUGHOUT
PEMBROKESHIRE.**



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Foreword

I am delighted to present Pembrokeshire County Council's Housing Support Programme Strategy 2022–2026.

The Strategy builds upon the existing efforts and progress being made by not only the Local Authority, but also its key stakeholders and partners to look forward and develop homes and solutions to meet the current and future demand and prevent future homelessness.

There is also a clear recognition of the 'everyone in and no one left out' approach and careful consideration into ensuring our solutions meet the needs of our communities, which are often multifaceted and diverse by nature. This includes broadening the range of accommodation to give people brighter and sustainable futures, and where homelessness cannot be prevented, ensure that it is brief and non-recurrent.

We welcome the rapid rehousing approach to homelessness and the additional financial support and guidance from Welsh Government to support us in accelerating much of our, and our partners', social housing development programmes that will increase the creation of high quality affordable, low carbon homes at pace and scale to work to better meet the needs of our community going forward.

We also recognise the importance of the private rental sector in seeking solutions to reducing homelessness, therefore I look forward to strengthening our relationship with this sector in the future in seeking sustainable housing solutions for our residents.

Whilst this paves the way for innovative solutions through better prevention and rapid responses to homelessness, we also recognise the significant challenges ahead.

With pockets of already high levels of deprivation locally, pressure from rising living costs, high market rents and the significant challenge in exit planning from the excessive use of temporary accommodation, the scale of the challenge is considerable, but together with our partners we are committed to helping the most vulnerable in our communities throughout Pembrokeshire.

I therefore welcome and commend this strategy in providing us with the strategic framework for housing support and homelessness prevention in Pembrokeshire.

Councillor Michelle Bateman
Cabinet Member for Housing



Purpose of the Strategy

This Strategy sets out the approach Pembrokeshire County Council will take to continuing to support our most vulnerable residents – those who are risk of, or experience homelessness and those who need support to maintain their tenancies and live as part of their communities.

Since the Covid-19 pandemic we have stepped-up the services that the Council provides to ensure that everyone who needs shelter is accommodated and can receive support. There is much more that we need to do to prevent homelessness and provide the range and volume of accommodation that is required to meet demand. We have already made progress in the way that we support people when they first contact us for support with housing through our partnership with the third sector. The support and accommodation we provide to people with mental health and substance misuse challenges and young people at risk of homelessness remains a priority for us.

These remain challenging times and we recognise we need to be prepared for increasing numbers of people who will need help with housing, with increasingly complex needs, and this strategy will help us respond to this growth in demand.

Included in this document are the priorities of Pembrokeshire County Council and our partner agencies for homelessness prevention, homelessness relief and housing related support services over the coming 4 years (2022–26). It refreshes earlier priorities that were included in the Council's former Homelessness Strategy, and the Housing Support Grant (HSG) Delivery Plan for 2021–22. Development of the priorities was informed by a comprehensive need assessment exercise which included direct engagement with stakeholders within the Council, external stakeholders such as the Health Board and Probation as well as providers of support services and people who are in need of support.

The Housing Support Grant (HSG) forms a key element of the overall strategy.

This is an early intervention grant programme to support activity which prevents people from becoming homeless, stabilises their housing situation or helps potentially homeless people to find and keep accommodation. The grant is designed to augment, complement and support statutory services, thus ensuring that the overall local offer helps people into the right homes, with the right support to succeed. It makes a significant contribution to the implementation of Part 2 of the Housing Act (Wales) 2014 which focuses on homelessness prevention. Services supported through the HSG should be person centred and address multiple problems vulnerable people who are homeless or likely to become homeless often face e.g. debt, employment challenges, substance misuse, violence against women, domestic and sexual abuse and mental health problems. The services should ultimately reduce the need for costly intervention in these areas by other public services.

Strategic planning is key to ensuring alignment of the HSG and statutory duties to prevent and relieve homelessness and the effective commissioning of HSG services.

This will help ensure that homelessness is prevented and that people needing services are supported appropriately. This will also help ensure value for money is achieved in deploying the grant. Welsh Government requires a single strategy incorporating our homelessness prevention and support and covering the statutory homelessness duty funded through the revenue settlement and non-statutory, preventative services funded through the HSG. The strategy recognises the inter-dependency between these elements and more widely with other public services providing support to vulnerable people.

National, Regional and Local Context

National Context

Welsh Government has maintained a consistent focus on tackling homelessness in the context of the long-term impact of UK Government policy, in relation to austerity and welfare support, and other non-devolved policy areas that have an impact on homelessness such as the work of the Police and Prisons.

Under Part 2 of the **Housing (Wales) Act 2014**, the local authority has a new and strengthened duty to prevent and relieve homelessness which has led to a strengthening of local partnership arrangements.

The guiding principle remains one of preventing homelessness, but where this is not possible, ensuring it is brief and non-repeated. There is a renewed commitment to fundamentally reform homelessness services to focus on prevention and rapid rehousing. Understanding what works, what is promising, and what isn't effective will be crucial to Welsh Government in delivering its policy goals.

In turn, several key principles underpin the Welsh Government approach to homelessness prevention, and these should be enshrined across public and commissioned services. They are as follows:

- The earliest preventions are most effective and most cost effective and should always be the interventions of first choice.
- Tackling and preventing homelessness is a public services matter – rather than a 'housing matter'.
- All services should place the individual at the centre and work together in a trauma informed way.
- The duties in Part 2 of the Housing (Wales) Act 2014 should be the last line of defence – not the first – and all services should work to the spirit not simply the letter of the law.
- Policy, service delivery and practice should be informed and shaped in a co-productive manner and by those with lived experience.

Housing and homelessness policy and practice has continued to evolve in the period since the Housing (Wales) Act 2014 came into force, and the Council can expect a need to respond further to action being taken at the national level to support local authorities with their housing challenges. Most recently, this includes commitments made in the Welsh Government's **Programme for Government (2021)**.

This outlines key commitments to legislate in relation to homelessness and care experienced young people. Specifically Welsh Government has committed to:

- Exploring radical reform of current services for looked after children and care leavers.
- Fundamentally reforming homelessness services to focus on prevention, rapid rehousing.
- Supporting innovative housing developments to meet care needs.
- Improving joint working across housing and social services, utilising corporate parenting responsibilities.

Additional commitments that have been incorporated into the programme for Government within the Labour/ Plaid Cymru Cooperation Agreement (November 2021) include:

- Taking immediate and radical action to address the rapid increase of second homes and unaffordable housing, using the planning, property and taxation systems.
- Establishment of Unnos, a national construction company, to support councils and social landlords to improve the supply of social and affordable housing.
- Publication of a White Paper to include proposals for a right to adequate housing, the role a system of fair rents (rent control) could have in making the private rental market affordable for local people on local incomes and new approaches to making homes affordable.
- Ending homelessness through reform of housing law, enacting the **Renting Homes (Wales) Act 2016** to give those who rent greater security and implementing recommendations issued to Welsh Government by the Homelessness Action Group in 2020 in relation to a holistic approach to this issue.

Enaction in Dec 2022 of the Welsh Government's Renting Homes (Wales) Act will bring significant changes, strengthening the rights and protections of tenants and including:

- Replacement of current tenancies and licences, including assured short hold, assured and secure tenancies with secure occupation contracts (generally issued by community landlords – local authorities and housing associations) and standard occupation contracts (generally issued by private landlords).
- Increased duties on landlords to set out respective duties of the landlord and contract holder (tenant).

- Minimum notice period for termination of a contract where there is no fault to 6 months and requirement for at least 6 months to have elapsed since the start of a contract before any such notice is issued.
- Increased protection for contract holders from break clauses, which can only be issued by landlords where certain conditions are met.
- Requirement that all rented properties are fit for human habitation and that landlords keep the structure and exterior of the property in good repair.
- Protection for remaining tenants subject to a joint contract where one leaves the property.
- Enhanced contract succession rights for certain groups, including home carers.

These changes will have implications for local authorities and other agencies with duties to prevent and relieve homelessness, in terms of existing tenants or contract holders having enhanced protection from the risk of becoming homeless, but also potentially on the availability of suitable properties in an area and private landlords willing to rent.

A full schedule of such national policy developments that have influenced this Strategy are included in [Annex B](#).



A person-centred, multi-agency approach to homelessness requires a contribution from, and alignment with, other services. These service areas are themselves subject to specific legislation and policy, all broadly coalescing around the principles of prevention/ early intervention, person-centred support, promoting independence and providing sustainable solutions. Important areas of relevant legislation and policy are set out below.

The Wellbeing of Future Generations (Wales) Act 2015

The Act seeks to strengthen existing governance arrangements for improving the social, economic and cultural wellbeing of Wales to ensure that present needs are met without compromising the ability of future generations to meet their own needs. Public bodies listed in the Act need to think about the long term, work better with people and communities, and each other and look to prevent problems and take a more joined up approach.

Social Services and Wellbeing (Wales) Act 2014

The Act makes provision for improving the well-being outcomes for people who need care and support, and carers who need support and co-ordination and partnership by public authorities with a view to improving the well-being of people. The Act recognises the need for increased comprehensive early intervention and intensive support services. There is a duty for local authorities to maintain and enhance the wellbeing of people in areas such as education, training and recreation, social and economic wellbeing and physical, mental health and emotional wellbeing.

Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015

This Act aims to improve the public sector response in Wales to abuse and violence through improving arrangements to promote awareness of, and prevent, protect and support victims of gender-based violence, domestic abuse and sexual violence. Victims of such abuse and violence are a significant client group for housing services. The Act emphasises the focus on prevention and partnership approaches to working with VWDASV.

Equality Act 2010

This Act provides protection for people discriminated against because they are perceived to have, or are associated with someone who has, a protected characteristic. Protection applies to the provision of services and public functions. A new Socio-Economic Duty was introduced in 2020 which requires public bodies, when making strategic decisions such as deciding priorities and setting objectives, to consider how they might help reduce inequalities associated with socio-economic disadvantage.

Substance Misuse Delivery Plan: 2019 to 2022 (Wales)

This sets out the Welsh Government's key policy and operational priorities and has been reviewed to consider where it needs to be updated in light of COVID-19. The review sets out priority areas that include responding to co-occurring mental health problems which are common in substance misuse, ensuring strong partnership working with housing and homelessness services to further support those with substance misuse issues who are homeless or at risk of homelessness and improving access to services and ensuring people get the support and treatment when they need it.

Preventing Youth Homelessness

Welsh Government, in its Programme for Government, outlines key commitments to legislate in line with the key recommendations in the documents below in relation to homelessness and care experienced young people. Our HSP Strategy takes account of key recommendations which include improving joint working across housing and social services, and strengthening corporate parenting responsibilities.



This strategy is also aligned with our wider corporate planning to ensure the Housing Support Programme supports us to meet our overall ambitions for our County, particularly through our Corporate Plan. Promoting independence through information and advice and support services and extending the choice of housing available for the most vulnerable are common themes across the Council's policy portfolio relevant to homelessness and housing support.

The causes of homelessness and the solutions to it are complex, and there are a number of our corporate policy areas that, working collectively, will help us deliver this strategy.

IN PEMBROKESHIRE ALONE DURING
THE PERIOD OF 2017–2020 A TOTAL OF

279

INDIVIDUALS AND FAMILIES
PRESENTED AS HOMELESS.



OF THE 279 PRESENTATIONS

183

WERE **POSITIVELY** DISCHARGED.



Local Context

The Corporate Plan

The latest Corporate Plan sets out how the Local Authority will plan and manage services in a more sustainable way and is a key enabler for delivering the Council's vision agreed in July 2016. This Plan will be reviewed in 2022, where it is anticipated that housing need will be identified as a key priority area corporately.

The broad themes include:

- **Social Care:** We will do whatever we can to support people in leading the best life they can whilst focusing on prevention and ensuring vulnerable people are safe.
- **Economic:** We will work with partners to promote Pembrokeshire as a great place to visit, live and work.
- **Housing:** Enable affordable, decent, and adaptable homes for all in sustainable locations.

Pembrokeshire Recovery & Regeneration Strategy 2020–2030

This strategy combines economic restart and recovery plans in response to the Covid–19 pandemic with a longer–term approach to renewal and regeneration. It outlines plans over the next five years to reach the pre–pandemic position and move beyond it. Some of the programmes were pursued prior to COVID–19; the need for these has been accelerated by the pandemic.

Priorities include:

- Housing growth targets in the Local Delivery Plan anticipating more home working and de–urbanisation.
- Reshaping of the built environment – through substantial investments to kick start transformation and regeneration of our County and key towns.
- Working with partners to deliver the next generation of clean, green engineering jobs focussed around the Milford Haven Waterway.

Pembrokeshire Homelessness Strategy Action Plan 2019–2023

Our most recent Homelessness Strategy Action Plan has six key objectives as follows:

Objective 1: Involving customers in service development – We recognise that customers are at the centre of our service, as users of our services we will ensure that they are involved in service development.

Objective 2: Anyone at risk of homelessness is aware of how to access services – Following the reports commissioned by Welsh Government and from feedback from customers and stakeholders we will look to enhance the visibility of our service.

Objective 3: Strengthen approaches to early intervention and prevention – Research and statistics evidence that early intervention and prevention has the highest success rate in resolving and preventing homelessness. We will continue to strengthen services which have been developed to meet this agenda.

Objective 4: Review temporary accommodation (TA) models – Work with customers who have accessed TA to design, commission and deliver accessible models.

Objective 5: Strengthen services for complex needs – There is wide held recognition that customers accessing services are presenting with ever more complex needs. As such we will look to review and develop services to support customers' needs.

Objective 6: Make best use of resources and funding streams – Local Authorities are required to make annual efficiencies to their budgets as austerity continues. As such we will make collaboration and use of resources key to supporting the homeless agenda.

This Housing Support Programme (HSP) Strategy 2022–26 seeks to build on and complement the Homelessness Strategy above and encompasses the six key objectives.

Regional Arrangements

We previously worked with the three other local authorities in Mid and West Wales to devise a Regional Dyfed Powys Strategy and Action Plan strategy which was in turn revised in the light of the Covid–19 pandemic. The regional strategy and its priorities are tailored to reflect our local needs and aspirations and have informed our priorities.

The regional priorities are to:

- Continue to evolve community–based services to assist in the prevention of homelessness.
- Focus support in communities where homelessness is highest/ more frequent.
- Develop systems that flag early warning triggers around homelessness so that help and advice is provided as early as possible.
- Use a multi–agency case management approach to meet the needs of households who access multiple services on a frequent basis.
- Explore the ‘Housing First’ approach for those with the most complex needs.

- Explore how to develop affordable and sustainable housing options for single people.
- Develop close partnership working with DWP/Job Centre+ to mitigate any impact the introduction of Universal Credit may have on household’s ability to retain their tenancies.

Regional working forms an important part of improving service delivery. We work with Carmarthenshire, Ceredigion and Powys local authorities to form the Regional Housing Support Collaborative Group (RHSCG) co–terminus with Powys and Hywel Dda University Health Boards to provide a forum for collaborative working.

We are a key member of The Regional Partnership Board (RPB) which provides the mechanism through which collaborative working, between Health, Social Care and Housing is developed and is the mechanism through which the RHSCG builds a close working relationship so that services can be jointly designed, commissioned, or focused to optimise the complementary purposes of supported Housing, Health and Social Care.

ACCORDING TO 2020 MID-YEAR ESTIMATES,
PEMBROKESHIRE HAS A POPULATION OF

126,751

WHICH INCREASES OVER THE
SUMMER MONTHS DUE TO TOURISM.



AROUND **57%**
OF ITS TOTAL POPULATION
IS OF WORKING AGE.



AND **26%**
OF ITS TOTAL
POPULATION IS OVER 65.

THIS IS EXPECTED TO **INCREASE BY 19%**
IN THE NEXT TEN YEARS, AS THE FASTEST
RATE IN THE REGION.

Vision and Principles

Providing the right accommodation and high-quality support to people who are or may become homeless are principles that run through our approach. We will continue to develop our offer, building on what we have already established and what we have learnt through the Covid-19 pandemic. We will respond to user needs and use new technologies to unlock the ability to support people in new and responsive ways to enable them to fulfil their potential and prosper.





Our vision for homelessness prevention, relief of homelessness and housing related support services is that:

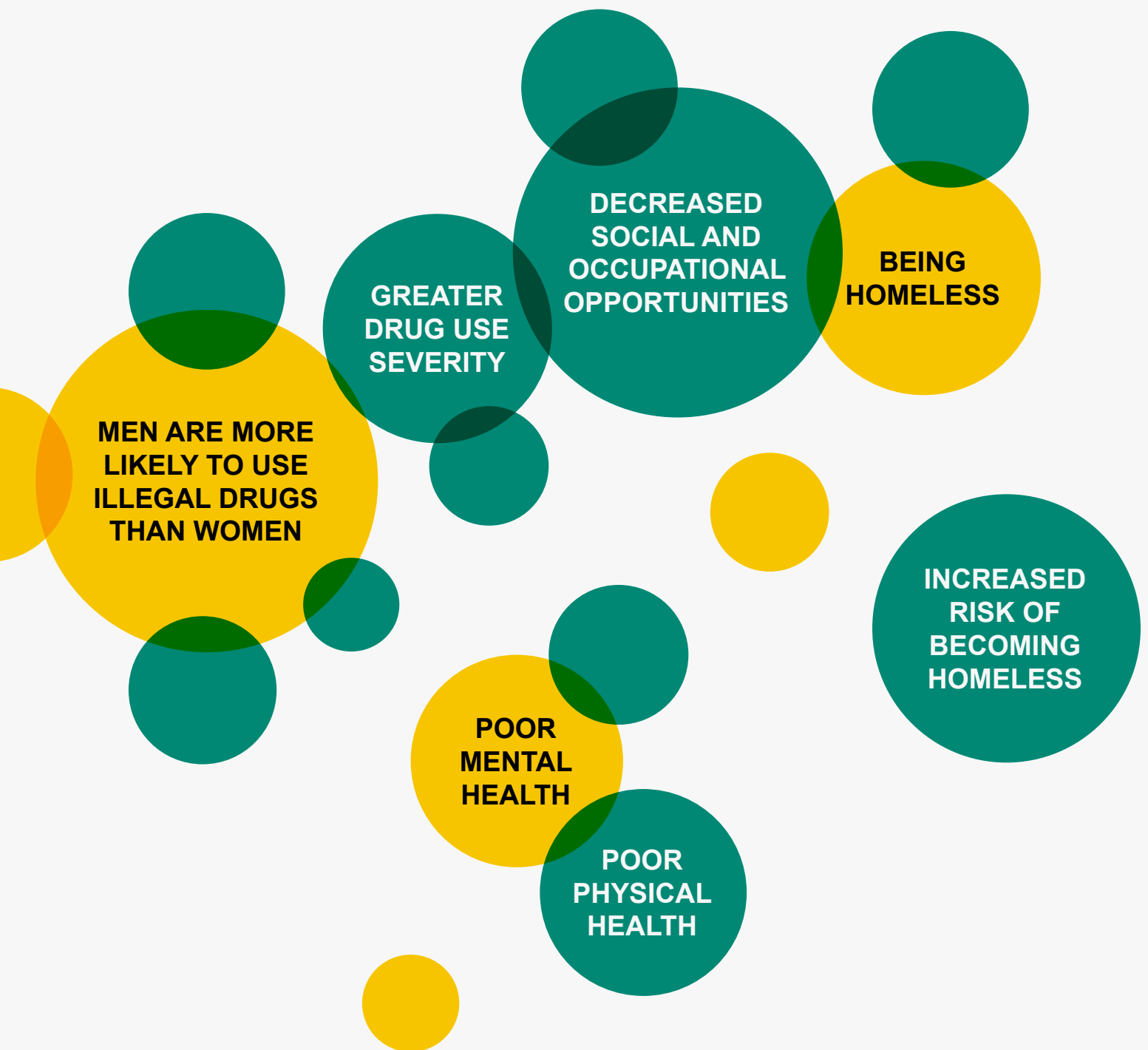
STATUTORY, THIRD AND PRIVATE SECTOR PARTNERS WILL **WORK EFFECTIVELY TOGETHER TO MAKE SURE THAT PEOPLE LIVING IN PEMBROKESHIRE HAVE ACCESS TO SUITABLE HOUSING AND WHERE POSSIBLE CAN STAY WITHIN THEIR LOCAL COMMUNITIES; AND THAT THE RIGHT SUPPORT IS AVAILABLE WITHIN LOCAL COMMUNITIES, TO PREVENT THOSE AT RISK OF BECOMING HOMELESS FROM LOSING THEIR HOMES.**

WE WILL ALSO **STRIVE TO SECURE APPROPRIATE ACCOMMODATION AND SUPPORT AS SWIFTLY AS POSSIBLE FOR THOSE WHO HAVE BECOME HOMELESS OR WHO ARE AT RISK OF HOMELESSNESS MAKING PEMBROKESHIRE A PLACE WHERE HOMELESSNESS IS PREVENTED OR RARE, BRIEF AND UNREPEATED.**



Co-occurring mental health and substance misuse





THE RISKS AND HARMS ARE TOO COMPLEX FOR ANY ONE SECTOR TO RESPOND TO. IT WILL REQUIRE A PERSON-CENTRED, MULTI-AGENCY APPROACH.

Statement of Need

The **Statement of Need**, available as a separate document, summarises the findings from a comprehensive **Needs Assessment**, which is also available separately. It identifies the key issues that need to be addressed through the HSP strategy and specific imperatives for Pembrokeshire County Council in discharging our statutory duties to prevent and alleviate homelessness.

The Needs Assessment was undertaken in line with Welsh Government guidance and combines a wide range of quantitative data with intelligence gathered through extensive engagement with a range of stakeholders. A summary of the key findings from the Needs Assessment is provided in this section.



Overview

The County has an extensive coastline and the local economy relies heavily on tourism. Pembrokeshire's natural beauty is a major reason for the influx of people from out of county looking to either retire or purchase holiday homes. The impact of the COVID-19 pandemic has also contributed to an increased interest in moving out of cities to beauty spots and this will continue to impact on the County and the pressure on housing.

A significant challenge in relation to accessing the housing market in Pembrokeshire is the number of people who have second homes as well as holiday let accommodation. Whilst there has been a rise in second homes in Wales of 9% since 2018, Pembrokeshire has had a 45% increase in second homes in the same period.

There are fewer deprived areas in Pembrokeshire compared with the national average. This is comparable with the wider region. These areas are concentrated in urban centres largely in the south of the County, in particular around Pembroke Dock. The forms of deprivation people face in Pembrokeshire tends to differ based on whether they live in urban or rural areas, and this affects the pressures that lead to people being threatened with homelessness.

The challenges sometimes faced by those who live in rural areas include poor access to public and other services as well as wider amenities, which can be further exacerbated by poor public transport links or availability. This presents challenges in delivering housing support and other social services.

The main forms of deprivation that are linked to a higher risk of homelessness in our urban areas include employment, income and health deprivation.

The key themes emerging from the needs analysis are as follows:

Understanding Need

Housing Support services exist to help prevent homelessness, social exclusion, isolation and institutionalisation. As outlined earlier in the strategy the Welsh legal and policy framework makes it clear that early intervention reduces undue escalation and avoids a crisis, with knock-on impacts to health, inclusion and independence.

The Needs Assessment shows that demand for suitably located, fit for purpose housing outstrips supply, particularly in relation to one bedroom accommodation, despite the best efforts of the Council to create new options for temporary accommodation, supported accommodation and permanent housing. This makes the role of prevention even more urgent and the need to support people to be able to maintain their existing accommodation.

Understanding the activity of system partners such as Health, Probation and Education and having access to the information they have on individual's/ families' needs is vital to effectively plan services and provide support early, before crises develop.

Mental Health and Substance Misuse

People with mental health needs have one of the highest referral rates for our HSG services. One in five people in Wales were unable to access mental health support at the start of the Covid-19 pandemic, leading to possible escalation of need and need for emergency care. There was a doubling of depressive symptoms during the pandemic with 1 in 5 adults experiencing some form of depression.

Substance misuse and mental health challenges often co-exist and there is also a strong connection between them both and homelessness. A relatively high number of people are referred to HSG services with alcohol or substance misuse issues as the lead need. However, stakeholders state a far higher proportion have this as a secondary need along with mental health where the two co-occur.

There is a high and increasing number of people requiring HSG services who have co-occurring mental health and substance misuse issues. Housing support services state that it can be difficult to gain access to NHS mental health and substance misuse support services for these people. Housing support and homelessness services are dealing with an increased complexity of needs since the COVID-19 pandemic and more people with complex needs are being placed in temporary accommodation. Floating Support services, that support people in temporary accommodation, also report referrals having higher complexity of needs.

Health partners report that they are currently consulting on pathways for substance misuse and training is being offered to agencies on co-occurring mental health and substance misuse.

Wider stakeholders felt the interaction with the Area Planning Board (APB) needs to be a focus for developing and improving relations with Regional Housing Groups.

The Needs Assessment identifies meeting the needs of people with mental health conditions and substance misuse, including where the two co-occur, as the most significant issue for the Council and our partners.

Young People

The total number of people temporarily accommodated by the Council has increased throughout the pandemic and has increased sharply compared with pre-pandemic levels. However, the number of young people (16–25 yrs) being accommodated has increased at a faster rate than other categories between 2019 and 2021, growing from 12 in March 2019 to 48 in August 2021, nearly 25% of all categories of people temporarily accommodated.

Many of these young people will be 'care-experienced'. Break down in relationships with families is still one of the prominent reasons young people present as homeless in Pembrokeshire. We will ensure that our corporate approach to supporting young people is strengthened – ensuring a 'one Pembrokeshire' strategic approach to prevention and targeted early intervention activities.

All Welsh Councils including Pembrokeshire have recently been tasked by Welsh Government to examine their corporate parenting response in relation to care experienced children and young people (CYP) and their future accommodation needs.

Specifically, it requests that councils respond to the need for:

- An active identification process to ensure care experienced young people presenting as homeless can access all the support they are entitled to in cooperation with children's services.
- Multi-agency reviews to be undertaken to identify any gaps within the system or interventions that could have taken place to ensure future similar cases are prevented for care experienced young people presenting as homeless;
- Granting 'local connection' status for care experienced young people who are placed out-of-county, when moving on;
- Extending Personal Adviser support up to the age of 25.

Future corporate joint working and commissioning will need to reflect a more joined up corporate parenting approach to preventing future homelessness whilst also ensuring that other characteristics/needs are taken into account e.g. gender specific issues or LGBTQ+.

Stakeholders raised concerns about the lack of suitable temporary accommodation options to respond to crisis as well as a lack of suitable move-on options. Stakeholders expressed the need to build on existing services such as floating support and mediation services and that shared tenancy schemes could be helpful for some young people.

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

Across Mid and West Wales, the HSG invests approximately £1.7 million in services for women and men who have experienced domestic abuse. These services include refuge provision for men and women, floating support, drop-in services, family support and target hardening. In addition, the programme funding across the region enables people to receive other support that reduces their risk of becoming homeless including direct financial support and support for people with needs that often co-occur with violence against women, domestic abuse and sexual violence e.g. mental health, substance misuse, debt etc.

VAWDASV providers have not reported a significant increase in demand since the start of the pandemic with numbers now beginning to return to pre-Covid levels. From a National Perspective, Welsh Women's Aid have reported similar circumstances across Wales. However, we are cautious of not interpreting this as there being less of a need – we have anticipated that the pandemic lock down restrictions has resulted in an increase in unreported domestic abuse. The impact of Covid-19 restrictions has likely increased the risk and likelihood of domestic abuse and sexual violence incidents within homes. However, these same restrictions have also reduced or removed the opportunities for these victims and survivors to report abuse and/or access support.



We, therefore, increased capacity as a response to the anticipated increase in demand post-lockdown and intend to continuously monitor the situation and consider how to best shape our VAWDASV services going forward.

Whilst homelessness applications for those fleeing domestic abuse are not high, they tend to be more complex and there is a need for service development particularly in respect of enhancing domestic abuse programmes that work with complex needs and perpetrators of abuse.

Single People

The needs assessment shows that single person households have consistently accounted for the majority of cases where the Council has provided assistance to those who are homeless or threatened with homelessness. Single male applicants form the largest proportion of applicants made by those who have been homeless within the last two years.

Some people placed in temporary accommodation had been placed more than once, reflecting the increasing complexity of needs presenting and the number of people requiring temporary accommodation has increased.

There have been sharp increases in the use of emergency accommodation, Pembrokeshire's housing stock and, in particular, bed and breakfasts, reflecting the higher level of pressure placed on the local authority to secure Temporary Accommodation (TA). The increasing use of B&Bs presents a significant concern to the Housing Service in terms of the suitability of this type of accommodation as TA, the implications of using B&Bs as a TA solution with the introduction of the Renting Homes (Wales) Act; as well as the financial pressures that reliance on such accommodation entails on the homelessness budgets.

Prevention

Housing Support services exist to help prevent homelessness, social exclusion, isolation and institutionalisation. The Welsh legal and policy framework makes it clear that early intervention reduces undue escalation and avoids a crisis, with knock-on impacts to health, inclusion and independence.

The Needs Assessment shows that demand for housing outstrips supply, this makes the role of prevention even more urgent and the need to support people to maintain their existing accommodation.

We currently provide a range of floating support services funded by the HSG to help people maintain their accommodation and prevent homelessness. However, we need to (with our partners across health, social care and Probation) refocus our attention on tenancy sustainability. This requires a more holistic approach than simply floating support as people's needs are increasingly complex.

We need to develop our offer in relation to conflict resolution and mediation services for families, neighbours and landlords, targeting specific communities where high levels of homelessness occur.

Homelessness Relief & Providing Suitable Accommodation

We have a statutory duty to relieve homelessness as well as prevent it. Our ability to fulfil our duties is currently challenged by the increase in the number of people presenting with complex, co-occurring substance misuse and mental health needs. The current accommodation and support options available are not designed to meet the needs of this group. This leads to people being accommodated in unsuitable accommodation and can lead to more exclusions.

Specifically, the needs assessment highlighted the need for:

- An exploration of developing more options for more complex, serially excluded people with chronic substance misuse and mental health challenges.
- More options that ensure 16–25-year-olds and in particular 'care-experienced' young people are placed in age-appropriate accommodation.
- Ensuring that there is enough suitable move-on and permanent accommodation options – particularly for single people.

Fundamental to the Housing Support Programme is helping people live independently in the community. This includes not just access but assessing and influencing supply and suitable accommodation in all communities across Pembrokeshire.

The Housing First approach in Pembrokeshire is still in its infancy. There is scope to further explore the use of this model for people with more complex needs (co-existing substance misuse and mental health challenges), in particular ex-offenders and young people. More supported housing options that adopt a 'harm minimisation' approach to the use of drugs/alcohol by tenants rather than a 'zero tolerance' approach are required with the capital and revenue funding required for such accommodation identified and allocated.

Some shared housing models will also need to be explored to address increased demand in the short to medium term – only where this is appropriate and not counter-productive to supporting individuals.

Private Rented Sector

The Needs Assessment highlights a lack of accommodation for people to move into, or to move on from, supported or temporary accommodation. A key part of the move on accommodation market is the Private Rented Sector (PRS). Since the pandemic, and with the increase in house and rental values in Pembrokeshire, many private landlords now no longer want to work with Council referred clients, preferring to find private tenants able to afford a market value rent for their properties. Work needs to continue to engage private landlords and further develop this market as a viable move on option – particularly for single people. In late 2021/early 2022 we have also seen an increase number of homeless presentations for families from the PRS, where the landlord is wanting to either sell or switch the rental to the more lucrative holiday let market. This in turn is fuelling the cost of private rental, as well as its availability.

Planning and building

We have significant housing challenges in Pembrokeshire. Planning and building of new homes is urgently needed, in particular one bedroom accommodation. These developments need to address the urgency of the housing shortage whilst also respecting the needs and uniqueness of local communities.

The strategic alignment of this strategy and the Local Development Plan is key for Pembrokeshire. Ensuring that all future developments include a sufficient amount of social-rented one bedroom properties is crucial to realising our ambitions.

Supported Accommodation and Floating Support

The existing National Outcomes Framework used to measure outcomes of the support provided, gives information on how people are progressing but does not give sufficient insight into what has been effective in the support provided to achieve those outcomes. Work, underway in Welsh Government to introduce a Single Outcomes Framework, delayed by the pandemic, will help all services address this going forward.

The pandemic has resulted in a considerable amount of people being placed into emergency accommodation since March 2020. Most of the individuals that typically end up in emergency accommodation have multiple needs and need a wide range of services to assist them.

We are concerned about how the pandemic has caused the need for support to be 'saved up' during lockdown and expect a significant increase in demand for 2022/23 and beyond. There are also higher levels of need and risk they now support and that some people need permanent living options within a supported housing environment. Our partners tell us that housing related support with multi-agency input, for the most complex and hard to engage, needs to be targeted and timelier.

We are experiencing significant challenges in finding accommodation for people with very complex needs. Some people aren't ready to accept or cope with support and some people were described as 'looping' around homelessness, temporary accommodation, supported accommodation and prison. There is a core group of people who are seen several times by multiple agencies. Some of the Housing Support funded services that we have developed over the past two years have been as a result of this 'revolving door' situation, and the benefits of these services are being demonstrated, although access to wider statutory services remains a challenge.

We will therefore work with our NHS colleagues to improve access to NHS mental health team support and obtaining clarity on eligibility and pathways with more effective collaboration needed in this area. We understand that there are real challenges in Pembrokeshire and across Wales in recruiting and retaining staff. Services are pressured and struggling for staff, and people are looking for roles in other sectors. We need to improve the image of the sector to attract and retain additional staff who feel fairly remunerated and properly supported.

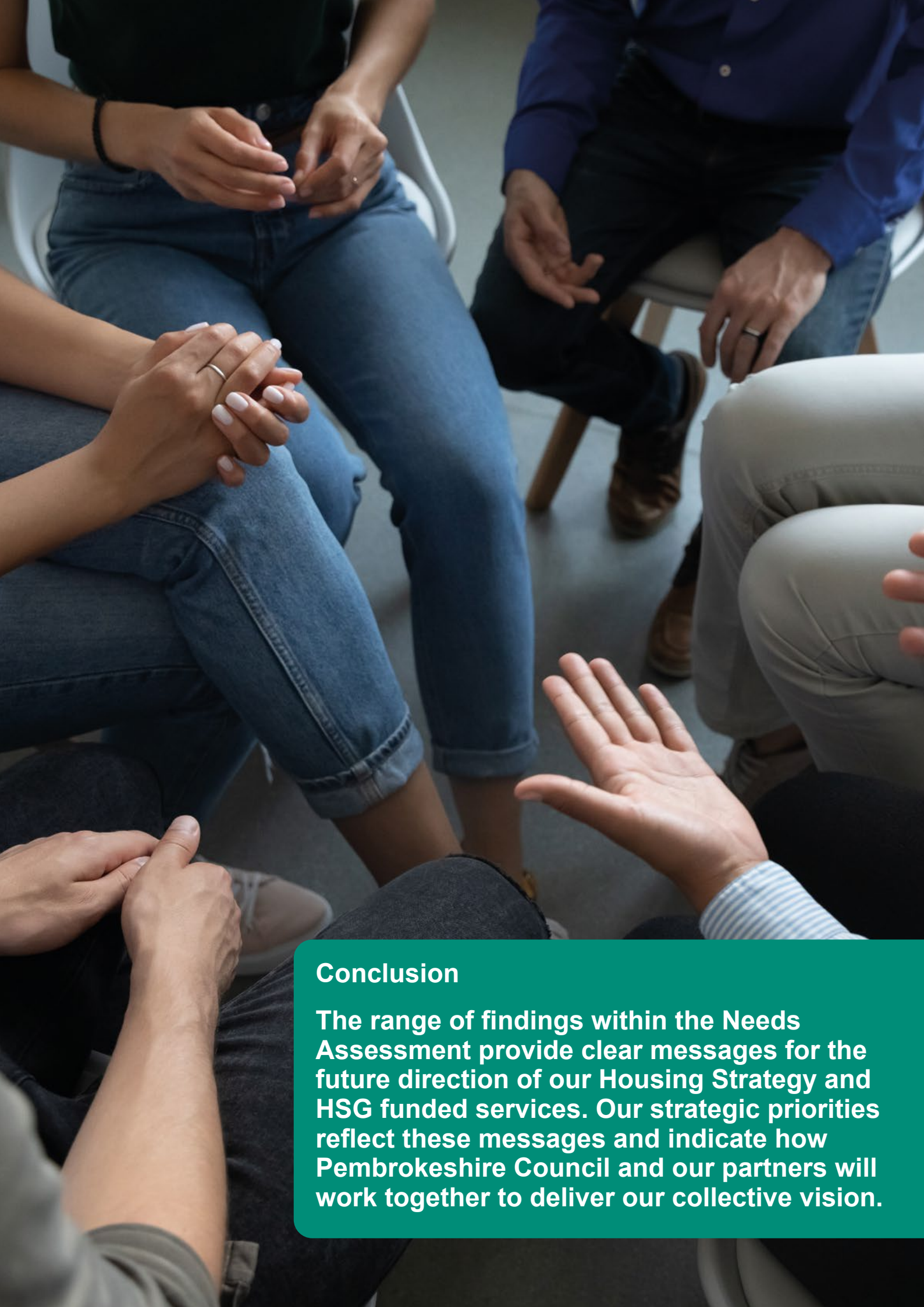
Sharing Data and Multi-Agency working

The increase in the number of people requiring housing support who have challenges associated with mental health and/ or substance misuse highlight the need for collaborative working across the NHS, the local authority and other sectors to provide appropriate, holistic support.

Stakeholders highlighted the urgency of having a better multi-agency operational response to inclusion with the express aim of agreeing a consensus on how to collectively work with homeless people with complex needs or individuals at risk of losing their accommodation. It was clear from the Needs Assessment process that effective multi-agency working at regional, local, strategic and operational levels is vital to provide the right integrated support. Substantial work is needed to develop joint working practices at all levels and with all system partners in Pembrokeshire.

The Needs Assessment indicates that data and intelligence sharing is inconsistent across sectors. Where several agencies are involved with a homeless person, information sharing arrangements between local authority, health, probation, housing and third sector partners should be improved, and aligned with agreed national frameworks to better inform future service planning.

Stakeholders stated prevention and early intervention initiatives across Pembrokeshire CC, in particular in Housing and Social Services, need to be strategically and operationally aligned to maximise the quality and timeliness of support to potentially homeless citizens.



Conclusion

The range of findings within the Needs Assessment provide clear messages for the future direction of our Housing Strategy and HSG funded services. Our strategic priorities reflect these messages and indicate how Pembrokeshire Council and our partners will work together to deliver our collective vision.

Strategic Priorities

Fundamental to the HSP is the aim of helping people live independently in the community. This includes not just access to appropriate housing but strategic action to ensure that there is adequate supply of the homes that are required across Pembrokeshire.

Provision of a range of support services, jointly commissioned by the Council and its partners, will also remain key in ensuring that, moving forward, homelessness is prevented, or where it occurs is rare, brief and unrepeated.

The priorities for the delivery of HSP and Homelessness Prevention and Alleviation services have been informed by both the local and regional needs assessment and the stakeholder engagement that have been undertaken. They have also been

informed by national, regional and local wider policy requirements such as the move to rapid rehousing and our learning from the Covid-19 pandemic.

The work to analyse local data on homelessness, performance of current services and engagement with stakeholders has enabled us to establish our strategic priorities for this Strategy as well as a series of areas where we wish to take action over the next four years to strengthen our approach to preventing and alleviating homelessness.

Analysis of local data on homelessness, performance of current services and views of stakeholders has led to the identification of four strategic priorities for Pembrokeshire's HSP strategy, supported by a series of actions planned over the next four years which will strengthen our approach to homelessness and lessen its incidence and duration across all communities.

Strategic Priority 1

Strengthen early intervention and prevention services and specialised support to prevent homelessness

Housing Support services exist to help prevent homelessness, social exclusion, isolation and institutionalisation. Prevention is core business in Pembrokeshire's homelessness services and fundamental to our approach is the return to business as usual with a focus on homeless prevention and a return to, and improvement on pre-pandemic performance levels.

We have a strong track record in prevention of homelessness. Our in-house staff and support providers are critical to homelessness prevention and alleviation – by seeking out accommodation and support options that meet individual needs.

Early intervention aims to reduce undue escalation from potentially homeless to avoid a housing crisis situation, with a knock-on impact to health, inclusion and independence.

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

Action 1: Developing Homelessness Early Intervention & Prevention work to help us to return to the pre-pandemic performance figures.

Action 2: Support for mental health and substance misuse – developing wider joint working on co-occurring issues.

Action 3: Support for young people including an enhanced corporate parenting approach in relation to future accommodation needs.

Action 4: Monitor and respond to the impact of post lockdown demand in relation to Violence against Women, Domestic Abuse and Sexual Violence.

Strategic Priority 2

Ensuring people who are homeless or threatened with homelessness access the right home at the right time and in the right place, as part of our Rapid Rehousing approach

Fundamental to the HSP is to help people live independently in the community. This includes assessing and influencing supply and suitable accommodation. Housing supply, particularly single bedroom units and additional supported accommodation is required to meet the need in Pembrokeshire particularly in light of the competitive private rented market.



**ENSURING PEOPLE
WHO ARE HOMELESS
OR THREATENED WITH
HOMELESSNESS ACCESS
THE RIGHT HOME AT THE
RIGHT TIME AND IN THE
RIGHT PLACE**



The Council will aim to build on its Housing First approach towards Rapid Rehousing and a refreshed approach to supporting people find the right accommodation with the right support from the outset. We will do this by:

Action 5: Providing suitable accommodation towards rapid re-housing and responding to the 'new normal'. In line with Welsh Government policy direction, we will implement our Rapid Rehousing transition plan.

Action 6: Reviewing of Covid impact on use of temporary accommodation, in particular bed and breakfast.

Action 7: Increasing access to the Private Rented Sector.

Action 8: Ensuring new homes are built to improve move on from temporary accommodation.

Action 9: Ensuring the range of accommodation is broadened to meet the current and future need (general and supported accommodation).

Strategic Priority 3

Further strengthen Housing Support services

We know that timeliness and suitability of support is something that our service users depend upon. We will continue to innovate our offer as more becomes known of user needs and ensure that service users have security and consistency of support through our contracting arrangements with providers.

We will build on the platform of the current model of support that provides assistance to people with high, medium and low support needs through working with our partners to improve the whole system of support.

Action 10: We will review our contractual arrangements with support providers with a view to reducing bureaucracy and improving financial security – encouraging flexibility and innovation, and supporting our strategic objectives.

Action 11: We will review all our existing services to ensure that we, along with our partner organisations are commissioning services in line with the priorities outlined in this strategy.

Strategic Priority 4

Work collaboratively to provide holistic, person-centred support with effective specialist interventions where necessary

Timeliness and suitability of support is something that service users depend upon. Partners will continue to develop services to reflect user needs, and as new technologies unlock the ability to support people in new and responsive ways. There needs to be a sustained focus on support for people with complex needs, including prison leavers and people with mental health and substance misuse challenges.

Sharing of information between agencies and pooling of resources are key to this. Improvements to support will focus on:

- Complex needs and settled solutions.
- Improve multi-agency responses and system working.
- Use of data, collecting and sharing.
- Retention and professional development of staff.

Action 12: Improve multi-agency responses and system working.

Annex A provides more detailed commitments under each of the identified actions.

Stakeholder Engagement

Stakeholders were engaged in the development of the priorities for this strategy through a series of on-line workshops, one to one interviews and via questionnaires including a questionnaire to service users. This formed a key element of the Needs Assessment.



Groups engaged with included:

- Service users
- HSG Team
- Housing and Homelessness teams
- Adult Social Care
- RSLs
- Hywel Dda UHB
- Youth Services
- PAVs
- HSG Providers
- NHS
- Probation
- Co-occurring Substance Misuse & Mental Health Board

The main themes from stakeholders are included below and have influenced the strategic priorities and are incorporated into the Action Plan in [Annex A](#).

- Improve accessibility for everyone with a ‘no wrong door’ philosophy.
- Improve multi–agency working, in particular for mental health, substance misuse and where these are co–occurring.
- Ensure there is a better multi–agency operational response to inclusion with the aim of agreeing a consensus on how to collectively work with homeless complex individuals or individuals at risk of losing their accommodation.
- Develop a Housing First Model for more people with complex needs
- People need permanent living options within a supported housing environment.

- Housing Related Support responses for the most complex and hard to engage need to be rapid: people need support when they need it.
- Review the use of bed and breakfast and develop other Temporary Accommodation options.
- Ensure prevention and early intervention initiatives are prioritised.
- HSG intervention should start at the earliest opportunity, be placed based, and target high risk areas.
- Provide more options for young people – particularly those who are ‘care experienced’.
- Ensure better access to both supported/temporary and permanent accommodation options – particularly for single people.
- Ensure the workforce is well supported and fairly remunerated.

Impact Assessments

We have carried out an impact assessment on the priorities and actions we have outlined in this Strategy.

Our impact assessment encompasses the following:



Equality Impact Assessment (EIA)



Welsh Language Impact Assessment



Children's rights

EIA – Protected Characteristics

The EIA identified that our strategic priorities will have a positive impact on people identified as having protected characteristics. The Local Authority commissions services specifically for **older people** whose housing support needs are related to getting older, as well as services for **young people** who are at risk of homelessness or who are experiencing homelessness. Similarly, it commissions services for people with **disabilities and / or long-term conditions**, all with the aim of the primary aim of maintaining tenancies and avoiding homelessness.

Environmental Impacts

Pembrokeshire County Council has committed to a Net Zero Carbon by 2030 Plan, which includes commitments for new build and re-furbished council housing stock. We will proactively promote the benefits of energy efficient home technologies to housing partners and private sector landlords, including the promotion of any relevant grant / adaptation schemes. Housing Support Programme (HSP) support services will include advice on energy efficiency where appropriate.

Welsh Language

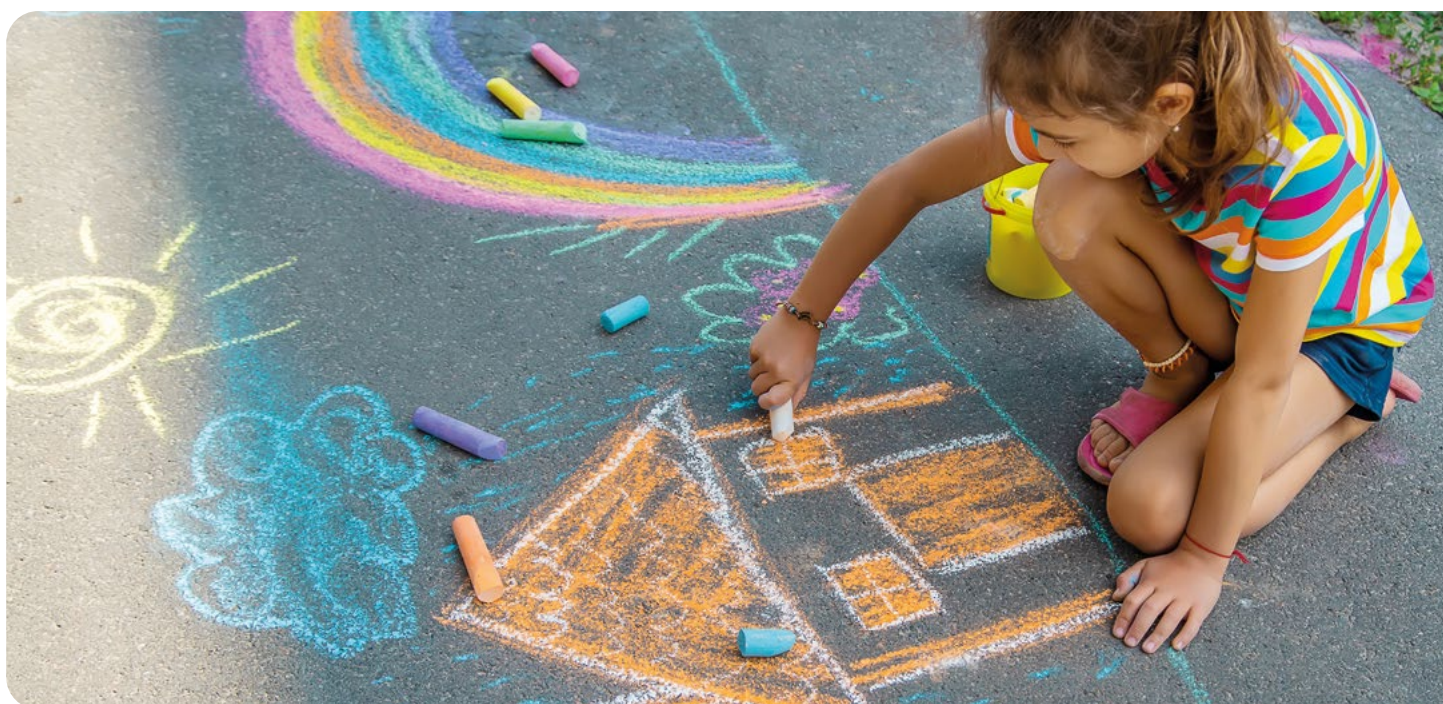
The Council provides **opportunities for people to use and promote the Welsh language**, treating the Welsh language no less favourably than the English language, compliance with Welsh Language Standards, links with internal and external Welsh Language strategies. We do not currently commission services which are specifically aimed at this protected characteristic; however, advice, assistance and support are available through the medium of Welsh as an active offer.

Where services are commissioned as part of the delivery of the strategy, we will not treat tenders submitted in Welsh any less favourably than tenders submitted in English. If we conduct interviews in relation to the awarding of the tender we will provide the opportunity for tenders to be interviewed in Welsh. Where tenders are submitted in Welsh we will inform tenderers of our decision in Welsh.

Children's Rights Impact Assessment

Our Housing and Housing Support services address the support needs of the most **vulnerable children** and adults within the county. The strategic priorities will contribute to the Council's overarching objective which is that all **children and young people get the best start to life and are equipped with the skills they need to be successful learners and confident individuals**. The strategic priorities are geared up to ensure that all services are equipped to support those who are at risk or already experiencing homelessness.

Our commitment in this Strategy to strengthening our corporate parenting approach in relation to the future accommodation needs of 'care experienced' young people further protects the rights of children and young people we are responsible for.



Implementing, Monitoring and Reviewing the Strategy

The Public Policy Institute for Wales sets out in the Tackling Homelessness, A Rapid Evidence Review 2015 report:



THE EVIDENCE SHOWS THAT HOMELESSNESS IS A COMPLEX PROBLEM. IT OFTEN HAS MULTIPLE CAUSES THAT INTERACT WITH ONE ANOTHER IN WAYS THAT VARY AT THE INDIVIDUAL LEVEL AND REQUIRE ENGAGEMENT WITH MULTIPLE POLICY AREAS



The root causes that lead to homelessness and/or evident housing support needs among vulnerable individuals and households are profoundly interconnected. The successful implementation of this strategy fundamentally depends not only on what the Council can do, but on our efforts of service co-ordination, joint planning, commissioning and delivery of services by both internal local authority departments, statutory partners and the housing sector.

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

Similarly, the Regional Partnership Board (RPB) provides an obvious mechanism for engaging with health, social care and other partners responsible for the delivery of care and support in the County. It provides an ideal forum for collaboration, for example in the commissioning of services which promote wellbeing of citizens through the provision of appropriate housing and related support. Current strengthening of RPBs in response to the recent White Paper 'Rebalancing Care and Support' (2021) and the capital funding opportunities that will become available present an opportunity for further development of these links, ensuring that health and care services align with housing support and supporting a person-centred approach. This is reflected in the identified strategic priorities supporting actions. Similarly capital funding available through the Regional Partnership Boards seeks to provide integrated and shared solutions across housing, health and social care, and in particular where there are supported housing needs, this area of funding presents opportunities.

Existing links will also continue with the Area Planning Board for Substance Misuse Services and the VAWDASV Strategic and Delivery Groups, to ensure alignment of services and approaches to support as well as optimisation of available resources.

Through these mechanisms we are able to escalate the challenges in homelessness prevention that sit within the responsibility of other public sector bodies.

The HSP Strategy is framed over a 4-year period and implementation will be subject to ongoing review, including a formal mid-point review, as required by Welsh Government, after 2 years.

Implementation will be overseen by the Housing Support Planning Board, which has responsibility for delivery of the HSP Strategy and associated resources within the wider housing and homelessness context. The Board will monitor delivery of the priorities and receive reports on outcomes and impact. It meets quarterly and is chaired by the Head of Strategic Joint Commissioning and attended by the Cabinet Member for Housing and Head of Housing and Public Protection.

Regular interaction also takes place with the HSG National Advisory Board, on which all local authorities across Wales are represented. The Housing Support Network is another important forum, which promotes cross-Wales approaches to homelessness and enables sharing of experiences and information as well as arranging training and development for relevant staff.

Funding Sources

Implementation of this Strategy and delivery against the identified strategic priorities will require significant investment.

This comes from a variety of sources, including:

- The HSG allocation to the region totalled £3.7m in 2021–22. The same amount has been confirmed for the coming three financial years
- From the Council’s General Fund for homelessness
- Welsh Government Grants, including Social Housing Grant, Homelessness Prevention Grant

Phase 1 and 2 of the Economic Resilience Fund and the Hardship Fund, both established in the wake of the Covid–19 pandemic

Allocation of resources to support specific actions will be finalised at implementation stage and, for Housing Support Services, reflected in the forthcoming HSG Delivery Plan. However it will be important for partners to focus on collaborative working particularly in the more complex areas and seek to pool funding in order to maximize resources.

Our view is that Pembrokeshire requires more investment than what is currently provided to help us meet need in as comprehensive and timely way as possible and we will continue to discuss this with Welsh Government – particularly as the proposed redistribution of HSG funds across Wales was suspended due to the pandemic and a decision to uplift each local authority by 30% has only served to increase the funding gap for Pembrokeshire.

It is also imperative that the resources required to meet the ambitions of this plan are made available across all relevant sectors and portfolios. For example, improving a whole system response to co-occurring substance misuse and mental health will require whole system resourcing between the relevant Area Planning Boards, the Health Board, Adult Social Care, the Health Board as well as HSG.

Annex A: Action Plan

Strategic Priority 1

Strengthen early intervention and prevention services and specialised support to prevent homelessness.

Action	Activities required to deliver the priority	Timescales / By when	Responsible Officer	Intended Outcomes
Action 1 Developing Homelessness Early Intervention & Prevention work	1a) Develop our Prevention & Early Intervention offer for younger people through the provision of more workshops with schools & colleges to prepare CYP for future tenancies – prioritising all secondary schools.	Year 1	Youth Support Team (YST) Manager – Links to Youth Homeless Work Programme (Youth Support Grant)	The range of commissioned prevention services meet the needs of the citizens of Pembrokeshire and prevents them from having to access statutory services Reduction in youth homelessness by developing education packages and more information for young people around housing and homelessness
	1b) Through stakeholder and service user engagement – explore the development and commissioning of a mediation/conflict resolution offer.	Year 2	HSG Lead Officer CCG Group Manager	Greater demonstrable awareness in young people of contributing factors that lead to housing issues and homelessness, with awareness about their rights and responsibilities
	1c) Continually seek to improve our information, advice and assistance offer – with focus on Prevention and Early Intervention to make this more visible and accessible for all.	Year 1	Customer Liaison Officer	

Housing Support Programme (HSP) Strategy 2022–26

Action	Activities required to deliver the priority	Timescales / By when	Responsible Officer	Intended Outcomes
Action 1 Developing Homelessness Early Intervention & Prevention work	1d) Develop links with established community groups through our relationship with the Community Hub and be part of the regular drop– in sessions to offer IAA in relation to housing.	Year 1	HSG lead Officer. Housing Advice Team Manager. Community Hub Lead Officer	The range of commissioned prevention services meet the needs of the citizens of Pembrokeshire and prevents them from having to access statutory services
	1e) Review and seek to strengthen our corporate parenting approach in relation to the future accommodation needs of ‘care experienced’ children and young people in response to a recent letter from WG to all Welsh LAs.	Year 3	HSG Lead Officer CCG Group Manager Service Manager (CPT)	Reduction in youth homelessness by developing education packages and more information for young people around housing and homelessness
	1f) Continue to provide ‘Virtual Learning Environment Tenancy Skills’ Programmes to support tenancy sustainability for people aged 16–25 years.	Year 1	YST Manager	Greater demonstrable awareness in young people of contributing factors that lead to housing issues and homelessness, with awareness about their rights and responsibilities
	1g) Review the current offer for our emergency accommodation, triage and Support Service, and look to develop and increase our offer to those who need to access the service and accommodation.	Years 1,2 & 3	HSG Lead Officer. Principal Housing Officer.	
	1h) Develop core training programme for all relevant social care and housing staff with an explicit focus on developing closer operational relationships and avoiding escalating crisis, i.e. Southwark judgement training.	Years 1 & 2	Housing Solutions Manager. SCDWP	

Housing Support Programme (HSP) Strategy 2022–26

Action	Activities required to deliver the priority	Timescales / By when	Responsible Officer	Intended Outcomes
Action 1 Developing Homelessness Early Intervention & Prevention work	1i) Explore the potential for pre-tenancy assessments to identify vulnerable tenants with a view to targeting support to enable them to sustain their homes and minimise risk of tenancy failure.	Year 1	HSG Gateway Officer Estate Management Team Managers YST Manager Community Hub Lead Officer Strategic Partnership & Inclusion Manager (HDUHB)	The range of commissioned prevention services meet the needs of the citizens of Pembrokeshire and prevents them from having to access statutory services Reduction in youth homelessness by developing education packages and more information for young people around housing and homelessness
	1j) Explore the role of 'keeping in touch' arrangements to help people to sustain their tenancies and limit the number of 'new' tenancies breaking down.	Year 1	HSG Gateway Officer. Estate Management Team Managers. YST Manager. Housing Solutions Manager.	Greater demonstrable awareness in young people of contributing factors that lead to housing issues and homelessness, with awareness about their rights and responsibilities

Housing Support Programme (HSP) Strategy 2022-26

Action	Activities required to deliver the priority	Timescales / By when	Responsible Officer	Intended Outcomes
Action 2 Support for mental health and substance misuse – developing wider system joint working on co-occurring issues	2a) Complete a review with Service Providers and Service Users to ensure they meet the eligibility criteria of the Housing Support Grant.	Years 1, 2 & 3	HSG Lead Officer	Increased partnership working Improved access to housing support and homelessness prevention services by building relationships with health, probation, social services and RSLs and jointly reviewing and developing working practices and processes with key partner agencies.
	2b) The HSG Team will work closely with CMHT and CDAT to ensure that where a Service User has a Care & Treatment Plan, the review is undertaken by the appropriate professional agency.	Year 1	HSG Lead Officer CMHT Manager CDAT Manager	Outcomes will be evidenced through reduced tenancy failures or evictions from Social Housing or supported accommodation/ emergency accommodation providers, reduced homelessness and reduced community risk
	2c) Develop new support packages for people using housing support services that enable independence.	Year 2	HSG Lead Officer	
	2d) Explore and develop increased opportunity for drop-in support for people with low mood and other low level MH.	Year 2	HSG Lead Officer	
	2e) Work with Health and Social Care Services to develop a discharge protocol, so that no one is discharged without suitable accommodation and support.	Year 1	HSG Lead Officer Joint Discharge Team Service Delivery Manager (Patient Flow) –H DUHB	
	2f) Explore barriers to accessing services for customers who become homeless due to Mental Health and Substance Misuse issues including the potential use of shared accommodation models.	Year 2	Customer Liaison Officer HSG Lead Officer Community Hub Lead Officer	

Housing Support Programme (HSP) Strategy 2022-26

Action	Activities required to deliver the priority	Timescales / By when	Responsible Officer	Intended Outcomes
Action 3 Support for young people including an enhanced corporate parenting approach in relation to future accommodation needs	3a) Commission a further 3 bedroom property in order to relocate the young men's accommodation to a property with more communal space.	Year 2	HSG Lead Officer	Rapid response to incidents or individual risks of youth homelessness. Reduction in representations of youth homelessness
	3b) Development of further supported accommodation including LGBT+	Year 3	YST Manager CCG Manager HSG Group Manager HSG RSL Representative	
	3c) Develop independent Mediation/ Conflict Resolution Services (See Action 1).	Year 2	YST Manager CCG Group Manager HSG Lead Officer	
Action 4 Monitor and respond to the impact of post lockdown demand in relation to Violence Against Women, Domestic Abuse and Sexual Violence.	4a) Develop a multi-agency group to ensure a more holistic and preventative approach is taken when recommissioning services that include housing related support services.	Year 2/3	HSG Lead Officer Integrated Safeguarding Service Manager Community Regeneration Manager	Services are more responsive to the diverse needs of people experiencing VAWDASV
	4b) Ensure newly commissioned services are confident and experienced in dealing with co-occurring mental health and substance misuse challenges.	Year 2/3	HSG Lead Officer CMHT Manager CDAT Manager	
	4c) Ensure commissioning considers the needs of LGBTQ+ community.	Year 2/3	HSG Lead Officer	

Strategic **Priority 2**

Ensuring people who are homeless or threatened with homelessness access the right home at the right time and in the right place, as part of our Rapid Rehousing approach.

Action	Activities required to deliver the priority	Timescales / By when	Responsible Officer	Intended Outcomes
Action 5 Providing suitable accommodation towards rapid re-housing and responding to the 'new normal'.	5a) Utilise WG policy guidance to undertake review of Rapid Rehousing Implementation.	Year 3	Principal Housing Officer	An increase in the supply of good quality affordable rented sector accommodation, increasing housing options for households faced with homelessness
	5b) Review current allocations policy. Agree and implement policy changes with RSL partners to support transition to RR model.	Year 2	Principal Housing Officer	
	5c) Reduce barriers to letting to tenants on benefits through a targeted communication package/ press release.	Year 2	Principal Housing Officer Customer Liaison Officer	
Action 6 Review of Covid impact on use of temporary accommodation, in particular bed and breakfast.	6a) Undertake a review of utilisation of temporary accommodation.	Year 2	Principal Housing Officer	A plan for reducing the use of B&B accommodation and unsuitable temporary accommodation
	6b) Continue to map support needs of those in B&B/SA to be able to plan appropriate permanent move on options.	Year 1	Principal Housing Officer	
	6c) Increase supported accommodation provision to reduce use of B&B, particularly for service users with multiple complex needs – with flexible expectations around move on.	Year 2	Principal Housing Officer	
	6d) Reduce numbers of people in B&B.	Year 3	Principal Housing Officer	

Action	Activities required to deliver the priority	Timescales / By when	Responsible Officer	Intended Outcomes
Action 7 Increase access to the Private Rented Sector	7a) Develop and offer ‘Tenancy Ready’ training to prospective tenants aged 25+ to maximise chances of maintaining tenancies (Action 1 for ages 16–25).	Year 2	HSG Provider Forum YHG Manager HSG Lead Officer	An increase in the number of homeless households who have their homelessness prevented or relieved through the provision of a private rent tenancy.
	7b) Develop closer working relationships with lettings agencies and private landlords to increase The number of tenancies offered to people facing homelessness in the private rented sector.	Year 1	Private Rented Sector Liaison Officer	Number of properties that have been leased to the LA by private landlords.
	7c) Raise awareness of the WG PRS Leasing Scheme to lettings agents and landlords in the private rented sector and the benefits that this can offer the Local Authority, landlords and people facing homelessness.	Year 1	Private Rented Sector Liaison Officer	

Housing Support Programme (HSP) Strategy 2022–26

Action	Activities required to deliver the priority	Timescales / By when	Responsible Officer	Intended Outcomes
Action 8 Ensure new homes are built to improve move on from temporary accommodation.	8a) Continue to ensure that new developments take into account and provide for assessed housing need.	Year 2	Private Sector and Housing Strategy Manager	Increased supply of general needs affordable accommodation to be let through Pembrokeshire Council.
	8b) Establish a healthy development ‘main’ and ‘reserve’ programme that contribute to development of more affordable homes – particularly 1 bed properties.	Year 2/3	Private Sector and Housing Strategy Manager. Development & Conservation Manager.	The number of completed affordable housing units by our partner RSL’s will show an annual increase for the lifespan of this Strategy with focus on 1–bed accommodation
	8c) Ensure s.106 arrangements for private developers as outlined in the LDP contribute to the aims of this Strategy.	Years 1/2/3	Private Sector and Housing Strategy Manager. Development & Conservation Manager.	
Action 9 Ensure the range of accommodation is broadened to meet the current and future need (general and supported	9a) Develop and Implement a new move–on strategy with specific input from providers and relevant sections of the council (housing, housing development, social services) and our partners e.g. NHS/ Probation.	Year 2	Principal Housing Officer HSG Forum Chair HSG Planning Group	Increased number of flexible housing options for target groups

Strategic **Priority 3**

Further strengthen Housing Support services.

Action	Activities required to deliver the priority	Timescales / By when	Responsible Officer	Intended Outcomes
Action 10 Review our contractual arrangements with support providers with a view to reducing bureaucracy and improving financial security – encouraging flexibility and innovation, and reducing admin.	10a) Provide longer term funding commitment, when commissioning services, in line with WG 3-year HSG funding allocation to allow better planning and retention of staff.	Years 1/2/3	HSG Lead Officer HSG Planning Group	A clear reported reduction in unnecessary bureaucracy and non-support facing tasks by providers
	10b) Emergency Accommodation/SA given priority for move on where appropriate - operating step up/step down policy to support tenancy sustainability (see Action 9).	Year 2	Principal Housing Officer	Support is delivered in a variety of ways and methods (e.g. face-to-face, virtual and remote), ensuring support is more accessible, engaging and timely, meeting the needs of the people using services
	10c) Source and offer training for HSG funded staff; e.g. suicide awareness, mental health training, housing legislation training.	Years 1/2/3	HSG Lead Officer HSG Forum Chair SCDWP	Both staff and people in the community are able to engage digitally and actively have their needs met through these methods
	10d) Develop digital inclusion skills across services as well as the people we are supporting – linking into to Digital Communities Wales and Digital Connections Programme.	Years 1/2/3	Digital Communities Support Officer Customer Liaison Officer HSPG RSL Representative	
	10e) We will work with our providers and people that use services - to jointly reflect on new ways of working – as a result of the pandemic.			
	10f) Using the lessons learned from above, encourage new ways of working in order to modernise how services are delivered services going forward to ensure they are more accessible, responsive and inclusive.			

Strategic **Priority 4**

Work collaboratively to provide holistic, person-centred support with effective specialist interventions where necessary

Action	Activities required to deliver the priority	Timescales / By when	Responsible Officer	Intended Outcomes
<p>Action 11 We will review all our existing services to ensure that we, along with our partner organisations are commissioning our services in line with the priorities outlined in this strategy.</p>	<p>11a) We will review all our HSG commissioned services over the lifespan of the strategy. Priorities for review in the first 12 months include: VAWDASV Older Person’s Services Mental Health Floating Support.</p>	Year 1	HSG Lead Officer	Our services are fit for purpose and aligned with our vision and strategy
<p>Action 12 Improve multi-agency responses and system working.</p>	<p>12a) Ensure multi-agency oversight for the HSP Strategy and actions, ensuring that monitoring mechanism are in place and that links are sustained with key strategic groups and forums.</p>	Years 1/2/3	Head of Commissioning Interim Head of Housing & Public Protection Services Housing Support Planning Group	<p>Diversified accommodation to meet the range of presenting need as well as increasing affordable units</p> <p>Continued regular meetings to encourage all agencies to support in issues affecting / affected by homelessness</p>
	<p>12b) Set up and maintain sub groups of the strategic housing partnership to continue to explore all opportunities to maximise affordable housing to meet local need.</p>	Years 1/2/3		<p>Increased knowledge and awareness to ensure effective and innovative housing related support services are commissioned and delivered</p>
	<p>12c) Encourage and promote the use of partnership meetings to ensure efficient multiagency responses to multi-faceted issues being faced and support successful outcomes.</p>	Year 1		

Action	Activities required to deliver the priority	Timescales / By when	Responsible Officer	Intended Outcomes
Action 12 Improve multi-agency responses and system working.	12d) Ensure regular HSG Provider Forums take place to share best practice across all multi-agencies and to keep updated on HSG/ Housing policies and procedures.	Year 1	HSG Lead Officer	Diversified accommodation to meet the range of presenting need as well as increasing affordable units Continued regular meetings to encourage all agencies to support in issues affecting / affected by homelessness
	12e) Develop training, updates and briefings to staff and providers to keep abreast of service developments, good practice, innovation and new practices via joint training sessions, HSG Planning Group, and local, regional and national fora.	Year 1	HSG Lead Officer Principal Housing Officer HSPG RSL Representative	Increased knowledge and awareness to ensure effective and innovative housing related support services are commissioned and delivered
	12f) Work with RSL's to reduce barriers to define how we can collectively support customers/ households facing possible homelessness.		Regional Development Coordinator HSG Lead Officer CCG Group Manager	
	12g) Identify joint funding arrangements with partners for the commissioning and delivery of services that require input from NHS, Social Care and Probation.			

Annex B: National Policy Landscape

The evolving homelessness policy landscape has included:

- Publication in 2016 of ‘Preventing Homelessness and Promoting Independence’ – essentially a pathway to economic independence for young people through housing advice, options and homelessness prevention.
- Introduction in 2016 of the ‘When I’m Ready’ arrangements under the Social Services and Wellbeing (Wales) Act, which enabled young people in foster care to remain with their carers beyond the age of 18.
- Publication in 2016 by Barnardo’s of the Care Leaver Accommodation and Support Framework aimed at supporting effective planning and provision of housing and support for young people and care leavers.
- Introduction by Welsh Government of ‘Housing First’ recovery–orientated approach to ending homelessness that centres on quickly moving people experiencing homelessness into independent, permanent housing and providing additional support and services as needed.
- A renewed emphasis, in response to the Covid–19 pandemic on reducing street homelessness by providing temporary accommodation solutions, leading to publication by Welsh Government of Phase 2 planning guidance requiring local authorities and their partners to plan to ensure that all those brought into temporary accommodation are supported into long term accommodation, that the emphasis remains on prevention and keeping homelessness a rare, brief and non–repeated experience.
- Phase 3 planning guidance (2020) supporting the design and development of resilient, sustainable services for the future.
- A series of focused campaigns including the End Youth Homelessness Cymru Campaign 2018, focusing on the needs of the LGBT+ community, supporting those with mental health issues and reducing links between homelessness, educational disengagement and the care system.

- Significant additional investment by Welsh Government, notably £10m in 2019–20 to tackle youth homelessness through enhancing current provision and developing new services; and launch of a £4.8m innovation fund in 2019–20 supporting 26 projects across Wales to new and innovative approaches to housing support.
- A report to Welsh Government from the Homelessness Action Group in 2020 providing a holistic policy perspective to ending homelessness and the Government’s response in the form of a consultation document entitled ‘Ending homelessness: A high–level action plan: 2021–2026’, building on Phase 2 planning guidance.
- A requirement on Local Authorities to finalise a Rapid Rehousing Transition Plan by Sept. 2022.



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