



Llywodraeth Cymru  
Welsh Government

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Welsh Government  
Consultation Document

## Ending Homelessness Outcomes Framework

We want your views on our proposed Ending Homelessness Outcomes Framework.

Date of issue: 12 June 2023

Action required: Responses by 18 September 2023

### Overview

This consultation is to gather views on the draft Ending Homelessness Outcomes Framework.

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Mae'r ddogfen hon ar gael yn Gymraeg hefyd / This document is also available in Welsh

Rydym yn croesawu gohebiaeth a galwadau ffôn yn Gymraeg / We welcome correspondence and telephone calls in Welsh

# Ending Homelessness Outcomes Framework

## 1. Introduction

- 1.1 The purpose of the Ending Homelessness Outcomes Framework (EHOF) is to provide a clear strategic direction for preventing and ending homelessness in Wales by identifying the desired long-term outcomes and illustrate progress towards achieving these outcomes over time.
- 1.2 Specifically, the EHOF has been designed to demonstrate the impact of, and progress against, the high-level actions set out in Welsh Government's [Ending Homelessness Action Plan](#), published in November 2021. **Table 1** on page 3 of this document sets out how each of the Strategic Outcomes in the EHOF align with the Action Plan. This rationale is also set out in the accompanying consultation document (see pages 12-13 <https://www.gov.wales/ending-homelessness-outcomes-framework>)

## 2. Approach to developing the Ending Homelessness Outcomes Framework

2.1 The Outcomes Framework is structured as follows:

- **Strategic Outcomes** – To set out the broad overarching outcomes that align with key themes of the Ending Homelessness Action Plan.
- **Detailed Outcomes** – Each Strategic Outcome is underpinned by a range of detailed outcomes to define the desired specific outcomes for the people of Wales.
- **Data indicators** – Each detailed outcome has at least one proposed 'data indicator' that has been identified to measure progress over time in achieving an outcome.

This approach is illustrated in **Diagram 1** below:

**Diagram 1: Conceptual approach to developing the Ending Homelessness Outcomes Framework**



### 3. Strategic Outcomes

3.1 **Diagram 2** below sets out the six Strategic Outcome areas. These have been identified to capture key themes in our Ending Homelessness Action Plan to make homelessness rare, brief and unrepeated and underpinning policy principles.

**Diagram 2: Strategic outcomes**



**Table 1** below provides the rationale for each Strategic Outcome and how each aligns with the Ending Homelessness Action Plan.

**Table 1: Rationale for Strategic Outcomes**

<b>Strategic Outcome</b>		<b>Rationale</b>
<b>1</b>	<b>Rare: People are prevented from experiencing homelessness in the first place as early as possible</b>	To reflect our commitment to prevent homelessness in the first place and to ensure the right focus in the right preventative areas. <i>This aligns with an overarching theme and policy principle in the Action Plan that the earliest preventions are most effective and most cost effective and should always be the interventions of first choice.</i>
<b>2</b>	<b>Brief: People get a quick and effective response if they experience homelessness</b>	To reflect our commitment to transition towards a 'rapid rehousing' approach to provide people experiencing homelessness with secure, settled and self-contained housing as quickly as possible and are able to access the right level of support to achieve this. <i>This aligns with an overarching theme in the Action Plan that a national focus on rapid rehousing will lead to a Wales where homelessness is brief.</i>
<b>3</b>	<b>Unrepeated: People do not experience multiple episodes of homelessness</b>	To reflect our commitment to ensuring we have a system which places the right people in the right homes in the right communities with the right support, to enable people to succeed and thrive. <i>This aligns with an overarching theme in the Action Plan.</i>
<b>4</b>	<b>Workforce: A resilient and valued homelessness and housing support workforce recognised for their expertise</b>	To reflect our commitment to develop a resilient and valued homelessness and housing support workforce recognised for their expertise. <i>This aligns with an Action 5 in the Action Plan.</i>
<b>5</b>	<b>Public Service response: Public services work effectively in a trauma-informed way to end homelessness</b>	To reflect our ambition that Welsh public services work effectively in partnership to prevent and end homelessness. <i>This aligns with a policy principle in the Action Plan that tackling and preventing homelessness is a public services matter rather than only a 'housing matter'.</i>
<b>6</b>	<b>Person-centred approach: Public services ensure equitable access which meets the needs of their local population and is tailored to individual need</b>	To reflect our commitment to ensuring equitable access to support and public services valuing people's lived experience. <i>This aligns with a policy principle in the Action Plan that all services should place the individual at the centre and work together in a trauma informed way.</i>

#### 4. Underpinning detailed outcomes and data indicators:

The tables presented in the remainder of this document provide information on each of the proposed Detailed Outcomes that underpin each Strategic Outcome; alongside supporting 'data indicators' to measure progress against each detailed outcome. Each data indicator has been assigned a coloured 'RAG' status:

<b>Data key</b>
<b>Currently captured</b>
<b>Partly captured/data collection needs reinstating</b>
<b>Not currently collected – scope for future data collection</b>

#### Data indicators

- 4.1 A proposed 'long list' of data indicators has been refined by Homelessness Prevention policy officials working closely with Welsh Government's Knowledge and Analytical Services Division. Consideration has been given to the availability of existing data sources and feasibility of future data collections, to ensure that the proposed 'data indicators' accurately inform and measure progress against each detailed outcome.
- 4.2 There are cases where 'data indicators' are not captured (either fully or at all) by current data sources. Where data sources have not been identified to measure indicators, these are framed as future aspirations and are RAG rated as red. Where data indicators could be partly captured, or approximated by other data measures, these are RAG rated as amber and are classed as 'proxy' indicators.
- 4.3 It should be highlighted that the data indicators and the data sources from which they are derived are also subject to change, depending on both the responses to the EHO consultation, and based on future changes to homelessness legislation and any implications on public sector duties and resulting statutory data collections.

**RARE: People are prevented from experiencing homelessness in the first place as early as possible**

Detailed Outcome	Data Indicator	Indicator source & RAG status
<p><b>1. Fewer households experience homelessness in the first place</b></p>	(a) Number of households presenting as homeless	Approximated by using the Statutory Homelessness data returns, by computing the unique number of households presenting as homeless
	(b) Percentage of households prevented from becoming homeless after accessing support from local authorities	Captured within the Statutory Homelessness data returns
	(c) Number (and percentage) of households at risk of homelessness within 56 days to whom a prevention duty was owed (section 66), which ended under section 67 (2) as they became homeless	Captured within the Statutory Homelessness data returns
	(d) Number of households experiencing hidden homelessness absolute and per 10,000 households	No data sources currently capture this indicator; therefore it is framed as a future aspiration to collect.
	(e) Number (and percentage) of households citing the following reasons as main reason for loss of last settled home (Section 73): <ul style="list-style-type: none"> <li>➤ Parent no longer willing or able to accommodate</li> <li>➤ Other relatives or friends no longer willing or able to accommodate</li> <li>➤ Breakdown of relationship with partner:</li> <li>➤ Non-violent</li> <li>➤ Violent</li> <li>➤ Violence and harassment:</li> <li>➤ Racially motivated</li> <li>➤ Due to religion/belief</li> </ul>	Captured within the Statutory Homelessness data returns

	<ul style="list-style-type: none"> <li>➤ Due to gender reassignment (gender identity)</li> <li>➤ Due to sexual identity/orientation</li> <li>➤ Due to disability</li> <li>➤ Due to another reason</li> <li>➤ Mortgage arrears (repossession or other loss of home)</li> <li>➤ Rent arrears: <ul style="list-style-type: none"> <li>- On social sector dwellings</li> <li>- On private sector dwellings</li> </ul> </li> <li>➤ Loss of rented or tied accommodation</li> <li>➤ Prison Leaver</li> <li>➤ In institution or care (e.g. hospital, residential home, army etc.)</li> <li>➤ Current property unaffordable</li> <li>➤ Current property unsuitable</li> <li>➤ Other (including homeless in emergency, returned from abroad, sleeping rough or in hostel)</li> </ul>	
	<p>Link to Housing Support Grant Primary Outcome 1:  People have been able to engage with housing related support services (advice, information and assistance) and are better informed about the options available to them and/or know where to go for assistance</p>	<p>Housing Support Grant outcomes framework</p>
	<p>Link to Housing Support Grant Primary Outcome 4:  People using HSG services can manage their existing accommodation/home which prevents them from either becoming homeless or from having to access more costly public services (e.g. health, social care services)</p>	<p>Housing Support Grant outcomes framework</p>



<p><b>2. Groups at greatest risk are identified and measures put in place so that fewer people in those groups experience homelessness</b></p>	<p>(a) Number of people with one or more at risk characteristics for which assistance has been provided (broken down by section 66, 73 and 75)</p>	<p>Partly captured within the Statutory Homelessness data returns.</p>
<p><b>3. Children and young people at risk of homelessness are identified at an early stage and prevented from experiencing homelessness</b></p>	<p>(a) Number of dependent children aged 16 and under living in temporary accommodation by accommodation type</p>	<p>This data can be captured within the monthly <i>Homelessness Accommodation Provision and Rough Sleeping</i> management information data, however the quality will need to be improved before it can be published by type of temporary accommodation and at a Local Authority level.</p>
	<p>(b) Number of 16-24 year olds living in temporary accommodation by accommodation type</p> <ul style="list-style-type: none"> <li>➤ Number of young people aged 16-17 years living in temporary accommodation</li> <li>➤ Number of young people aged 18-24 years living in temporary accommodation</li> <li>➤ Number of care leavers aged 16-17 years living in temporary accommodation</li> <li>➤ Number of care leavers aged 18-24 years living in temporary accommodation</li> </ul>	<p>Scope to be captured within the <i>Homelessness Accommodation Provision and Rough Sleeping</i> management information data.</p>
<p><b>4. No one is street homeless</b></p>	<p>(a) The number of people street homeless in a month, per local authority (absolute and per 100,000 population)</p>	<p>Captured within the <i>Homelessness Accommodation Provision and Rough Sleeping</i> management information data.</p>
	<p>(b) The number of NEW people street homeless by local authority</p>	<p>Scope for potential inclusion within the <i>Homelessness Accommodation Provision and Rough Sleeping</i> management information data.</p>



<p><b>5. Support is available to ensure family and relationship breakdown does not result in homelessness</b></p>	<p>(a) Number (and percentage) of households citing the following reasons for being threatened with homelessness (Section 66) and/or for loss of last settled home (Section 73)</p> <ul style="list-style-type: none"> <li>➤ Parent or other relatives or friends no longer willing or able to accommodate</li> <li>➤ Breakdown of relationship with partner, violent or non-violent</li> <li>➤ Parent no longer willing or able to accommodate</li> <li>➤ Other relatives or friends no longer willing or able to accommodate</li> </ul>	<p>Captured within the Statutory Homelessness data returns</p>
<p><b>6. Sufficient supply and access to good quality, affordable, safe homes to meet housing need</b></p>	<p>(a) Percentage of households spending 30% or more of their income on housing costs</p>	<p>Captured within the National Wellbeing of Wales indicators</p>
	<p>(b) Housing supply</p> <ul style="list-style-type: none"> <li>➤ New dwellings completed</li> <li>➤ Sizes of the units/number of bedrooms</li> <li>➤ Housing need</li> </ul>	<p>The data sources for this indicator are captured within the Dwelling stock estimates data, the New Dwellings completed data and the Estimates of Housing need data.</p>
	<p>(c) Number of households on the Common Housing register</p>	<p>No data sources currently capture this indicator, therefore it is framed a future aspiration to collect. No common housing register across Wales</p>
	<p>(d) Percentage of homeless households who are allocated social and PRS tenancies</p>	<p>Captured within the Statutory Homelessness data returns</p>
	<p>(e) Percentage of all homes that meet the quality standards for social housing and Private Rented Sector</p>	<p>This indicator will be captured using the Welsh Housing Quality Standard returns for the social housing element, and a proxy data measure</p>

		using EPC ratings will be used for the PRS element (until the next Welsh Housing Conditions survey is published).
<b>7. Everyone in Wales has the necessary resources to satisfy their needs</b>	<p><b>Indicator 18</b> Percentage of people living in households in income poverty relative to the UK median: measured for children, working age and those of pension age</p> <p><b>Indicator 19</b> Percentage of people living in households in material deprivation</p> <p><b>Indicator 10</b> Gross Disposable Household Income per head</p>	<p>These outcomes will be captured by referencing to the wider structural factors included in Welsh Government's published <u><a href="#">Wellbeing of Wales: national indicators</a></u>   <u><a href="#">GOV.WALES</a></u></p>
<b>8. Everyone in Wales has access to decent jobs</b>	<p><b>Indicator 16</b> Percentage of people in employment, who are on permanent contracts (or on temporary contracts, and not seeking permanent employment) and who earn at least the real Living Wage</p> <p><b>Indicator 21</b> Percentage of people in employment</p>	
<b>9. Everyone in Wales has access to the primary and social health care they need</b>	<p><b>Indicator 2</b> Healthy life expectancy at birth including the gap between the least and most deprived</p> <p><b>Indicator 24</b> Percentage of people satisfied with their ability to get to/ access the facilities and services they need</p>	

**BRIEF: People get a quick and effective response if they experience homelessness**

Detailed Outcome	Data Indicator	Indicator source & RAG status
<p><b>1. People experiencing homelessness can access a settled home as quickly possible</b></p>	<p>(a) Length of time between initial placement in temporary accommodation and transition into settled accommodation (by duration category)</p>	<p>Scope to be measured using the Statutory Homelessness data returns by using the length of time spent in temporary accommodation</p>
	<p>(b) Number of people placed into suitable long term accommodation during period</p>	<p>Available within the <i>Homelessness Accommodation Provision and Rough Sleeping</i> management information, however the quality would need to be improved before breakdowns by Local Authorities could be published.</p>
	<p>(c) The length of time between people being assessed as homeless and moving into settled accommodation</p>	<p>No data sources currently capture this indicator, and likely none will be able to be until individualised case level data is available, therefore it is framed as a future aspiration to collect.</p>
	<p>(d) The length of time between people being identified as street homeless and moving into settled accommodation</p>	<p>No data sources currently capture this indicator, and likely none will be able to be until individualised case level data is available, therefore it is framed as a future aspiration to collect.</p>
<p><b>2. Nobody experiences homelessness long-term</b></p>	<p>(a) The number of households experiencing long-term homelessness (absolute and rate per 10,000 households)</p>	<p>This indicator can be proxied by using the Statutory Homelessness data collection, by capturing the number of households experiencing long-term placements within temporary accommodation</p>

	b) The number of people experiencing long-term street homelessness (absolute and rate per 100,000 population)	Scope for potential inclusion within the <i>Homelessness Accommodation Provision and Rough Sleeping</i> management information.
<b>3. People can access suitable, co-ordinated multi-agency support, tailored to their needs, where needed</b>	(a) Number of households experiencing homelessness or at risk of experiencing homelessness.	This indicator will be proxied by using the Statutory Homelessness data collection by calculating the number of households presenting for assistance (section 66 and section 73)
	(b) HSG Primary Outcome 2 - People have been able to access emergency or temporary supported accommodation	This indicator is captured within the Housing Support Grant outcomes framework
	(c) HSG Primary Outcome 3 - People can access and sustain a tenancy in a suitable settled home HSG outcomes data collection will not be able to tell you the length of referral time.	This indicator is captured within the Housing Support Grant outcomes framework

**UNREPEATED: People do not experience multiple episodes of homelessness**

Detailed Outcome	Data Indicator	Indicator source & RAG status
<b>1. People do not experience multiple episodes of homelessness</b>	(a) The number of households who received a relief duty (Section 73 or Section 75) who later (within X months) submitted a further homeless application (absolute, per 10,000 households, and as a proportion of all applications)	Captured by a proxy data measure from the <i>Homelessness Accommodation Provision and Rough Sleeping</i> management information data, but this will need to be of better quality before publishing.
	(b) Number of people experiencing long term street homelessness	Scope for potential inclusion within the <i>Homelessness Accommodation Provision and Rough Sleeping</i> management information data.
<b>2. People receive support appropriate to their needs to sustain their tenancies</b>	Link to Housing Support Grant Primary Outcome 3: People using HSG services are not homeless	This indicator is captured within the Housing Support Grant outcomes framework
	(a) Number of people experiencing repeat homelessness	Captured by a proxy data measure from the <i>Homelessness Accommodation Provision and Rough Sleeping</i> management information data, but this will need to be of better quality before publishing.
	(b) Number of people experiencing repeat street homelessness	Scope for potential inclusion within the <i>Homelessness Accommodation Provision and Rough Sleeping</i> management information data.
	(c) Tenancy sustainment rate across all HF projects in Wales	Captured directly from the Cymorth Cymru Housing First tracker managed by Cymorth Cymru.
(d) Number of people whose HF tenancy ended, by reason <ul style="list-style-type: none"> <li>➤ Prison</li> <li>➤ Death</li> </ul>	Captured directly from the Cymorth Cymru Housing First tracker managed by Cymorth Cymru.	

	<ul style="list-style-type: none"> <li>➤ Moved to health/social care placement</li> <li>➤ Chose to leave/abandonment</li> <li>➤ Planned move to non-Housing first tenancy</li> <li>➤ Eviction</li> <li>➤ Other/Unknown</li> </ul>	
<b>3. People can access the right home in the right place</b>	Link to Housing Support Grant Primary Outcome 3: People using HSG services are not homeless	This indicator is captured within the Housing Support Grant Outcomes framework
	(a) Number and percentage of people who are sustaining tenancies 6 months after receiving support (Low/Medium needs)	No data sources currently capture this indicator, therefore it is framed as a future aspiration to collect.
	(b) Number and percentage of people who are sustaining tenancies 6 months after receiving intensive housing led support such as Housing First (High Needs)	Not currently captured as it stands, therefore will be proxied by an indicator from the Housing First tracker managed by Cymorth Cymru
	(c) Number and percentage of people who have stayed in supported accommodation who are sustaining tenancies 6 months after commencement of tenancy (Intensive needs)	No data sources currently capture this indicator, therefore it is framed as a future aspiration to collect.
	(d) Percentage of people satisfied with local area as a place to live	Captured within the National Wellbeing of Wales indicators

WORKFORCE: A resilient and valued homelessness and housing support workforce recognised for their expertise		
Detailed Outcome	Data Indicator	Indicator source & RAG status
1. Homelessness and housing support staff feel valued, supported and recognised for their skills and experience	PLACEHOLDER - Bespoke data indicators being developed as part of survey development	New annual Welsh Government survey being developed of the experiences of the homelessness and housing support workforce
2. Homelessness and housing support staff have the support, time and are skilled and confident, in delivering person-centred trauma-informed support		
3. Homelessness and housing support staff recruitment and retention meets the housing-related needs of people in Wales		



**PUBLIC SERVICE RESPONSE: Public services work effectively in a trauma-informed way to end homelessness**

**This Strategic Outcome is a placeholder due to the homelessness legislative review**

Detailed Outcome	Data Indicator	Indicator source & RAG status
<p><b>1. People experiencing or at risk of homelessness have access to the support they need and are treated with dignity and respect by other public services</b></p>	<p><b>This will be explored as part of the Welsh Government's Housing and Regeneration Research Programme</b></p>	<p>KAS Research/survey</p>
<p><b>2. People are not discharged from other public services into homelessness</b></p>	<p>(a) People are not discharged from public services into homelessness:</p> <ul style="list-style-type: none"> <li>➤ people leaving prison or youth detention accommodation,</li> <li>➤ young people leaving care,</li> <li>➤ people leaving the regular armed forces of the Crown,</li> <li>➤ people leaving hospital after medical treatment for mental disorder as an inpatient, and</li> <li>➤ people receiving mental health services in the community</li> </ul>	<p>Scope to be captured within the Statutory Homelessness data return, data additions to fully capture the data indicator to be considered.</p>
<p><b>3. Other public services recognise their role in identifying those at risk of homelessness, have preventative measures in place and appropriate referral pathways</b></p>	<p><b>This will be explored as part of the Welsh Government's Housing and Regeneration Research Programme</b></p>	<p>KAS Research/survey</p>

**PERSON CENTRED: Public services ensure equitable access which meets the needs of their local population and is tailored to individual need**

Detailed Outcome	Data Indicator	Indicator source & RAG status
<b>1. People receive support that meets their individual needs and are treated with dignity and respect</b>	<b>This will be explored as part of the Welsh Government's Housing and Regeneration Research Programme</b>	KAS Survey/evaluative research
<b>2. People who face particular barriers (resulting from protected characteristic, previous experience, etc) do not disproportionately experience homelessness</b>	(a) Number of people with one or more at risk characteristics for which assistance has been provided (broken down by section 66, 73 and 75)	This indicator is partly collected within the Statutory Homelessness data return
	(b) Length of time in temporary accommodation by diverse group	No data is currently available to measure this indicator as it stands, however we can approximate by using the length of time in temporary accommodation by gender, which is captured within the Statutory Homelessness data return
	(c) The length of time between people being assessed as homeless and moving into settled accommodation by diverse group	No data is currently available to measure this indicator, therefore it is framed as future aspiration to collect.
	(d) Number of people from each diverse group experiencing long-term homelessness	No data is currently available to measure this indicator, therefore it is framed as future aspiration to collect.
<b>3. People with lived experience influence Welsh Government, Local Government, and service providers' policy and practice</b>	<b>This will be explored as part of the Welsh Government's Housing and Regeneration Research Programme</b>  An annual survey from those with lived experience – the results of which would feed in as indicators	KAS Survey/evaluative research for individuals with lived experience