

Housing Support Programme Strategy Interim Review 2026-2027

1 Introduction:

- 1.1 Monmouthshire County Council is required to develop a Housing Support Programme (HSP) Strategy ('the Strategy') every four years, with a mid-point review every two years, outlining the strategic direction of the Council's housing related support services.
- 1.2 MCC published its Housing Support Programme Strategy in 2022 with a mid-point review in 2024. Though a new HSP is now due, the decision has been taken by Welsh Government to delay this process by a year to better align the Rapid Rehousing Guidance and planning process and Local Housing Market Assessment process going forward
- 1.3 To ensure the HSP remains relevant to MCC's housing and homelessness aspirations for the coming financial year a light-touch, desktop review of the 2022-2026 HSP has been conducted using data across the service for the 2024-2025 and 2025-2026 financial years.
- 1.4 At the point of its creation, the Strategy set out a single strategic direction for both homelessness and housing support services in Monmouthshire until 2026. Since its adoption Monmouthshire has created, approved, and begun to implement a Rapid Rehousing Transition Plan concurrently.

Purpose of the Strategy

- 1.5 The Strategy continues to guide the work of MCC in respect of homelessness and housing related support in the medium term and is aligned to MCC's Rapid Rehousing Transition and Action Plan as both are underpinned by the vision to prevent homelessness wherever possible and where we homelessness cannot be prevented it is rare, brief and unrepeatable.
- 1.6 The Strategy seeks to contribute to the Council's commitment to the vision for Monmouthshire to be:
 - A Fair place to live where the effects of inequality and poverty have been reduced.
 - A Green place to live and work, with reduced carbon emissions, and making a positive contribution to addressing the climate and nature emergency.
 - A Thriving and ambitious place, where there are vibrant town centres, where businesses can grow and develop.
 - A Safe place to live where people have a home and community where they feel secure.
 - A Connected place where people feel part of a community and are valued.

- A Learning place where everybody has the opportunity to reach their potential.

1.7 The Strategy fully aligns homelessness and the Council's Housing Support Grant Programme. The on-going review, development and commissioning of the programme is informed by homeless need in the County.

Methodology

This interim strategy draws on data from a range of sources relating to homelessness and housing support. The primary sources used were:

- WHO12 data
- Internal performance data
- Internal service logs
- Housing management system reports
- Local Housing Market Assessment (LHMA)

1.8 Anomalies were identified within Housing Support service logs. In response, a manual data cleansing exercise was undertaken for the 2024–2025 and 2025–2026 financial years. Improvements to data collection processes were then introduced from 2025–2026 onwards.

1.9 Engagement with key stakeholders was also undertaken to better understand the causes of the data anomalies. This included a particular focus on domestic abuse figures referenced in the Needs Assessment (Section 2).

1.10 For consistency, homelessness and prevention data is sourced from WHO12 returns. At the time of writing, the 2025–2026 annual WHO12 data had not yet been validated and has therefore not been included.

New Legislative and Policy Context

National

1.11 Homelessness and Social Housing Allocations Bill

1.12 MCC is closely following the progression of the Homelessness and Social Housing Allocations Bill as it progresses through the Senedd. The Bill will irrevocably change the processes and statutory duties Local Authorities hold with regards to homeless residents.

1.13 Work will begin internally throughout 2026-2027 to support WG and prepare for implementation from 2027 onwards, should the Bill pass the Senedd this term as expected.

Local

- 1.14 **Local Housing Market (LHMA) Refresh 2022-2037, February 2026**
- 1.15 MCC conducted a refresh of the LHMA in Spring 2024 using the new methodology and toolkit provided by Welsh Government. This process produced an estimated need of 404 affordable homes (net), 313 being social rent accommodation, 60 LCHO, 31 intermediate rents per year in Monmouthshire until 2027. For the remaining 10 years of the LHMA period, there is an estimated need for 80 affordable homes, 43 being social rent, 37 intermediate housing.
- 1.16 The LHMA noted high demand for one bedroom accommodation following a significant increase in single person households presenting as homeless post Covid.
- 1.17 The severe shortfall in affordable accommodation to meet demand has a direct impact on the ability to make homelessness 'rare, brief and unrepeatable' in Monmouthshire. Increasing the supply of affordable housing remains one of Monmouthshire's top priorities in addressing homelessness.

2 Review of Needs Assessment

Homelessness

- 2.1 Monmouthshire Housing Options Team conducted **467** homeless applications (Section 62 applied) in the 2024-2025 financial year. This was a slight, but not significant, decrease from the year before and a sign that numbers may be plateauing. Of those who presented **281**, or **60%** were awarded a Section 73 duty, again another small decrease from 2023-2024.

Year	Total Assessments (S62)
2017-2018	533
2018-2019	440
2019-2020	783
2020-2021	379
2021-2022	773
2022-2023	598
2023-2024	495¹
2024-2025	467

- 2.2 Monmouthshire succeeded in reducing households accommodated in TA throughout 2024-2025. In line with Monmouthshire's Rapid Rehousing aims, the council targeted reducing the number of households in B&B, a form of accommodation considered to be poorer in quality and higher in cost. In September 2024 there were 52 households in B&B, by March 2026 that number was 6.

¹ This measure was data cleansed for end of year WHO 12 submission, it may therefore differ from the figure reported in Monmouthshire's previous HSP review (2024).

- 2.3 Initially, Monmouthshire was able to reduce the use of B&B through the acquisition of private leased accommodation. The Council's Monmouthshire Lettings Scheme (MLS) works with landlord to privately lease accommodation to use as temporary accommodation for homeless households. Graphs for 2024-2025 showed a strong positive correlation linking the numbers of households in B&B decreasing as TA stock increased. However, there are now indications that Monmouthshire's use of TA is gradually declining overall. This may also be attributed to the introduction, and increase, in the use of TACP funded accommodation. In 2024-2025 15 properties became available to homeless households through TACP, in 2025-2026 this more than doubles to 32 properties.

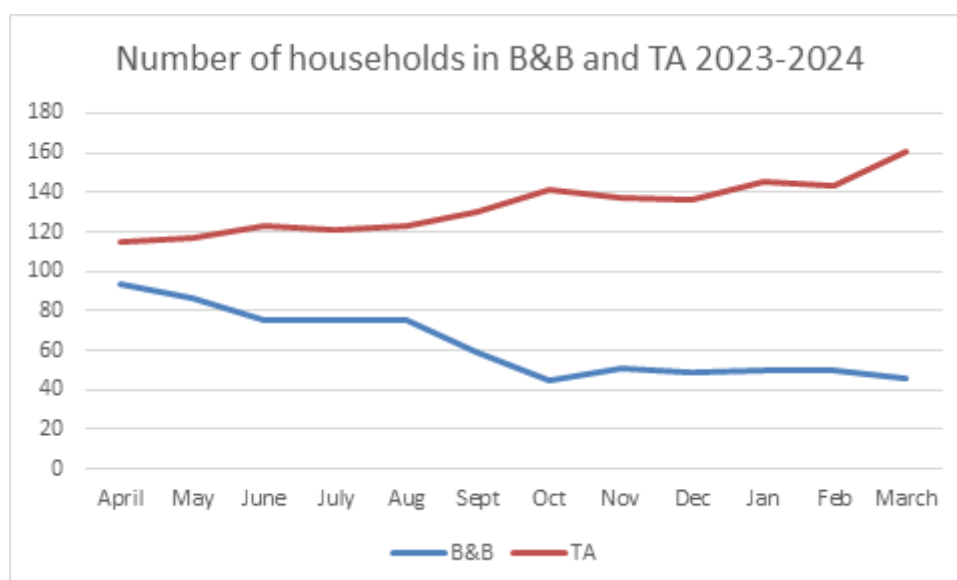


Figure 1: Graph showing strong positive correlation between B&B and TA numbers throughout the 2023-2024 financial year

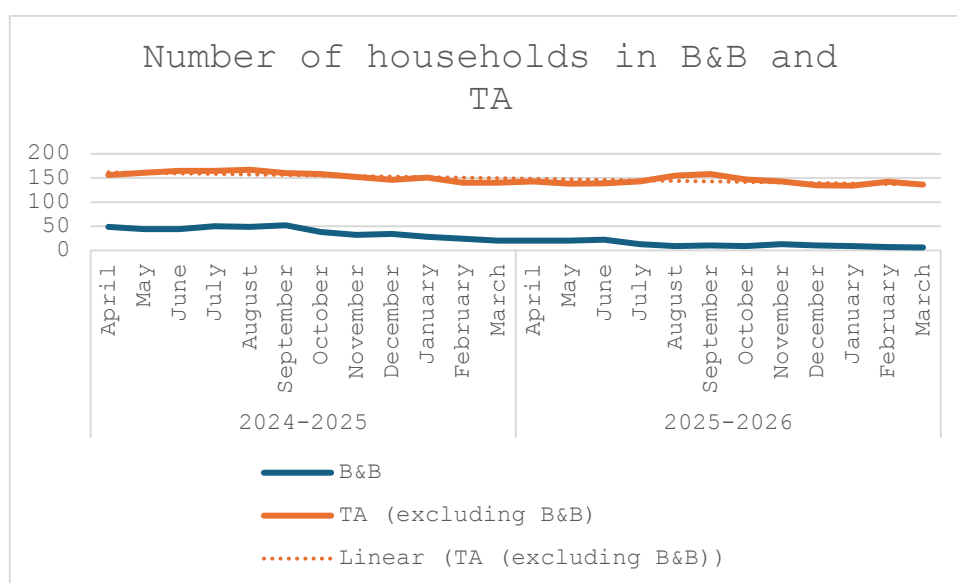


Figure 2: Graph shows strong positive correlation between B&B and TA figures, with both trending downwards

Prevention figures

- 2.4 Avoiding homelessness altogether is the optimum outcome for the household and the local authority. Monmouthshire has a proactive approach to homelessness prevention as part of its wider HSP and Rapid Rehousing strategies. Key to the success of homelessness prevention is a small, dedicated team working with households under a Section 66 duty who are not already in receipt of HSG funded support.
- 2.5 For the 2024-2025 financial year Monmouthshire's Prevention Team recorded a success rate of 71%. Prevention Officers had the greatest success in arranging alternative accommodation with family and friends (41%) and moving households into social rented accommodation (30%).
- 2.6 Reflecting the continuing challenging housing market conditions the Housing Options Team is operating in; Prevention Officers were only able to successfully accommodate 18% of households into the Private Rented Sector (PRS)- and 75% of these were only achieved with the support of an incentive (usually financial). 59% of all the failed Prevention cases in 2024-2025 were due to the unaffordability of the PRS.

PRS-LHMA

- 2.7 This echoes findings from the Feb 2026 LHMA refresh which concluded that although the PRS had increased slightly post Covid, the market was still roughly 65% smaller in 2022 than that of 2012 (Council, 2026). Price increases are often borne of scarcity, and the trend in Monmouthshire would support this. For the same time period that saw the market contract, the average cost increase for a privately rented property was 52.4% (Council, 2026).
- 2.8 Whilst the PRS remains unaffordable and inaccessible to large swathes of Monmouthshire residents social housing becomes the only viable housing option, creating strain on the system. The strain Monmouthshire's social rented accommodation stock is under is evidenced by the increasing waiting times for households on the Housing Register. In 2022-2023 the average time a household in Band 1 was waiting for settled accommodation was 10.2 months, for 2024-2025 this had increased to 11.7 months, and sat at 11.11 months by December 2025. At the same time there has been a decrease in social housing allocations (general needs) to homelessness, from 57% in 2023-2024, to 41% in 2025-2026. The LHMA has identified a need of 313 socially rented properties over the next 5 years.

Housing Support

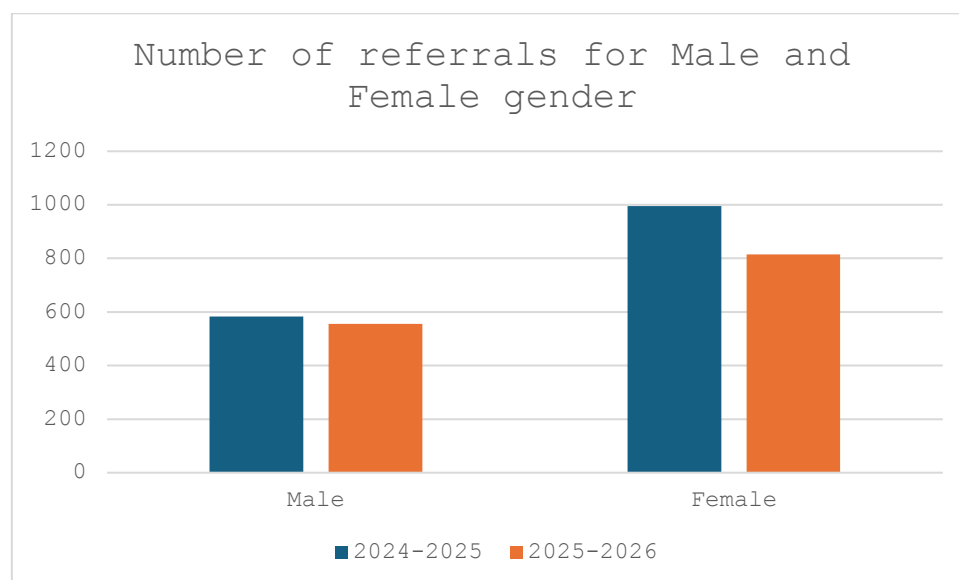
- 2.9 Whilst conversations around boosting affordable housing supply have, understandably, taken precedence in discourse around the reduction of homelessness, Monmouthshire recognises the value of Housing Support as a means to keep homelessness both rare and unrepeatable.

2.10 Good quality, responsive Housing Support forms one of the pillars of Monmouthshire's homelessness and Rapid Rehousing strategies. Work has started on procuring a new Housing Support Grant (HSG) programme that aligns with the needs of residents across Monmouthshire. This process began in 2024 with the first of several tenders set to go live winter 2025 /spring 2026.

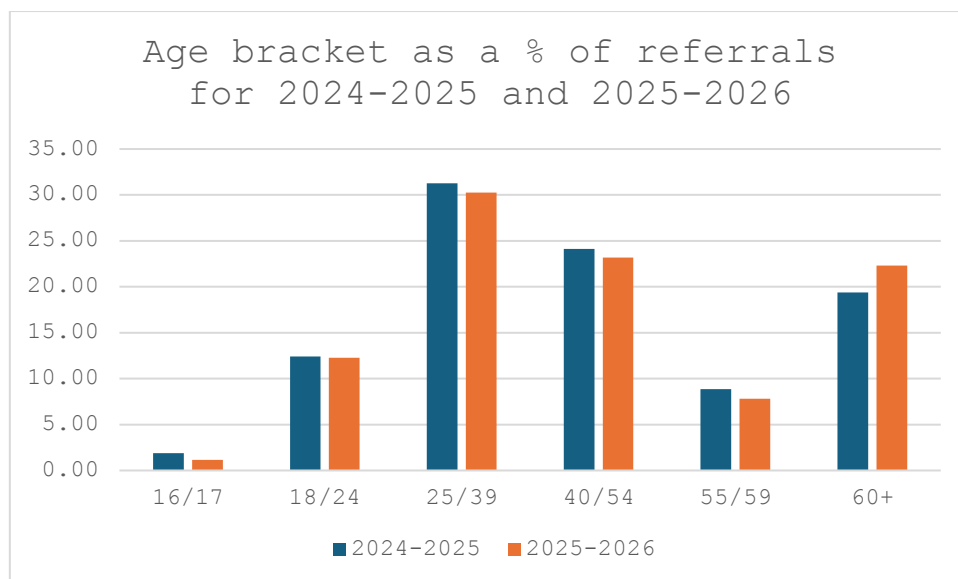
2.11 Anomalies were identified in the Housing Support Grant (HSG) data for 2024–2025. In response, a data cleansing exercise was carried out in Spring 2026 and later applied to the 2025–2026 dataset. This has allowed Monmouthshire's HSG team to improve how data is recorded, giving more accurate and detailed information. However, this means that data from 2024 onwards cannot be directly compared with data from earlier years, though trends can be identified.

Referral Data

2.12 The HSG team saw a drop in referrals from 1605 in 2024-2025 to 1384 in 2025-2026, a decrease of 13.77%. For both years the number of referrals for females outnumbered those for males, which has been a historical trend. However, the proportion of male referred increased in 2025-2026, from 36% of the total referrals to 40%, whilst those for females fell from 62% to 59%.



2.13 The spread of referrals across age groups remained consistent across both 2024-2025 and 2025-2026, with more referrals being made for those over the age of 40 than under.



Referral type

2.14 At the point of referral into Monmouthshire's HSG Gateway team clients will have support needs identified to assist with identifying the correct support provision for their needs.

Lead Need	2024-2025		2025-2026		Variance
	Number of referrals	As a % of referrals	Number of Referrals	As a % of referrals	
Families with Support Needs	110	6.85	68	4.91	-1.94
Generic/Floating Support/Peripatetic (tenancy support services which cover a range of user needs)	146	9.10	113	8.16	-0.93
Men experiencing Domestic Abuse	10	0.62	7	0.51	-0.12
People over 55 years of age with Support Needs (this category must be exclusive of alarm services)	116	7.23	90	6.50	-0.72
People with Alcohol Issues	20	1.25	21	1.52	0.27
People with Chronic Illnesses (including HIV,Aids)	16	1.00	10	0.72	-0.27
People with Criminal Offending History	25	1.56	21	1.52	-0.04
People with Developmental Disorders (i.e. Autism)	14	0.87	16	1.16	0.28
People with Learning Disabilities	15	0.93	23	1.66	0.73
People with Mental Health Issues	474	29.53	563	40.68	11.15
People with Physical and/or Sensory Disabilities	119	7.41	100	7.23	-0.19
People with Refugee Status	1	0.06	2	0.14	0.08
People with Substance Misuse Issues	22	1.37	13	0.94	-0.43
Women experiencing Domestic Abuse	451	28.10	290	20.95	-7.15
Young People who are Care Leavers	17	1.06	15	1.08	0.02
Young People with Support Needs (16 to 24)	49	3.05	32	2.31	-0.74
Grand Total	1605		1384		

2.15 The support need categories with the greatest variance between 2024-2026 were People with Mental Health Issues and Women Experiencing Domestic Abuse. The demand for support with mental health issues continues to climb, with 2025-2026 referrals for support in this area surpassing the number received in 2024-2025 despite there being an overall reduction in referrals through the Gateway.

2.16 Even accounting for differences in data collection, the number of referrals for women experiencing Domestic Abuse has seen a significant shift since 2022-2023. 2023-2024 saw a doubling of the previous year's referrals, and 2024-2025 saw a significant increase again, before a 36% decrease in referrals in 2025-2026.

2.17 Whilst this sudden and significant increase in domestic abuse referrals for women in Monmouthshire is alarming, it unfortunately fits the narrative of the broader area. The Office for National Statistics has recorded that the Gwent

police force area had the highest rate of domestic abuse incidents in the UK per 1,00 people for both 2024 and 2025.

2.18 (Office of National Statistics, 2025)

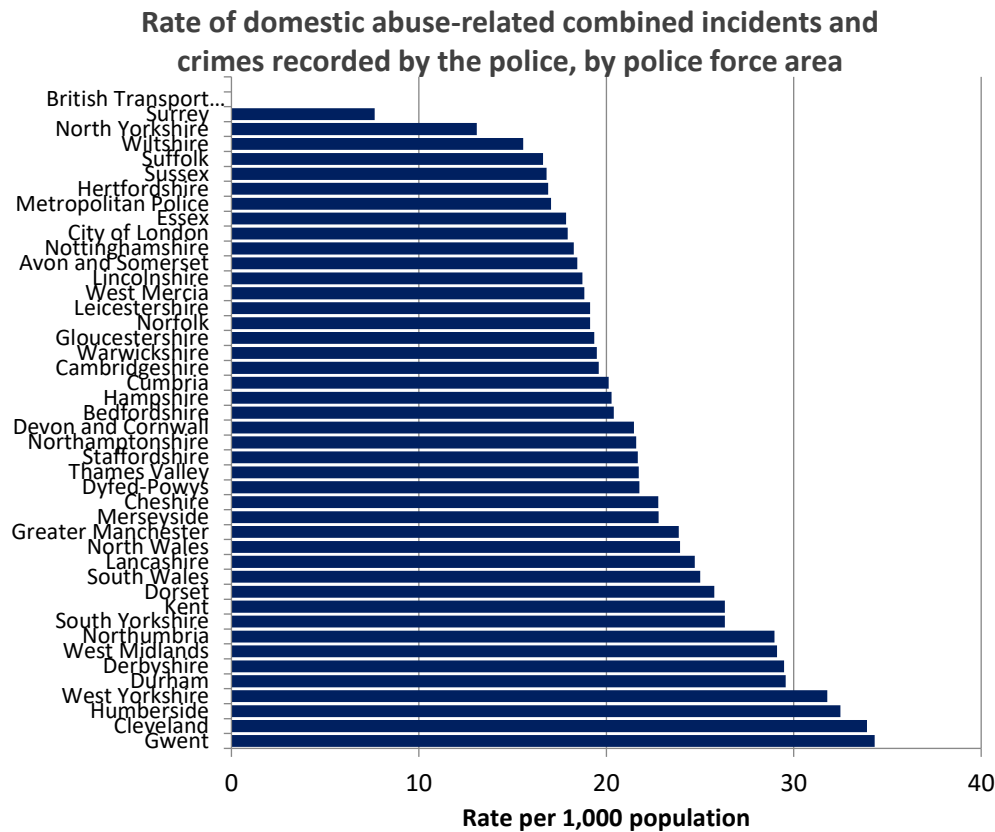


Figure 3: The rate of DA incidents by UK police force area year ending March 2025

2.19 We cannot, however, infer from this data that domestic abuse in any form is more prevalent across Gwent or Monmouthshire, as a significant proportion of such behaviour remains unreported. It is also possible that the increase reflects effective engagement efforts, with Gwent Police successfully encouraging and supporting victims to report incidents rather than an actual rise in occurrence.

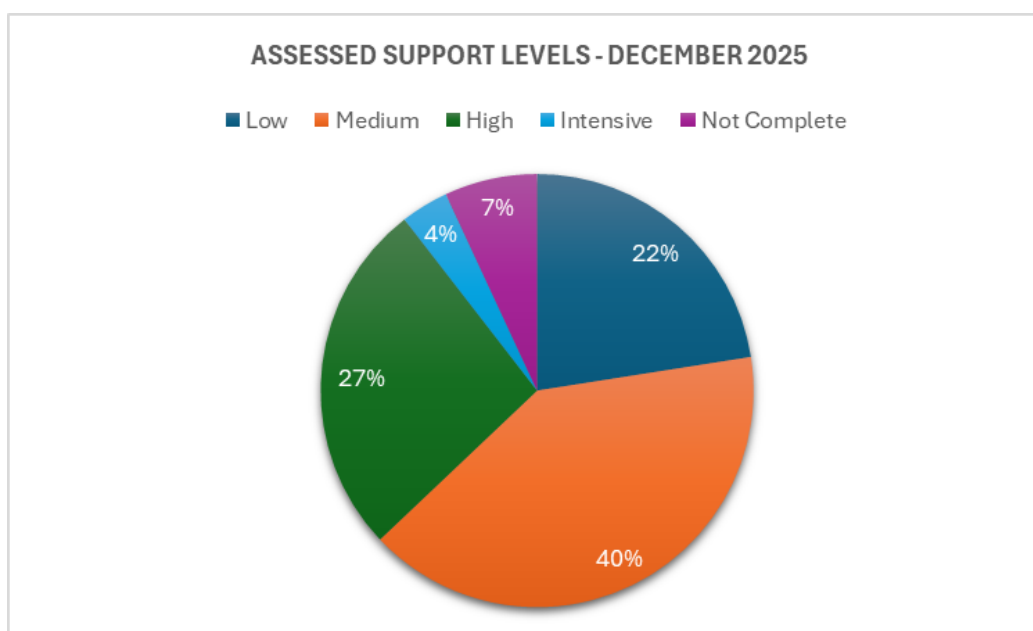
2.20 Whilst the two most frequently recorded support needs are specific- mental health and domestic abuse, the following most occurrent categories are all generic which demonstrates the demand for generic and holistic support services in Monmouthshire, particularly amongst the over 55s.

Level of support need

2.21 The level of support needs for each service user is captured by their support worker in line with the below guidelines. This assessment is under constant review and support workers are responsible for amending a client’s support level as their needs may change. As such, the figures are ‘live’ meaning that they cannot be collected cumulatively, but on a specific date or time.

Level of Need	Definition
Low	People who have very low support requirements, who can be supported into settled accommodation with either a low level of support or just signposting.
Medium	People likely to need floating support but may also require support from other professional services to live independently in settled or temporary accommodation.
High	People who have persistent complex needs and/or a history of repeat rough sleeping
Intense	People who are unable to live independently, perhaps due to concerns around risk to self or others or perhaps even choice. Engagement from professionals such as Social Care and Health to be/or are involved.

2.22 The support needs of all clients in receipt of housing related support were taken in December 2025. At this point in time clients with high and intensive needs recorded made up just over 30% of all service users on housing related support.



2.23 The breakdown of support need levels has shifted quite considerably since those previously reported in June 2024. There has been a reported decrease in those with low level support needs of almost 20%, with an increase in those being supported who have high level support needs by just under 15%.

	Jun-24		Dec-25		
Level of need	Total	%	Total	%	% difference
Low	398	41.03	195	22.52	-18.51

Medium	431	44.43	350	40.42	-4.01
High	115	11.86	230	26.56	14.70
Intensive	21	2.16	31	3.58	1.42
TBC	5	0.52	60	6.93	6.41
Total	970		866		

2.24 The stark contrast in these figures could be due to initial under reporting, as the level of needs scale was still relatively new and not completely imbedded into Monmouthshire's routine data collection; or the number of those approaching support with high level support needs may be increasing rapidly. The answer is probably both. There had been a discrepancy with the anecdotal evidence supplied by support providers and front-line workers and the data in previous collections. Current anecdotal evidence from front line staff supports that the support needs of service users continue to become higher and more complex.

2.25 Individuals with high or intensive support needs often exceed the capacity and remit of housing support providers. Their circumstances typically require coordinated input from multiple agencies and professionals, sometimes involving other HSG-funded services but frequently extending to partners such as Health and Social Care, Probation, and others. Effective collaboration across these services is essential to addressing both the root causes of homelessness and the factors that sustain it.

2.26 Despite demand for housing related support and the proportion of individuals with high and complex needs increasing, Monmouthshire continues to receive one of the lowest allocations on Housing Support Grant in Wales. This restricts the authority's options to address the need in the county.

Temporary Accommodation needs analysis

2.27 All households placed in temporary accommodation are offered support through HSG. Whilst there are a handful of households receiving services from other providers, the majority of households in TA are supported by Pobl- now Codi.

2.28 For both 2024-2025 and 2025-2026 there were more males receiving support in TA than females. The ratio is an inversion of that for the overall HSG support data, with roughly 60% male to 40% female. When contrasted to the wider data set, this would imply that males are overrepresented in temporary accommodation.

2.29 The age profile of those receiving support in temporary accommodation differs from the wider HSG data. There are at least twice as many people under 40 receiving support compared to those aged 40 and over. The largest group is those aged 25–39, which is also the fastest growing. Numbers are also increasing among those aged 40–54. In contrast, the number of individuals aged 16–24 has decreased the most between 2024–2025 and 2025–2026.

2.30 The table below shows identified lead needs for 2024–2025 and 2025–2026. As the number of people in temporary accommodation differs between years, the percentage (%) provides the most meaningful comparison of changing needs.

Row Labels	2024-2025	%	2025-2026	%
Drug and Alcohol Misuse	8	5.19	8	7.34
Criminal Offending	10	6.49	12	11.01
Families	22	14.29	12	11.01
Generic	16	10.39	6	5.50
Mental Health	44	28.57	38	34.86
Over 55	4	2.60	1	0.92
Physical Health	6	3.90	11	10.09
Physical Disability	1	0.65		0.00
Women Experiencing DA	15	9.74	12	11.01
Men Experiencing DA	4	2.60		0.00
Young People	18	11.69	6	5.50
Learning Disabilities	1	0.65		0.00
Neurodiversity	1	0.65		0.00
Care Leaver	4	2.60	2	1.83
Grand Total	154		109	

2.31 Mental health remains the most significant support need and has increased further as a proportion of cases. There has also been a notable rise in physical health needs, which have more than tripled, and in needs linked to criminal offending, which have almost doubled. Both are more prevalent among those in temporary accommodation compared to the wider Housing Support Grant (HSG) population.

2.32 In contrast, while domestic abuse referrals have increased significantly across wider HSG services, this is not reflected to the same extent in temporary accommodation, where the proportion has risen only slightly.

2.33 There has been a reduction in categories such as Families, Generic, and Young People. This is likely to reflect improvements in data recording, with a move away from broad “catch-all” categories towards more specific identification of need.

2.34 The overall level of need within temporary accommodation has increased. There has been a clear rise in those assessed as having ‘high’ support needs, alongside a reduction in those with low or medium needs. This trend is consistent with wider patterns seen across HSG services.

Need Level	2024-2025	%	2025-2026	%
Intensive	6	4.08	6	5.66
High	45	30.61	61	57.55
Medium	52	35.37	26	24.53

Low	44	29.93	13	12.26
Total	147		106	

2.35 Looking more closely at those assessed as having ‘intensive’ support needs in 2025–2026, all individuals had mental health identified as either a primary or secondary need. Other needs present within this group include domestic abuse, physical health issues, and younger age-related vulnerabilities. Substance use is only recorded once as a formal support need; however, in practice, it is known that all individuals in this group are affected by drug and/or alcohol use.

2.36 In comparison, the ‘intensive’ group in 2024–2025 displayed a wider range of needs, with no single issue standing out as dominant.

Reviews

2.37 All services commissioned by HSG in Monmouthshire are reviewed by a dedicated commissioning and review officer. By December 2025 all external HSG funded services had been reviewed providing feedback on the compliance, efficacy and experience of providers.

2.38 The outcome of the reviews has been positive, services have been found to provide good quality support in line with HSG objectives. However, there are recurring themes around the challenges facing support providers and the wider HSG commissioning team.

Challenges

2.39 Recruitment and retention of staff

The reviews identified the difficulties facing support providers in staffing their services. Staff pay has not kept pace with the increase in workload, both in volume and complexity, particularly for frontline staff. This has significantly affected providers’ ability to recruit and retain skilled workers, especially where alternative employment opportunities offering higher pay and lower levels of responsibility are readily available. In Monmouthshire this has resulted in staff shortages amongst some projects, affecting service delivery and morale on teams. As the demand for HSG support services is increasing, the capacity to meet this demand is reducing.

2.40 Financial sustainability

Financial sustainability remains a significant challenge for housing related support services in Monmouthshire. The county has consistently received one of the lowest allocations of Housing Support Grant (HSG) funding across Wales. At the same time, both costs and demand have increased, placing sustained pressure on the commissioning team and service providers to deliver more with fewer resources in real terms. As funding continues to be constrained, a number of providers are now approaching, or operating within, financial deficit. This has limited the ability to expand services to meet rising demand, led to a reduction in overall capacity, and created a consequential impact on workforce stability.

2.41 In response, the Monmouthshire HSG commissioning team has embarked on a recommissioning programme aimed at developing a more financially sustainable programme of services that is better aligned with the county's housing related support needs. However, despite this proactive approach, insufficient funding means the HSG programme will continue to fall short of meeting all identified needs. Monmouthshire currently experiences, and is expected to continue to experience, the greatest gaps in provision for individuals with the highest and most complex support needs—a cohort that is increasing over time and whose support requirements are inherently the most costly. In light of this, the HSG Commissioner and Affordable Housing Strategy Officer are actively exploring the viability of delivering complex and high-needs supported accommodation through partnership arrangements, recognising that the HSG budget alone is insufficient to meet this level of need.

Service User Feedback

2.42 The reviewing officer met with service users from each project to gather meaningful feedback on their experiences. The feedback indicated that the support services had made a significant positive impact on the lives of the households involved. A recurring theme was the improvement in households' financial circumstances following access to specialist benefits advice and support. In one instance, the intervention of the support service contributed to children being able to return to the care of their parent(s).

2.43 A strong theme emerging from feedback across the programme was the fragmentation of services. Some households reported difficulties in navigating the HSG support offer and expressed confusion about which organisation was providing their support. There was also frustration regarding the perceived lack of continuity, particularly in relation to changes in support workers and, in some cases, service providers. While such changes may reflect positive progress in a service user's circumstances, they were nonetheless experienced as disruptive by some households.

Recommissioning

2.44 Indicative project proposals and planned activity to address the gaps in housing related support services in Monmouthshire include:

Service	Description of activity	Timeline
	<u>COMPLETED</u>	
Additional Housing First Project Support Worker	Following successful pilot of Housing First project, to meet demand an additional 1FTE Housing First Coordinator was commissioned	Started April 2022
Regional Offender Services	Review and tender of regional offender services (i.e. Pathways / PREP)- Torfaen HSG as the host LA	New project started April 2022
Training & Development	To provide training for HSG Sector: ➤ Money Guiders Wales	Ongoing

	➤ Renting Ready – Train the Trainer ➤ Renting Homes Act sessions ➤ Psychologically Informed Environments Trauma Informed Approaches ➤ Neurodiversity Training	March 2023 Feb/March 2023 2022 Feb 2023
HSG Planning Group	To establish a HSG Planning Group to work in Partnership with other services and organisations to prioritise the needs across Monmouthshire, look at duplication of services and any joint funded projects opportunities	Completed October 2024
Training & Development	Establish a core set of training expectations for HSG services Ensure regular training updates are carried out with new starters in HSG projects e.g. Outcomes, Locata	2024-25 ongoing
Generic Housing Support Services	Review and evaluate Generic Housing Support services including Family Intervention, Housing & Wellbeing Projects Look at needs <i>Completed</i>	Completed & Signed off July 2024
Rough Sleeper, Sofa Surfers, NFA and TA Services	Review and evaluate <i>Completed</i>	Completed & Signed off July 2024
Family Mediation – HSG	Agreed to HSG Pilot and a review but due to staffing issues and lack of referrals project was decommissioned at the end of March 2025. However, a contribution to Children's Services Mediation to support any young people who require family mediation	31 st March 2025
Mental Health	Review and evaluate	Completed & Signed off July 2024
VAWDASV	Review and evaluate	Completed & Signed off July 2024

Young Person's Service	Review and evaluate	Completed & signed off Feb 2025
Substance Misuse Services	Review and evaluate	Completed & signed off March 2025
Housing First	Review and evaluate	Completed & Signed off September 2025
Pricing Schedule	Due to rising costs for HSG commissioned services e.g. staff costs, cost of living and inflation a review of the Pricing Schedule to ensure projects continue to be sustainable	Completed and In place for 1 st April 2025
	TO BE COMPLETED 2025-26	
Re-model, Re-commission, Tender	Once all services are reviewed, look at all client needs, gaps, priorities and work with Procurement for new services	2024-26
Recommission & Tender	Recommission the following services: ➤ Generic ➤ Temporary Accommodation and Rough Sleeper ➤ VAWDASV ➤ Mental Health ➤ Young People	2025-26
Older Persons Services	Review and evaluate	2025-26
Housing Support Team	Review and evaluate services under the Housing Support Team: ➤ Gateway ➤ Benefits ➤ Housing Intervention Panel	2025-26
Inhouse Housing Support Workers	Severn View Temporary Supported Accommodation is a new project. 2 FTE posts have been recruited with a start date of 1 st June 2025. Handover of Severn View has expected start date after maintenance and handover to Housing of the 1 st June 2025	To be completed by June 2025

3 Achievements 2024 onwards

Headline achievements

- The percentage of homelessness successfully prevented remains consistently high; 71% for 2023-2024; 71% for 2024-2025 and 75% for April- December 2025.
- Homeless applications continue to reduce, though at a slower pace. 2024-2025 saw a 5.6% decrease on 2023-2024 and 2024-2025, which itself was a 17.22% decrease on 2022-2023.

- Households owed a S73 accommodation duty has declined- 294 in 2023-2024 to 281 during 2024-2025.
- Households placed in B & B has reduced again, standing at 163 for 2024-2025. This is less than half the number placed in 2021-2022 (389), and 59 households less than 2023-2024. As of December 2025, 52 households had been placed in B&B accommodation for the 2025-2026 financial year.
- Homeless households in Band 1 of the Housing Register have fallen from 303 (April 2024) to 216 (April 2025).

Reduction of B&B

3.1 As part of Monmouthshire's Rapid Rehousing implementation plan the local authority aims to reduce the time households spend in poor quality B&B accommodation that impedes positive wellbeing. The Housing teams have worked hard to make this a reality, with Monmouthshire Council significantly reducing its use of B&B accommodation as a form of temporary accommodation from 2024. This has particularly benefitted households with children, with only one family placed in B&B between April and December 2025. This is a position which seemed unthinkable when the HSP was initially composed in 2021/22.

Severn View

3.2 Monmouthshire experienced a significant rise in homelessness presentations from single-person households with medium plus support needs during the Covid-19 pandemic, and this trend has persisted. With limited alternative accommodation options available, the authority placed many of these households in unsuitable B&B settings, supported by 24-hour security to manage associated risks. In response, HSG-funded provision was restructured to deliver support to all individuals in temporary accommodation through a floating support model.

3.3 In 2024 the decision was made for the Housing department to take over and run a section of Severn View, a disused care home, for temporary accommodation. Housing Accommodation and Housing Support teams worked collaboratively to design a temporary accommodation unit that would better meet the needs of homeless single households with moderate to high support needs. The refurbished unit retains a 24/7 security presence who now work alongside a small team of in-house support workers onsite during office hours and a scheme co-ordinator. The layout of the building allows for partner agencies to deliver outreach services as well as the facilities to promote independent living (washing, kitchen and living rooms). Severn View opened in August 2025 and can accommodate 17 people.

Action plan

- 3.4 Updates have been given for the priorities and accompanying actions contained in the Action Plan (Appendix 1). Now that the Rapid Rehousing Transition Plan has been adopted and embedded into Monmouthshire's strategic framework and is filtering into service delivery, the decision was taken to amend this priority to reflect maintaining. As the authority anticipates the phased implementation of the new Homelessness legislation (Homelessness & Social Housing Allocations (Wales) Bill) a new priority has been identified. This can be found in the updated action plan in Appendix 2 alongside additional actions for the 2026-2027 financial year.

4 Conclusion

- 4.1 This report highlights a changing picture of homelessness and housing support in Monmouthshire, with demand becoming increasingly shaped by complexity, affordability pressures, and the limitations of existing provision.
- 4.2 Recent homelessness trends would indicate a picture of stabilising demand which has afforded the housing options team the space to work on reducing the reliance on B&B to meet MCC's housing duties and to secure alternative, more sustainable options.
- 4.3 One of the largest challenges to both preventing and relieving homelessness remains the availability of settled accommodation, both in the private market and through social housing. Despite a reduction in homelessness presentations, the average wait in Band 1 for social housing has increased. This is occurring alongside a decrease in the proportion of social housing allocations to homeless households (general needs), which has reduced from 57% in 2023–2024 to 41% in 2025–2026. Taken together, these factors indicate increasing pressure on access to settled accommodation and slower move-on from homelessness.
- 4.4 Housing-related support remains a critical component of Monmouthshire's response to homelessness, both in preventing housing loss and sustaining tenancies. Demand for support services remain steady, demonstrating a continuing need. However, data indicates a specific growing pressure on support services due to a rise in complexity of need. Anecdotally and empirically the evidence points to a system shift, rather than a temporary spike towards a rising demographic whose needs exceed standard housing support models not available in Monmouthshire. The ability to fund appropriate services to effectively meet this growing complexity remains a challenge in Monmouthshire due to the allocation of HSG funding, which is comparatively low and limits the authority's capacity to respond to increasing demand.

- 4.5 The lack of suitable housing options for those whose needs surpass traditional housing options has resulted in an increase of high and complex needs clients being managed in temporary accommodation. Severn View has been designed to more effectively meet the needs and challenges of this cohort but is not a replacement for a purpose built complex needs provision. Severn View remains, first and foremost, a temporary accommodation unit designed for short term placements for those with a housing duty. There remains a clear gap in provision for services equipped to respond to multiple and overlapping needs, particularly within longer-term, higher-support accommodation settings.
- 4.6 Overall, the evidence presented in this interim strategy demonstrates a system under increasing pressure, with rising complexity of need and constrained housing options. Addressing these challenges will require a shift towards more integrated, higher-support, and longer-term solutions, alongside continued investment in prevention. This strategy provides a clear foundation for shaping future commissioning and partnership working to ensure homelessness in Monmouthshire remains rare, brief, and non-recurrent.