

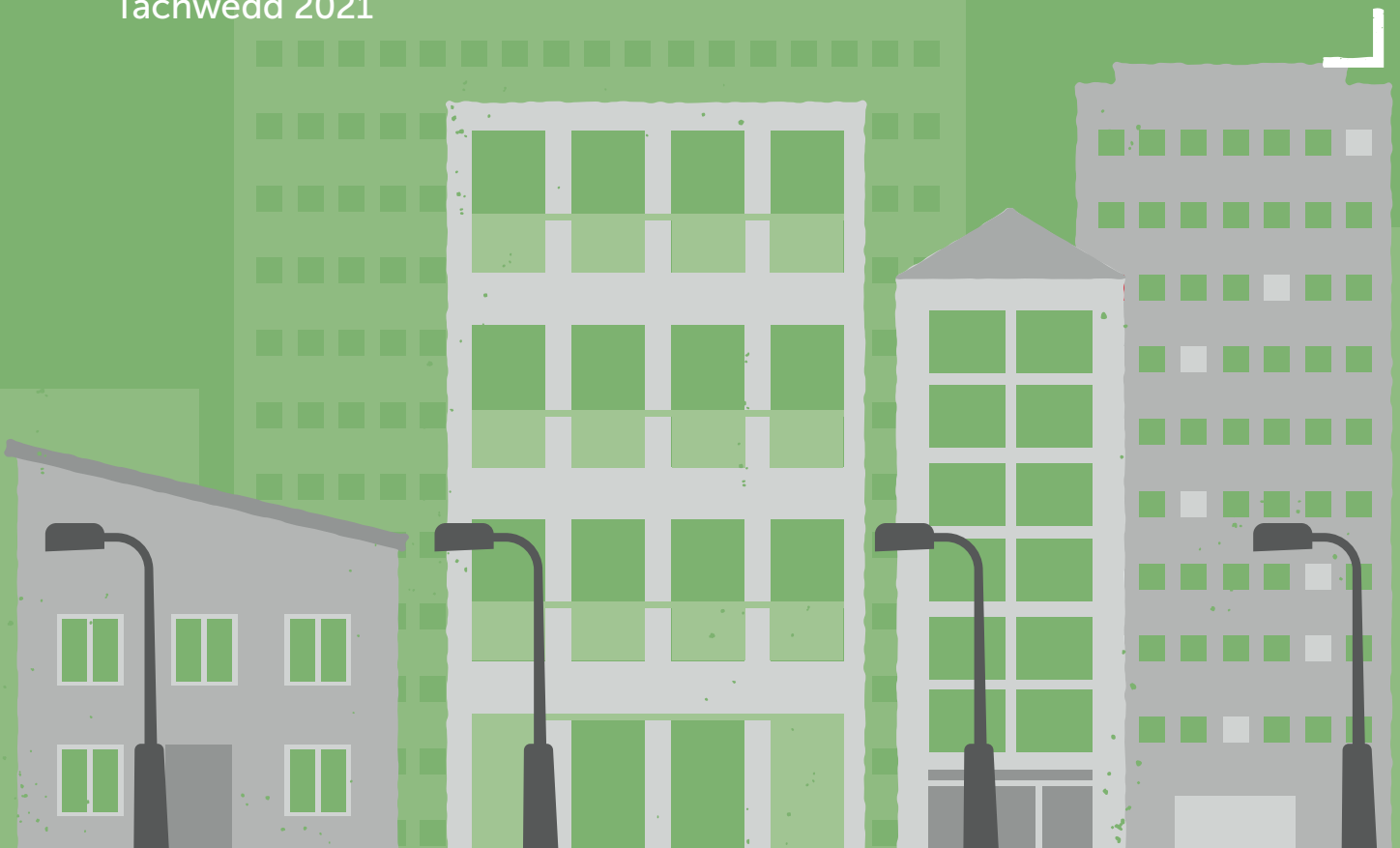


Gyda'n gilydd
byddwn yn
rhoi terfyn ar
ddigartrefedd
Together
we will end
homelessness

Y monitor digartrefedd: Cymru 2021

Suzanne Fitzpatrick, Glen Bramley, Hal Pawson, Gillian Young, Beth Watts a Jenny Wood, Sefydliad Polisi Cymdeithasol, Tai ac Ymchwil Cydraddoldeb (I-SPHERE), Prifysgol Heriot-Watt; Canolfan Ymchwil i Ddyfodol Dinasoedd, Prifysgol New South Wales; Newhaven Research Ltd.

Tachwedd 2021



Y monitor digartrefedd

Mae'r monitor digartrefedd yn astudiaeth hydredol sy'n darparu dadansoddiad annibynnol o effeithiau datblygiadau economaidd a pholisi diweddar ledled y DU ar ddigartrefedd. Cynhyrchir adroddiadau ar wahân ar gyfer Cymru, Lloegr a'r Alban.

Mae Monitor Cymru eleni yn adroddiad ar sefyllfa digartrefedd yng Nghymru yn 2021, neu mor agos at 2021 ag y mae'r data sydd ar gael yn caniatáu. Mae hefyd yn tynnu sylw at dueddiadau sy'n dod i'r amlwg ac yn rhagweld rhai o'r newidiadau tebygol yn y dyfodol, gan nodi'r datblygiadau sy'n debygol o gael yr effeithiau mwyaf sylweddol ar ddigartrefedd.

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Gwybodaeth am Crisis

Crisis yw'r elusen genedlaethol ar gyfer pobl ddigartref. Rydyn ni'n helpu pobl i roi digartrefedd y tu ôl iddynt, ac yn ymgyrchu dros y newidiadau cymdeithasol y mae angen eu gwneud er mwyn rhoi diwedd ar ddigartrefedd unwaith ac am byth. Rydyn ni'n gwybod y gallwn ni roi diwedd ar ddigartrefedd gyda'n gilydd.

Gair am yr Awduron

Mae'r Athro Suzanne Fitzpatrick, yr Athro Glen Bramley a Dr Beth Watts wedi'u lleoli yn y Sefydliad Polisi Cymdeithasol, Tai ac Ymchwil Cydraddoldeb (I-SPHERE), lle roedd Dr Jenny Wood hefyd wedi'i lleoli tan fis Mehefin 2021. Mae'r Athro Hal Pawson wedi'i leoli yn y Ganolfan Ymchwil i Ddyfodol Dinasoedd, Prifysgol New South Wales. Gillian Young yw Cyfarwyddwr Ymchwil Newhaven, Caeredin.

Swyddfa Crisis Cymru

33-35 Stryd Bute y Gorllewin
Caerdydd CF10 5LH
Ffôn: 08000 384838
www.crisis.org.uk

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Cydnabyddiaethau

Comisiynwyd yr adroddiad hwn gan Crisis, ac fe'i cyllidir gan Crisis, a diolchwn i Dr Francesca Albanese, Michael Allard, Nick Morris a Marcia Williams yn Crisis am eu holl gefnogaeth gyda'r gwaith hwn. Rydym yn hynod ddiolchgar i'r holl hysbyswyr allweddol o ddarparwyr gwasanaethau digartrefedd a mudiadau eraill ledled Cymru a neilltuodd amser yn eu hamserlenni prysur i'n helpu gyda'r astudiaeth hon, ac i bob un o'r 22 awdurdod lleol a lenwodd yr holiadur. Hoffem ddiolch yn arbennig i Joy Williams (y Rhwydwaith Tai, Cymdeithas Llywodraeth Leol Cymru, a gynhelir gan Gyngor Casnewydd) am ei chymorth parhaus ac effeithiol gydag arolwg yr ALL. Hoffem ddiolch hefyd i Lynne McMordie am ei gwaith caled yn profi a fformatio'r adroddiad ar gyfer ei gyhoeddi.

Ymwadiad: Yr awduron sy'n gyfrifol am bob barn ac unrhyw wallau yn yr adroddiad hwn. Ni ddylid tybio bod y safbwyntiau a fynegir yn rhai Crisis nac unrhyw un o'r prif hysbyswyr na rhanddeiliaid eraill a gynorthwyodd gyda'r gwaith hwn.

Rhagair

Aeth pedair blynedd heibio ers i Crisis gyhoeddi Monitor Digartrefedd ar gyfer Cymru. Dim ond megis dod i'r amlwg yr oedd effaith y newidiadau a wnaed i'r gyfraith digartrefedd ond nid oedd yr un ohonom wedi rhagweld trychineb iechyd cyhoeddus ar raddfa pandemig Covid-19. Mae'r argyfwng wedi atgyfnerthu'n union pa mor bwysig ydyw i bawb gael cartref diogel a saff – ac mae hefyd wedi ein hatgoffa pa mor agos yw'r cysylltiad rhwng digartrefedd ac iechyd.

Canfu'r adroddiad hwn fod ymateb Llywodraeth Cymru i'r pandemig yn cael ei ganmol yn eang gan awdurdodau lleol yn ogystal â gan bobl mewn rolau statudol y cyfwelwyd â nhw ynghyd â'r sector gwirfoddol. Dywed 21 o'r 22 awdurdod lleol fod darparu llety brys a mesurau i warchod pobl rhag cael eu troi allan o'u tai yn bwysig i atal neu leihau digartrefedd.

Er ein bod yn gweld rhai o fesurau cymorth pandemig y Deyrnas Unedig yn dod i ben, dywedodd Llywodraeth Cymru yn hollol glir fod yr ymateb brys yn parhau.

Mae hyn yn bwysicach fyth ac ystyried na chafwyd dim gostyngiad cyffredinol yn nifer y bobl yng Nghymru sy'n dal i wynebu digartrefedd. Fe wnaeth nifer y bobl y cofnodwyd eu bod yn chwilio am help i atal neu roi diwedd ar eu digartrefedd gynyddu dros y blynyddoedd a oedd yn arwain i fyny at y pandemig. Ar unrhyw noson benodol yn 2019, roedd bron 9,000 o aelwydydd yng Nghymru yn wynebu'r ffurfiau mwyaf difrifol ac uniongyrchol o ddigartrefedd gan gynnwys 5,500 o aelwydydd a oedd yn cysgu ar soffas ffrindiau neu deulu.

Nid yw effeithiau economaidd a chymdeithasol y pandemig wedi dod yn glir inni eto, ond dywed y rhan fwyaf o'r awdurdodau lleol (15 allan o 22) eu bod wedi gweld mwy o bobl sydd angen help ers y pandemig, a dywed bron pob un ohonynt eu bod yn disgwyl cynnydd pellach wrth i bobl gael eu troi allan yn y sector rhent preifat. Roedd dwy ran o dair hefyd yn disgwyl cynnydd yn nifer y perchnogion tai y mae eu cartrefi'n cael eu hadfeddu a nifer y bobl ddi-waith a fydd yn ceisio cymorth digartrefedd.

Mae gennym, fodd bynnag, reswm i fod yn obeithiol. Ers y Monitor diwethaf, cymerwyd camau anferthol ar siwrnai at atal a rhoi diwedd ar ddigartrefedd yng Nghymru.

Bu'n bleser gennyf gadeirio gwaith y Grŵp Gweithredu ar Ddigartrefedd sydd wedi dwyn ynghyd arbenigedd o amrywiol ffynonellau ar draws ac o fewn Cymru, gan gynnwys pobl sydd â phrofiad personol o ddigartrefedd a gwaith rheng flaen, yn ogystal â'r sector digartrefedd. Mae ei argymhellion wedi arwain at lunio llu o gynigion arloesol gyda'r nod o roi sylw i wreiddiau achosion digartrefedd. Mae Llywodraeth Cymru wedi derbyn pob un o'r rhain ac maent wedi'u cynnwys yn y Rhaglen Lywodraethu ac mewn Cynllun Gweithredu pum mlynedd sy'n adeiladu ar y gwaith hwn ac yn cydnabod ar yr un pryd gyd-destun newidiol y pandemig.

Yn ogystal, mae'r Monitor yn tynnu sylw at allu'r sector cyhoeddus a'r trydydd sector i weithio'n gyflym ac yn hyblyg i gefnogi pobl sy'n ddigartref neu sydd mewn perygl o fod yn ddigartref. Mae'n hanfodol i'r cofnod hwn gael ei drosi yn etifeddiaeth gadarnhaol, barhaus.

Dyma'r Monitor cyntaf ar gyfer Cymru sy'n cynnwys amcangyfrifon modelu manwl ar gyfer sut olwg fydd ar ddigartrefedd i'r dyfodol. Mae hwn yn rhoi tystiolaeth bellach ein bod, oherwydd y pandemig, yn debygol o weld mwy o bobl yn mynd yn ddigartref – yn enwedig yn y tymor byr. Ond mae hefyd yn dangos y gall rhai o'r syniadau allweddol yn y Cynllun Gweithredu, megis Ailgartrefu Cyflym, helpu i leihau digartrefedd 'craidd' yng Nghymru yn y tymor hwy.

Mae Llywodraeth Cymru a'i phartneriaid wedi dangos eu gallu i weithredu'n effeithiol yn erbyn digartrefedd, yn enwedig yn ystod argyfwng Covid-19, ac mae'n holl bwysig bod Cymru yn dal i wneud popeth yn ei gallu i helpu i godi pobl allan o ddigartrefedd hyd yn oed wrth i fesurau tymor byr y pandemig ddirwyn i ben.



Jon Sparkes
Prif Weithredwr, Crisis

Crynodeb gweithredol

Prif bwyntiau

Mae'r gyfres Monitor Digartrefedd yn astudiaeth hydredol sy'n darparu dadansoddiad annibynnol o effeithiau datblygiadau economaidd a pholisi diweddar yng Nghymru ac mewn mannau eraill yn y DU ar ddigartrefedd.¹ Mae'r pedwerydd adroddiad hwn sy'n canolbwyntio ar Gymru yn rhoi disgrifiad o sefyllfa digartrefedd yn 2021 (neu mor agos â 2021 ag y mae data ar gael), ac mae'n cwmpasu cyfnod sy'n cael ei ddominyddu gan bandemig COVID-19, yn ogystal â gweithgarwch polisi dwys ar ddigartrefedd yng Nghymru. Hwn hefyd yw'r Monitor Cymru cyntaf lle rydym yn cynnig amcangyfrifon modelu manwl ac amcanestyniadau o ffurfiau eithafol o ddigartrefedd 'craidd'.

Dyma'r prif bwyntiau sy'n codi o'r dadansoddiad diweddaraf hwn:

- Mae'n debygol bod blwyddyn gyntaf y pandemig wedi parhau â'r duedd cyn COVID-19 o gynnydd yn y galw am ddigartrefedd. Yn ôl ystadegau swyddogol, roedd achosion atal a lleddfu awdurdodau lleol wedi cynyddu 19% yn y tair blynedd hyd at 2019/20. Yna, yn ôl ein harolwg awdurdod lleol, gwelodd 15 o'r 22 cyngor gynnydd o un flwyddyn i'r llall yn 2020/21.
- Cynyddodd y camau gweithredu i gynorthwyo ymgeiswyr o dan S66 (cymorth atal) ac S73 (cymorth

lliniaru) 8% a 14%, yn y drefn honno, yn y tair blynedd hyd at 2019/20, tra bod camau gweithredu o dan S75 ('dyletswydd derfynol' i sicrhau llety) wedi cynyddu 48%, er eu bod o sylfaen llawer is o ran niferoedd absoliwt.

- Yn ystod y blynyddoedd cyn pandemig COVID-19, gwelwyd lleoliadau llety dros dro ar gynnydd parhaus, gyda chyfanswm y lleoliadau'n codi 24% rhwng 2016 a 2020. Mae'r cynnydd llawer mwy sylweddol a welwyd yn 2020/21 yn adlewyrchu rhaglen tai brys Llywodraeth Cymru i ddarparu llety diogel i'r rheini sydd mewn perygl

o gysgu allan yn ystod y pandemig, gan gynnwys pobl sydd 'mewn llety dros dro annigonol'.² Mae ffigurau swyddogol ar gyfer y cyfnod hwn yn dangos bod y niferoedd yn 6,452 o unigolion (gan gynnwys 1,525 o blant dibynnol) ym mis Mehefin 2021.

- Dewis arall yn lle canolbwyntio'n gyfan gwbl ar yr ystadegau swyddogol a gynhyrchir yn weinyddol ar ddigartrefedd yw defnyddio amrywiaeth o ffynonellau data presennol i asesu tueddiadau mewn 'digartrefedd craidd'. Mae hyn yn ymwneud â phobl yn y mathau mwyaf difrifol ac uniongyrchol o ddigartrefedd. Yn 2019, roedd 8,980 o aelwydydd yn wynebu digartrefedd craidd cyffredinol yng Nghymru yn ôl ciplun, gan gynnwys 5,500 mewn amgylchiadau 'syrffio soffas', 1,860 mewn hosteli a llety tebyg, 550 mewn llety dros dro anaddas, 460 yn cysgu allan, a nifer tebyg (600) yn aros mewn llety anghonfensiynol.
- Pe na bai COVID-19 wedi digwydd, a bod tueddiadau economaidd a demograffig wedi parhau mewn modd tebyg i'r gorffennol diweddar, mae ein rhagamcaniadau'n awgrymu y byddai niferoedd digartrefedd craidd yng Nghymru yn y dyfodol wedi bod yn tua 9-9,500 drwy gydol y cyfnod rhagamcanu hyd at 2041. Rhagwelir y gallai canlyniadau economaidd COVID-19 arwain at gynnydd amlwg ar unwaith mewn digartrefedd craidd, ond mae amrywiaeth o fesurau argyfwng COVID-19 wedi bod yn lliniaru hyn ac mae'n bosibl y byddant yn parhau i wneud hynny.
- Mae ein dadansoddiad modelu dilynol yn dangos mai'r polisiâu mwyaf effeithiol ar gyfer lleihau digartrefedd craidd yw Ailgartrefu Cyflym, ynghyd â chwotâu dyrannu tai cymdeithasol ar gyfer aelwydydd digartref; gwneud y gorau o ymdrechion atal, gan gynnwys mwy o ddefnydd o rentu preifat a chymorth ariannol/dyledion; a chodi lefel y Lwfans Tai Lleol a'i fynegeio'n effeithiol i lefelau rhent preifat. Byddai manteision ychwanegol mwy cymedrol yn cael eu gwireddu i'r eithaf yn sgil cyflwyno Tai yn Gyntaf, perfformiad economaidd 'codi'r gwastad', a chynnydd mawr mewn cyfraddau Credyd Cynhwysol. Byddai'r rhaglen gynhwysfawr hon o fesurau a argymhellir yn lleihau digartrefedd craidd draean (32%) dros y cyfnod nesaf o'i gymharu â'r rhagfynegiad sylfaenol.
- Mae hybu tai cymdeithasol wedi dod yn flaenoriaeth uchel i Lywodraeth Cymru, gyda tharged blynyddol o 3,500 o dai fforddiadwy, gan gynnwys rhent cymdeithasol a rhent canolradd, ar gyfer pob un o'r pum mlynedd o 2019/20 ymlaen. Mae ein gwaith modelu'n dangos, gyda pholisiau eraill effeithiol ar waith, na fyddai cynyddu'r cyflenwad tai cymdeithasol ar rent yn cael fawr o effaith gadarnhaol ychwanegol ar leihau digartrefedd craidd. Wedi dweud hynny, efallai y bydd angen buddsoddi'n sylweddol mewn darpariaeth tai cymdeithasol newydd i annog landlordiaid cymdeithasol i weithredu'r polisiâu Ailgartrefu Cyflym a pholisiau eraill sy'n ofynnol i ostwng lefelau digartrefedd craidd, gan gynnwys drwy newid y cymysgedd o lety sydd ar gael.
- Cafodd y camau a gymerwyd gan Lywodraeth Cymru i helpu pobl sydd mewn perygl o fod yn ddigartref, ac yn enwedig cysgu allan, yn ystod pandemig COVID-19, eu canmol yn fawr gan y rhai a gymerodd ran yn yr ymchwil. Ystyriwyd bod cyfuniad o ganllawiau pendant (gan gynnwys mewn perthynas â phobl heb unrhyw hawl i arian cyhoeddus), cronfeydd ychwanegol sylweddol (i dalu am gostau llety brys a buddsoddi

1 Cyhoeddir Monitorau Digartrefedd Cyfochrog ar gyfer Lloegr, yr Alban a Gogledd Iwerddon. Mae holl adroddiadau Monitor Digartrefedd y DU ar gael gan <https://www.crisis.org.uk/ending-homelessness/homelessness-knowledge-hub/homelessness-monitor/>

2 Llywodraeth Cymru (2020) £10 Miliwn o Gymorth Brys ar gyfer Pobl sy'n Cysgu ar y Stryd yng Nghymru yn ystod y Coronafeirws. Ar-lein: Llywodraeth Cymru. <https://llyw.cymru/10-miliwn-o-gymorth-brys-ar-gyfer-pobl-syn-cysgu-allan-yng-nghymru-yn-ystod-coronafeirws>

mewn atebion tai tymor hwy), ac ymrwymiad gwleidyddol lefel uchel, yn ganolog i effeithiolrwydd yr ymyriadau hyn.

- Cydnabuwyd bod awdurdodau lleol, darparwyr gwasanaethau digartrefedd a Landlordiaid Cymdeithasol Cofrestredig i gyd wedi wynebu heriau eithriadol o ran diogelu pobl sydd mewn perygl o gysgu allan yn ystod argyfwng COVID-19. Fodd bynnag, nid oedd pawb mewn angen yn cael llety bob amser, ac roedd rhestrau aros ar gyfer darpariaeth frys yn cael eu gweithredu mewn manau penodol. Roedd lefel yr anghenion cymorth a wynebwyd mewn rhai o'r lletyai brys hyn hefyd yn peri pryderon sylweddol o ran rheoli a diogelwch.
- Roedd Llywodraeth Cymru wedi gweithredu'n gyflym i amddiffyn tenantiaid cymdeithasol a phreifat rhag cael eu troi allan drwy ymestyn cyfnodau rhybudd troi allan a gwahardd gorfodi troi allan dros dro. Ond gall lefelau cynyddol o ôl-ddyledion rhent yn y misoedd i ddod brofi ymrwymiad Llywodraeth Cymru a landlordiaid i roi diwedd ar droi pobl allan i ddigartrefedd o dai cymdeithasol.
- Cyn COVID-19, roedd digartrefedd eisoes yn flaenoriaeth wleidyddol uchel yng Nghymru, gyda strategaeth genedlaethol wedi'i chyhoeddi ym mis Hydref 2019 yn gosod cyfeiriad blaengar sy'n seiliedig ar egwyddorion Ailgartrefu Cyflym a Tai yn Gyntaf. Yn dilyn hynny, mae'r Grŵp Gweithredu Annibynnol ar Ddigartrefedd wedi cynhyrchu toreh o gynigion polisi manwl i roi sylwedd i'r egwyddorion hyn, gan fynd i'r afael hefyd â themâu allweddol eraill fel cynllunio'r gweithlu a dyletswyddau atal ehangach y sector cyhoeddus. Mae holl argymhellion y Grŵp Gweithredu ar Ddigartrefedd wedi cael eu derbyn mewn egwyddor gan Lywodraeth Cymru, ac maent yn sail i Gynllun Gweithredu lefel

uchel sydd bellach wedi'i gyhoeddi ar gyfer ymgynghori, ond mae rhywfaint o ochelgarwch o ran agweddau Ailgartrefu Cyflym a Thai yn Gyntaf yr agenda hon yn dal i fod yn amlwg mewn rhannau o'r sector digartrefedd yng Nghymru.

- Mae argymhelliad allweddol arall gan y Grŵp Gweithredu ar Ddigartrefedd yn ymwneud â chael gwared ar rwystrau cyfreithiol sy'n atal pobl ddigartref rhag cael gafael ar dai a chymorth, gan gynnwys y profion statudol presennol ar gyfer angen blaenoriaethol, digartrefedd bwriadol a chysylltiad lleol. Mae ein harolwg o awdurdodau lleol yn dangos bod y rhan fwyaf o gynghorau Cymru'n cefnogi dileu'r maen prawf angen blaenoriaethol, ond mae'r farn yn fwy rhanedig o ran dod â'r prawf digartrefedd bwriadol i ben, ac mae awdurdodau'n bendant yn erbyn dileu'r cyfyngiadau ar gysylltiadau lleol.
- Cafodd gwelliannau i Daliadau Tai Dewisol a'r Gronfa Cymorth Dewisol eu nodi gan awdurdodau lleol Cymru fel newidiadau arbennig o bwysig i fudd-daliadau lles yn sgil pandemig mewn perthynas ag atal a lleihau digartrefedd yn eu hardaloedd. Cafodd cynllun ffyrlo swyddi Llywodraeth y DU, atodiad wythnosol o £20 i'r rheini sy'n hawlio Credyd Cynhwysol, ac adfer y Lwfans Tai Lleol i'r 30ain canradd rhent, eu croesawu'n eang hefyd. Mae dod â'r mesurau hyn i ben yn debygol o gynyddu'r risg o tlodi a digartrefedd.
- Yn y degawd cyn i argyfwng COVID-19 daro, mae'r bwlch rhwng cyfraddau cyflogaeth yng Nghymru a gweddill y DU wedi lleihau, ond roedd safonau byw yn cael eu gwasgu gan dwf cyflog gwan, diwygiadau nawdd cymdeithasol a thwf mathau o waith â chyflogau is ac ansafonol. Yn ystod y degawd hefyd gwelwyd cynnydd yn y duedd i leihau tlodi a thlodi mewn gwaith, sy'n golygu bod y rhan fwyaf o

oedolion oed gweithio a phlant mewn tlodi (ar ôl costau tai) yn byw mewn cartrefi lle'r oedd un neu fwy o oedolion mewn gwaith cyflogedig.

- Mae'r rhagolygon ar gyfer economi Cymru a'r farchnad lafur yn aneglur, ond mae'r pandemig wedi gwneud niwed difrifol i gyllid cyhoeddus. Gyda Llywodraeth y DU yn ceisio cydbwysu'r gyllideb erbyn 2025, ansicrwydd parhaus ynghylch disodli cyllid yr Undeb Ewropeidd a'r cwmpas cyfyngedig i gynyddu refeniw o dreth incwm ddatganoledig, mae'n debygol y bydd gwasanaethau cyhoeddus yn parhau i weithredu mewn amgylchedd o gyni.

Tueddiadau mewn digartrefedd Digartrefedd statudol

Mae gwybodaeth am ddigartrefedd statudol yn 2020/21 yn anarferol o brin, gydag ystadegau digartrefedd swyddogol ar gyfer 2020/21 yn dal heb eu cyhoeddi i raddau helaeth adeg ysgrifennu'r adroddiad hwn – dim ond ffigurau cyfyngedig iawn ar leoliadau llety dros dro sydd wedi cael eu rhyddhau.

Ond, mae'n ymddangos bod blwyddyn gyntaf y pandemig wedi parhau â'r duedd cyn COVID-19 o gynnydd yn y galw am ddigartrefedd. Yn ôl ystadegau swyddogol, roedd achosion atal a lleddfu wedi cynyddu 19% yn y tair blynedd hyd at 2019/20. Yna, yn ôl ein harolwg awdurdodau lleol, gwelodd 15 o'r 22 cyngor gynnydd o un flwyddyn i'r llall yn 2020/21 yn y galw a fynegwyd oedd yn gysylltiedig â digartrefedd. Roedd hanner yr ymatebwyr (11) yn credu bod y cynnydd hwn yn 'sylweddol', ac roedd pedwar arall yn dweud y by 'ychydig' o gynnydd.

Mae'n ymddangos bod proffil y garfan o ymgeiswyr wedi newid yn sylweddol yn ystod y flwyddyn hyd at 31 Mawrth 2021, gyda chynnydd yn nifer yr ymgeiswyr sengl a'r ymgeiswyr iau yn fwy na'r gostyngiad mewn aelwydydd

teulu. Mae'n ymddangos bod y proffil hwn o ymgeiswyr sy'n newid wedi atgyfnerthu pwyslais cynyddol cyn COVID-19 ar ryddhad ac ailgartrefu yn hytrach nag ymyriadau ataliol ar ran awdurdodau lleol Cymru. Felly, yn ystod y tair blynedd hysa at 2019/20, cynyddodd y camau gweithredu i gynorthwyo ymgeiswyr o dan Adran 66 (cymorth atal) ac A73 (cymorth lliniaru) 8% a 14%, yn y drefn honno, yn y tair blynedd hyd at 2019/20, tra bod camau gweithredu o dan A75 ('dyletswydd derfynol' i sicrhau llety) wedi cynyddu 48%, er eu bod o sylfaen llawer is na'r gweithgareddau eraill o ran niferoedd absoliwt.

Ar ôl y pandemig, roedd bron pob un o ymatebwyr awdurdodau lleol yn rhagweld cynnydd yn nifer yr achosion o droi allan gan landlordiaid preifat oherwydd llacio'r cyfyngiadau a osodwyd yn 2020. Roedd y rhan fwyaf o'r cyfranogwyr hefyd yn disgwyl cynnydd yn nifer yr achosion o adfeddiannu cartrefi, pobl sydd newydd fod yn ddi-waith a phobl sydd wedi goroesi cam-drin domestig. I'r gwrthwyneb, ychydig iawn o gynnydd a ragwelir yn niferoedd yr achosion o droi allan o dai cymdeithasol, o ystyried yr ymrwymadau sydd ar waith yn awr i roi diwedd ar droi allan gan landlordiaid cymdeithasol i ddigartrefedd (gweler isod), neu nifer uwch o gyflwyniadau sy'n cynnwys mudwyr heb droi at fudd-daliadau. Mae'r pwynt olaf hwn yn ymwneud â'r crynodiad daearyddol o ddinasyddion o'r tu allan i'r DU sydd mewn perygl o fod yn ddigartref mewn rhai awdurdodau lleol (trefol) yng Nghymru.

Yn ystod y blynyddoedd cyn pandemig COVID-19, gwelwyd lleoliadau llety dros dro ar gynnydd parhaus, gyda chyfanswm y lleoliadau'n codi 24% rhwng 2016 a 2020. Mae'r cynnydd llawer mwy sylweddol a welwyd yn 2020/21 yn adlewyrchu rhaglen tai brys Llywodraeth Cymru i ddarparu llety diogel i'r rheini sydd mewn perygl o gysgu allan yn ystod y pandemig.

Mae ffigurau swyddogol ar gyfer y cyfnod hwn yn dangos bod y niferoedd yn 6,452 o unigolion (gan gynnwys 1,525 o blant dibynnol) ym mis Mehefin 2021. Mae'r un gyfres ystadegol yn dangos bod lleoliadau newydd yn ystod y cyfnod Awst 2020-Mehefin 2021 yn cynnwys cyfartaledd misol o 1,086 o bobl. Nid yw'r ffigurau diweddaraf sydd ar gael adeg ysgrifennu'r adroddiad (ar gyfer mis Mehefin 2021) yn dangos unrhyw duedd ar i lawr mewn lleoliadau newydd na chyfanswm y lleoliadau pwynt mewn amser.

Gan droi at fater llety sefydlog, dywedodd y rhan fwyaf o awdurdodau Cymru a ymatebodd i'n harolwg (17 o 22) ei bod yn anodd cyflawni dyletswyddau digartrefedd statudol drwy'r sector rhentu preifat (disgrifiwyd hyn fel arfer fel rhywbeth 'anodd iawn'). Dywedwyd bod yr heriau hyn yn codi am amrywiaeth o resymau, gan gynnwys diffygion yn y Lwfans Tai Lleol a chystadleuaeth yn sgil y galw am lety gwyliau, ac mae'r pandemig wedi gwaethygu.

Ar draws Cymru, nodwyd yn llai aml ei bod yn anodd cael gafael ar denantiaethau cymdeithasol i bobl ddigartref. Serch hynny, dywedodd oddeutu hanner awdurdodau lleol Cymru (n=11) eu bod yn ei cael peth anhawster sicrhau tenantiaethau cyngor neu gymdeithasau tai at y diben hwn. Dim ond mewn un o'r naw awdurdod gwledig yr oedd hyn yn 'hawdd'. Yn syfrdanol, roedd bron pawb yn cytuno ymysg cynghorau Cymru bod yr heriau hyn yn adlewyrchu prinder absoliwt yn y cyflenwad tai cymdeithasol (yn enwedig mewn perthynas ag eiddo un ystafell wely) ac nid unrhyw amharodrwydd gan landlordiaid cymdeithasol i gynorthwyo.

Roedd y rhan fwyaf o ymatebwyr awdurdodau lleol (13 o 22) felly'n anghytuno'n gryf â'r cynnig bod y ddarpariaeth tai cymdeithasol yn eu hardal yn ddigonol. Ar ben hynny, teimlai'r mwyafrif helaeth (18 o 22) fod landlordiaid cymdeithasol yn eu hardal yn 'gwneud pob ymdrech' i atal a lliniaru digartrefedd. Ymysg y prif hysbyswyr, fodd bynnag, roedd pryderon tebyg i'r rhai a fynegwyd yn Lloegr,³ ac i raddau llai yn yr Alban,⁴ am gymdeithasau tai yn cyfyngu ar fynediad pobl ddigartref i'w heiddo ar sail 'gallu ariannol' a seiliau eraill.

Digartrefedd craidd

Am y tro cyntaf yng Nghymru, mae'r adroddiad hwn yn rhoi dadansoddiad meintiol o 'ddigartrefedd craidd', sy'n nodi rhai o'r ffurfiau mwyaf difrifol ac uniongyrchol ar ddigartrefedd. Mae'r categorïau allweddol a gofnodir yn cynnwys pobl sy'n cysgu allan, yn aros mewn mannau nad ydynt wedi'u bwriadu fel llety preswyl (e.e. ceir, pebyll, cychod, siediau, ayb.), byw mewn hosteli, llochesi a llochesi digartref, wedi'u lleoli mewn llety dros dro anaddas (e.e. gwestai Gwely a Brecwast, Lleoliadau y Tu Allan i'r Ardal, ac ati), a syrffio soffas (h.y., aros gyda pobl nad ydynt yn deulu, am dymor byr, mewn amgylchiadau gorlawn).

Yn 2019, roedd 8,980 o aelwydydd yn wynebu digartrefedd craidd yng Nghymru yn ôl ciplun, gan gynnwys 5,500 mewn amgylchiadau 'syrffio soffas', 1,860 mewn hosteli a llety tebyg, 550 mewn llety dros dro anaddas, 460 yn cysgu allan, a nifer tebyg (600) yn aros mewn llety anghonfensiynol. Yn gyffredinol, mae'r niferoedd digartrefedd craidd wedi bod yn gymharol sefydlog dros y saith mlynedd flaenorol yng Nghymru, gyda chyfraddau y pen o'r boblogaeth yn is

nag yn Lloegr, ond ychydig yn uwch nag yn yr Alban. Yn gyffredinol, De Cymru, y rhanbarth mwyaf poblog, sydd â'r cyfraddau digartrefedd craidd uchaf, tra bo Canolbarth a Gorllewin Cymru, rhanbarth gwledig ac arfordirol yn bennaf, â chyfraddau digartrefedd craidd cymharol isel.

Pe na bai COVID-19 wedi digwydd, a bod tueddiadau economaidd a demograffig wedi parhau mewn modd tebyg i'r gorffennol diweddar, roeddem wedi rhagamcanu y byddai niferoedd digartrefedd craidd yng Nghymru yn y dyfodol wedi bod yn tua 9-9,500 drwy gydol y cyfnod rhagamcanu hyd at 2041. Rhagwelir y gallai canlyniadau economaidd COVID-19 arwain at gynydd amlwg mewn digartrefedd craidd yn y cyfnod presennol. Fodd bynnag, mae ystod o fesurau argyfwng ar gyfer darpariaeth arbennig COVID-19 wedi bod yn lliniaru hyn, fel y trafodir isod, a gall barhau i wneud hynny.

Mae ein dadansoddiad modelu dilynol - sydd yn ystyried beth ellid ei gyflawni drwy weithredu cyfuniad o opsiynau polisi mewn trefn resymegol - yn dangos mai'r polisiau mwyaf effeithiol ar gyfer lleihau digartrefedd craidd yw Ailgartrefu Cyflym, ynghyd â chwotâu dyrannu tai cymdeithasol ar gyfer aelwydydd digartref; gwneud y gorau o ymdrechion atal, gan gynnwys mwy o ddefnydd o rentu preifat a chymorth ariannol/dyledion; a chodi'r Lwfans Tai Lleol a'i fynegoio'n effeithiol. Byddai manteision ychwanegol mwy cymedrol yn cael eu gwireddu i'r eithaf yn sgil cyflwyno Tai yn Gyntaf yng Nghymru, perfformiad economaidd 'codi'r gwastad', a chynnydd mawr mewn cyfraddau Credyd Cynhwysol.

Mae'r rhaglen gynhwysfawr hon o fesurau a argymhellir yn ymddangos o'r gwaith modelu fel ei bod yn gallu

lleihau digartrefedd craidd draean dros y cyfnod nesaf, o'i gymharu â'r hyn y byddai wedi bod heb unrhyw newid mewn polisiau. Er y byddai'r senario hwn yn golygu bod rhifau digartrefedd craidd 32% yn is na'r rhagfynegiad sylfaenol, byddai llety dros dro anaddas wedi gostwng 56%, byddai cysgu ar y stryd yn cael ei leihau 64%, a syrffio soffas wedi gostwng 43%.

Mae rhoi hwb i dai cymdeithasol wedi dod yn flaenoriaeth uchel i Lywodraeth Cymru. Mae ei hamcangyfrif canolog o anghenion tai yn awgrymu y bydd angen tua 7,400 o unedau tai ychwanegol ar gyfer pob un o'r pum mlynedd o 2019/20 ymlaen, sy'n cynnwys 3,900 o dai fforddiadwy sy'n canolbwyntio ar y farchnad a 3,500 o dai fforddiadwy, gan gynnwys rhent cymdeithasol a rhent canolradd.⁵ Mae ein gwaith modelu'n dangos, gyda pholisiau eraill effeithiol ar waith, na fyddai cynyddu'r cyflenwad tai rhent cymdeithasol yn fwy na'r ymrwymadau presennol yn cael fawr o effaith gadarnhaol ychwanegol ar leihau digartrefedd craidd. Fodd bynnag, fel yr awgrymir gan rai o'r ymatebion i'r arolwg a drafodwyd uchod, efallai y bydd angen buddsoddi'n sylweddol mewn darpariaeth tai cymdeithasol newydd i annog awdurdodau lleol a chymdeithasau tai i weithredu'r polisiau Ailgartrefu Cyflym a pholisiau eraill sy'n ofynnol i ostwng digartrefedd craidd, yn enwedig o ystyried y cymysgedd o unedau llai sydd eu hangen ar gyfer llawer o aelwydydd digartref. Serch hynny, gydag aelwydydd digartref ond yn cyfrif am oddeutu 20% o'r tai cymdeithasol net a osodwyd yng Nghymru dros y blynyddoedd diwethaf, mae'n ymddangos bod lle i ailgartrefu'n gyflymach.

³ Fitzpatrick, S., Pawson, H., Bramley, G., Watts, B., Wood, J., Stephens, M. & Blenkinsopp, J. (2019) *The Homelessness Monitor: England 2019*. London: Crisis. https://www.crisis.org.uk/media/240419/the_homelessness_monitor_england_2019.pdf

⁴ Fitzpatrick, S., Pawson, H., Bramley, G., Watts, B., Wood, J., Stephens, M. & Blenkinsopp, J. (2019) *The Homelessness Monitor: Scotland 2019*. London: Crisis https://www.crisis.org.uk/media/240002/the_homelessness_monitor_scotland_2019.pdf

⁵ Llywodraeth Cymru (2021) *Amcangyfrif o'r Angen am Dai: seiliedig ar 2019*. Caerdydd: Llywodraeth Cymru. <https://llyw.cymru/amcangyfrifon-or-angen-am-dai-sail-2019>

Effeithiau economaidd, polisi a COVID-19 ar ddigartrefedd

Fel mewn mannau eraill ym Mhrydain Fawr,⁶ roedd yr ymateb i argyfwng COVID-19 yn golygu newidiadau ysgubol i bolisi, deddfwriaeth a chyllid digartrefedd yng Nghymru. Cafwyd datganiadau Gweinidogol o fis Mawrth 2020 ymlaen y dylid darparu ar gyfer pawb sy'n cysgu allan, gan gynnwys y rheini nad oes ganddynt hawl i arian cyhoeddus.⁷ Canllawiau dilynol ar statws angen blaenoriaethol pobl sy'n cysgu allan, a gyhoeddwyd ym mis Ebrill 2020, ar yr amod, dros gyfnod y pandemig, y dylid eu hystyried yn 'agored i niwed' ac felly bod ganddynt hawl i lety.⁸ Ym mis Mai 2020, cyhoeddodd Llywodraeth Cymru ganllawiau ar hunanynysu mewn hostel, lloches nos neu lety â chymorth, wedi'u diweddarau o bryd i'w gilydd drwy'r pandemig.⁹

Roedd ymrwymadau cyllid ychwanegol sylweddol yn cyd-fynd â'r datganiadau polisi a'r canllawiau hyn. Ar 20 Mawrth 2020, pecyn cyllid gwerth £10m ar gyfer llety brys i bobl sy'n cysgu allan/mewn llochesi brys.¹⁰ Yn ddiweddarach, cafodd hyn ei alw'n gyllid 'Cam 1'. Ar 28 Mai 2020, cyhoeddodd Llywodraeth Cymru £20m o gyllid 'Cam 2' i gefnogi atebion tai tymor hwy (gan gynnwys

y £10 miliwn cychwynnol), i gynnwys cyfuniad o gyllid cyfalaf a refeniw.¹¹ Ar 28 Gorffennaf, cynyddwyd gwerth y gronfa Cam 2 hon i £50m, gan gynnwys gwariant cyfalaf sylweddol uwch o £40m.¹² Ar ben hynny, ymrwymodd Llywodraeth Cymru i dalu costau lletya pobl sydd mewn perygl o gysgu allan dros dro yn barhaus, ar gost fisol gyfartalog o £1.6 miliwn.¹³

Cafwyd canmoliaeth aruthrol gan randdeiliaid allweddol am y dull gweithredu a fabwysiadwyd gan Lywodraeth Cymru, a'u hawdurdodau lleol, Landlordiaid Cymdeithasol Cofrestredig a phartneriaid yn y trydydd sector, i liniaru effeithiau pandemig COVID-19 ar bobl sydd mewn perygl o gysgu allan. Ystyriwyd bod y cyfuniad o ganllawiau prydlon a digamsyniol gan Lywodraeth Cymru, ynghyd ag adnoddau ychwanegol sylweddol, yn hanfodol. Nodwyd yn eang hefyd ymrwymiad ac effeithiolrwydd eithriadol Gweinidog perthnasol Cymru, Julie James.

Roedd natur barhaus y cyllid 'Cam 1' a ddarparwyd gan Lywodraeth Cymru ar gyfer y ddarpariaeth frys hon yn cael ei werthfawrogi'n arbennig wrth sicrhau nad oedd dim 'dychwelyd i'r strydoedd' mewn niferoedd mawr ar ôl y cyfnod clo cychwynnol. Yn yr un

modd, roedd y rhaglen 'Cam 2' yn cael ei hystyried yn un drawiadol o ran ei graddfa a'i gogwydd tuag at atebion strategol tymor hwy. Wedi dweud hynny, mae rhywfaint o bryder bellach bod rhywfaint o gyllid cyfalaf Cam 2 wedi cael ei fuddsoddi mewn modelau llety dros dro ar raddfa fawr mewn rhai lleoliadau. Mae hyn yn mynd yn groes i ymrwymadau strategol i symud oddi wrth y math hwn o ddarpariaeth, fel y trafodir isod, ond y gobaith yw y gall y llety newydd hwn, yn y tymor hwy, gael ei newid i ddibenion anghenion cyffredinol. Hefyd yn berthnasol iawn yw'r cynnydd sylweddol yn ffrwd gyllido refeniw 'Cefnogi Pobl' y brif ffrwd, a elwir bellach yn Grant Cymorth Tai,¹⁴ o tua £120 miliwn i £166 miliwn yn y flwyddyn ariannol gyffredol.¹⁵ Gwelwyd bod y cam hwn wedi rhoi hwb i hyder yn ogystal ag adnoddau'r sector digartrefedd yng Nghymru ar ôl COVID-19.

Er bod awdurdodau lleol a darparwyr digartrefedd yn gweithio'n gyflym yn wyneb heriau eithriadol, cydnabuwyd nad oedd pawb mewn angen yn cael llety bob amser, gyda rhestrau aros ar gyfer darpariaeth frys yn cael eu gweithredu mewn rhai mannau. Roedd yn ymddangos bod awdurdodau lleol wedi cael eu synnu gan lefel yr anghenion cymorth a welwyd yn rhai o'r lletyau brys yma a'r problemau rheoli dwys a ddeilliodd o hynny. Roedd digwyddiadau difrifol mewn rhai lleoliadau a oedd yn rhoi'r preswylwyr a'r staff eraill mewn perygl. Ar ben hynny, er bod llawer o'r

canllawiau gweithredol a gyhoeddwyd gan Lywodraeth Cymru yn ystod COVID-19 wedi cael croeso cynnes, roedd y cyngor a gyhoeddwyd ar reoli ymddygiad gwrthgymdeithasol mewn lleoliadau ymgynnull¹⁶ yn cael ei feirniadu'n hallt am ei fod yn cynnig ychydig o atebion newydd neu effeithiol.

Fel mewn mannau eraill yn y DU,¹⁷ bu i landlordiaid cymdeithasol roi'r gorau i osod bron yn gyfan gwbl yn gynnar yn y pandemig, ond fe wnaeth llawer o Landlordiaid Cymdeithasol Cofrestredig ymateb, gan flaenoriaethu dyraniadau i'r rheini mewn llety brys ac eraill sy'n agored i ddigartrefedd. Wedi dweud hynny, fel y nodwyd uchod, mae rhai pryderon tymor hwy ynghylch dyraniadau tai cymdeithasol i aelwydydd digartref yng Nghymru a chryn amheuaeth ynghylch pa mor gadarn yw'r data sydd ar gael yn y cyswllt hwn. Yn fwy cadarnhaol, adeg ein gwaith maes, cafwyd cryn gyffro o ganlyniad i ymrwymiad cyn COVID-19 gan Lywodraeth Cymru, mewn partneriaeth â sefydliadau landlordiaid, i roi diwedd ar bob achos o droi allan o dai cymdeithasol i ddigartrefedd.¹⁸

Cyn COVID-19, roedd digartrefedd eisoes yn flaenoriaeth wleidyddol yng Nghymru. Roedd strategaeth genedlaethol lefel uchel a gyhoeddwyd gan Lywodraeth Cymru ym mis Hydref 2019 yn gosod cyfeiriad blaengar sy'n seiliedig ar egwyddorion atal, Ailgartrefu Cyflym, a Tai yn Gyntaf fel yr ymateb diofyn i'r lleiafrif

6 Fitzpatrick, S., Watts, B., Pawson, H., Bramley, G., Wood, J., Stephens, M. & Blenkinsopp, J. (2021) *The Homelessness Monitor: England 2021*. London: Crisis. <https://www.crisis.org.uk/media/244702/crisis-england-monitor-2021.pdf>; Fitzpatrick, S., Mackie, P., Pawson, H., Watts, B. & Wood, J. (2021) *The COVID-19 Crisis Response to Homelessness in Great Britain: Interim Report*. Ar-lein: CaCHE. https://housingevidence.ac.uk/wp-content/uploads/2021/02/12544_UoG_CaCHE_Covid_Homelessness_Report-Final.pdf

7 *Llywodraeth Cymru (2020) Datganiad Ysgrifenedig: Ymateb i COVID-19 – Digartrefedd a Phobl sy'n Cysgu ar y Stryd*. Ar-lein: Llywodraeth Cymru. <https://llyw.cymru/datganiad-ysgrifenedig-ymateb-covid-19-digartrefedd-ar-rhai-syn-cysgu-allan>

8 *Llywodraeth Cymru (2020) Canllawiau i Awdurdodau Lleol ar Gefnogi Pobl sy'n Cysgu Allan – Brigiad Covid-19*. Ar-lein: Llywodraeth Cymru. https://llyw.cymru/sites/default/files/publications/2020-04/canllawiau-i-awdurdodau-lleol-ar-gefnogi-pobl-syn-cysgu-allan-argyfwng-covid-19_0.pdf

9 *Llywodraeth Cymru (2020) Canllawiau Byw â Chymorth: Coronafeirws*. Ar-lein: Llywodraeth Cymru. <https://llyw.cymru/canllawiau-byw-chymorth-coronafeirws>

10 *Llywodraeth Cymru (2020) Datganiad Ysgrifenedig: Ymateb i COVID-19 – Digartrefedd a Phobl sy'n Cysgu ar y Stryd*. Ar-lein: Llywodraeth Cymru. <https://llyw.cymru/datganiad-ysgrifenedig-ymateb-covid-19-digartrefedd-ar-rhai-syn-cysgu-allan> Ar yr un pryd derbyniodd y Gweinidog argymhellion ail adroddiad y Grŵp Gweithredu ar Ddigartrefedd mewn egwyddor, fel y trafodir isod.

11 *Llywodraeth Cymru (2020) Datganiad Ysgrifenedig: Cam 2 Cynllun Digartrefedd*. Ar-lein: Llywodraeth Cymru. <https://llyw.cymru/datganiad-ysgrifenedig-cam-2-or-cynllun-digartrefedd>

12 *Llywodraeth Cymru (2020) Datganiad Ysgrifenedig: Cam 2 Diweddariad Digartrefedd*. Ar-lein: Llywodraeth Cymru. <https://llyw.cymru/datganiad-ysgrifenedig-diweddariad-cam-2-digartrefedd>

13 *Llywodraeth Cymru (2020) Datganiad Ysgrifenedig: Diweddariad ar Atal Digartrefedd*. Ar-lein: Llywodraeth Cymru. <https://llyw.cymru/datganiad-ysgrifenedig-diweddariad-ar-atal-digartrefedd>

14 *Llywodraeth Cymru (2021) Canllawiau Grant Cymorth Tai: Canllawiau Ymarfer ar gyfer Awdurdodau Lleol o fis Ebrill 2020 ymlaen: Diweddariad Mawrth 2021*. Ar-lein: Llywodraeth Cymru. https://llyw.cymru/sites/default/files/publications/2020-02/grant-cymorth-tai-canllawiau-ymarfer_0.pdf

15 *Llywodraeth Cymru (2021) Datganiad Ysgrifenedig: Cymorth i Denantiaid drwy Bandemig Covid-19*. Ar-lein: Llywodraeth Cymru. <https://llyw.cymru/datganiad-ysgrifenedig-cymorth-i-denantiaid-drwy-bandemig-covid-19>

16 *Llywodraeth Cymru (2020) COVID 19: Canllawiau i Awdurdodau Lleol a Darparwyr; Rheoli Diogelwch a Risg mewn Llety Dros Dro Lle mae Unigolyn yn Dangos Ymddygiad Heriol a Gwrth-gymdeithasol*.

17 Fitzpatrick, S., Watts, B., Pawson, H., Bramley, G., Wood, J., Stephens, M. & Blenkinsopp, J. (2021) *The Homelessness Monitor: England 2021*. London: Crisis. <https://www.crisis.org.uk/media/244702/crisis-england-monitor-2021.pdf>; Watts, B., Bramley, G., Fitzpatrick, S., Pawson, H., & Young, G. (2021, forthcoming) *The Homelessness Monitor: Scotland 2021*. London: Crisis.

18 *The Welsh Agenda (2019) Ending Evictions into Homelessness in Wales*. 3 Rhagfyr Ar-lein: IWA <https://www.iwa.wales/agenda/2019/12/ending-evictions-into-homelessness-in-wales/>; Shelter Cymru (2021) *Working Together to End Homelessness from Social Housing*. Caerdydd: Shelter Cymru. https://sheltercymru.org.uk/wp-content/uploads/2021/03/Working-together-to-end-homelessness-from-social-housing_Report-1.pdf

o bobl ddigartref sydd ag anghenion cymorth mwy dwys.¹⁹ Mae cynigion polisi manwl i roi sylwedd a siâp i'r egwyddorion hyn, a themâu allweddol eraill fel cynllunio'r gweithlu a dyletswyddau atal ehangach ar draws y sector cyhoeddus, bellach wedi cael eu cynnwys mewn tri adroddiad a gyhoeddwyd gan Grŵp Gweithredu Annibynnol ar Ddigartrefedd, a sefydlwyd gan Lywodraeth Cymru yn ystod haf 2019.²⁰

Gyda holl gynigion y Grŵp Gweithredu ar Ddigartrefedd wedi'u derbyn mewn egwyddor gan Lywodraeth ddiwethaf Cymru,²¹ ac wedi'u gwreiddio yn Rhaglen Lywodraethu'r weinyddiaeth bresennol 2021-26,²² ac mewn cynllun gweithredu lefel uchel sydd bellach wedi'i gyhoeddi ar gyfer ymgynghori,²³ mae'n ymddangos y bydd agenda uchelgeisiol y Grŵp ar ddiwygio polisi a diwygio cyfreithiol yn sail i ymatebion digartrefedd Cymru yn y blynyddoedd i ddod. Wedi dweud hynny, roedd rhywfaint o bryder ynghylch agweddau Ailgartrefu Cyflym a Thai yn Gyntaf ar yr agenda hon yn amlwg ymysg rhai

awdurdodau lleol a'r prif hysbyswyr a gymerodd ran yn ein hymchwil, a oedd yn gysylltiedig â phryderon o ran adnoddau ond hefyd ag ymlyniad parhaus at fodolau darparu ar gyfer o leiaf rhai grwpiau digartref.

Mae argymhelliad allweddol arall gan y Grŵp Gweithredu ar Ddigartrefedd yn ymwneud â chael gwared ar rwystrau sy'n atal pobl ddigartref rhag cael gafael ar dai a chymorth, gan gynnwys yr angen blaenoriaethol statudol, digartrefedd bwriadol a chysylltiad lleol.²⁴ Ar ôl ei 'ohirio' drwy gydol argyfwng COVID-19, o leiaf o ran pobl yn cysgu allan, ac yn dilyn adolygiad annibynnol a ariannwyd gan Lywodraeth Cymru,²⁵ mae'n ymddangos bod y momentwm ar gyfer diddymu'r maen prawf blaenoriaeth yn rhywbeth na ellir ei stopio.²⁶ Yn arbennig, roedd 15 o'r 22 awdurdod lleol yng Nghymru a holwyd eleni'n ffafrio dileu'r maen prawf angen blaenoriaethol, er bod rhai yn pwysleisio bod hyn yn amodol ar adnoddau ychwanegol ategol. Roedd barn awdurdodau lleol yn fwy

rhanedig o lawer o ran dileu'r prawf digartrefedd bwriadol (wedi'i gefnogi gan 10, a'i wrthwynebu gan 9), er mai anaml iawn y caiff ei ddefnyddio'n ymarferol, tra bo cynghorau'n llwyr yn erbyn dileu cyfyngiadau ar gysylltiadau lleol (roedd 19 o'r 22 o gynrychiolwyr y cynghorau o'r farn na fyddai newid o'r fath yn fuddiol). Ar y pwynt olaf hwn, mae'n werth nodi bod hysbyswyr allweddol, er eu bod yn cydymdeimlo'n gyffredinol â dileu'r maen prawf ar gyfer cysylltiad lleol, yn cydnabod yr angen am ryw fath o fecanwaith aiddosbarthu i roi cysur i awdurdodau lleol dan sylw y gallent weld cynnydd net yn y galw am wasanaethau.

Ar hyn o bryd, mae pryderon yn canolbwyntio ar y posibilrwydd o gynnydd sydyn yn y mewnlif i ddigartrefedd wrth i ystod o fesurau diogelu sy'n benodol i COVID-19 ddod i ben. Ar lefel Llywodraeth y DU, mae hyn yn cynnwys dirwyn y cynllun ffyrlo swyddi i ben, tynnu'r atodiad wythnosol o £20 yn ôl ar gyfer y rheini sy'n hawlio Credyd Cynhwysol, a rhewi'r Lwfans Tai Lleol o'r newydd ar ôl iddo gael ei adfer dros dro i'r rhent 30ain canradd. Fodd bynnag, mae'n werth nodi bod awdurdodau lleol Cymru wedi nodi bod gwelliannau i Daliadau Tai Dewisol a'r Gronfa Cymorth Dewisol, yn bwysicach fyth o ran lleihau digartrefedd yn eu hardaloedd yn ystod y pandemig.

Cafodd mesurau Llywodraeth Cymru i amddiffyn tenantiaid cymdeithasol a phreifat rhag cael eu troi allan yn ystod pandemig COVID-19 eu cydnabod yn gyffredinol bron fel rhai hanfodol i ymdrechion lliniaru digartrefedd yn 2020/21. Pryder mawr arall, felly, yw'r posibilrwydd o gynnydd yn nifer y bobl sy'n cael eu troi allan wrth i'r mesurau goddefgarwch dros dro hyn ddod i ben,²⁷ er y gallai cyfyngiadau ar gapasiti'r llys a'r beiliaid arafu hyn. Ond gall cynnydd disgwylidig mewn ôl-

ddyledion rhent yn y misoedd i ddod brofi ymrwymiad Llywodraeth Cymru a landlordiaid cymdeithasol i roi diwedd ar droi pobl allan i ddigartrefedd, fel y trafodwyd uchod.

Mae hyn oll wedi ei wreiddio mewn cyd-destun economaidd a thai ehangach yng Nghymru, ble, yn y degawd cyn i argyfwng COVID-19 daro, roedd y bwlch rhwng cyfraddau cyflogaeth yng Nghymru a gweddill y DU wedi lleihau, ond roedd safonau byw yn cael eu gwasgu gan dwf cyflog gwan, diwygiadau nawdd cymdeithasol a thwf mathau o waith â chyflogau is ac ansafonol. Yn ystod y degawd hefyd gwelwyd cynnydd yn y duedd i leihau tlodi a thlodi mewn gwaith, sy'n golygu bod y rhan fwyaf o oedolion oed gweithio a phlant mewn tlodi, ar ôl costau tai, yn byw mewn cartrefi lle'r oedd un neu fwy o oedolion mewn gwaith cyflogedig.

Mae'r rhagolygon ar gyfer economi Cymru a'r farchnad lafur yn aneglur, ond mae'r pandemig wedi gwneud niwed difrifol i gyllid cyhoeddus. Gyda Llywodraeth y DU yn ceisio cydbwysu'r gyllideb erbyn 2025, ansicrwydd parhaus ynghylch disodli cyllid yr Undeb Ewropeaidd a'r cwmpas cyfyngedig i gynyddu refeniw o dreth incwm ddatganoledig, mae'n debygol y bydd gwasanaethau cyhoeddus yn parhau i weithredu mewn amgylchedd o gyni. Mae angen edrych ar yr hwb i wariant sy'n benodol ar gyfer digartrefedd, a nodir uchod, yn y cyd-destun ehangach hwn sy'n peri gofid.

Casgliad

Mae'r Monitor Digartrefedd hwn yng Nghymru wedi adlewyrchu cyfnod a ddominyddir gan drychineb COVID-19, yn ogystal â gweithgarwch polisi dwys ar ddigartrefedd yng Nghymru cyn ac ar ôl y pandemig. Mae wedi cofnodi perfformiad canmoladwy Llywodraeth Cymru, awdurdodau lleol, Landlordiaid Cymdeithasol Cofrestredig a

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- 21 *Llywodraeth Cymru (2020) Datganiad Ysgrifenedig: Ymateb i COVID-19 – Digartrefedd a Phobl sy'n Cysgu ar y Stryd*. Ar-lein: Llywodraeth Cymru. <https://llyw.cymru/datganiad-ysgrifenedig-ymateb-covid-19-digartrefedd-ar-rhai-syn-cysgu-allan>
- 22 Rhaglen Lywodraethu Llywodraeth Cymru (2021) Ar-lein: Llywodraeth Cymru. <https://llyw.cymru/sites/default/files/publications/2021-06/rhaglen-lywodraethu-2021-i-2026.pdf>
- 23 Llywodraeth Cymru (2021) *Rhoi diwedd ar ddigartrefedd: Cynllun Gweithredu Lefel Uchel – 2021-2026*. Ar-lein: Llywodraeth Cymru. <https://llyw.cymru/sites/default/files/consultations/2021-10/rhoi-terfyn-ar-ddigartrefedd-cynllun-gweithredu-lefel-uchel-2021-i-2026.pdf>
- 24 Grŵp Gweithredu ar Ddigartrefedd (2020) *Y fframwaith o bolisiau, dulliau a chynlluniau y mae ei angen i roi diwedd ar ddigartrefedd yng Nghymru (Beth mae rhoi diwedd ar ddigartrefedd yng Nghymru'n ei olygu mewn gwirionedd): Adroddiad gan y Grŵp Gweithredu ar Ddigartrefedd ar gyfer Llywodraeth Cymru*. Ar-lein: Llywodraeth Cymru. https://llyw.cymru/sites/default/files/publications/2020-03/grwp-gweithredu-ar-ddigartrefedd-adroddiad-mawrth-2020_0.pdf, p.43
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- 26 *Llywodraeth Cymru (2020) Datganiad Ysgrifenedig: Diweddariad ar Atal Digartrefedd*. Ar-lein: Llywodraeth Cymru. <https://llyw.cymru/datganiad-ysgrifenedig-diweddariad-ar-atal-digartrefedd>

27 Thomas, N. (2021) People Renting Homes in Wales Face Crisis as Eviction Ban End Looms. 5 Mehefin. Ar-lein: *The National*. <https://www.thenational.wales/news/19350826.people-renting-homes-wales-face-crisis-eviction-ban-end-looms/>

phartneriaid yn y trydydd sector yn ystod argyfwng COVID-19, ac mae hefyd wedi amlinellu'r heriau sydd ar y gweill wrth i wahanol fesurau lles a thai gwarchodol ddod i ben. Bydd y diweddariad nesaf ar Fonitor Digartrefedd Cymru yn ein galluogi i ymchwilio i effeithiau tymor hwy pandemig COVID-19 a newidiadau polisi ac ymarfer cysylltiedig, boed hynny'n gadarnhaol neu'n negyddol, a dilyn gweithrediad rhaglen uchelgeisiol y Grŵp Gweithredu ar Ddigartrefedd o ran newid polisi a newid cyfreithiol. Byddwn hefyd yn dechrau asesu camau gweithredu swyddogol sy'n berthnasol i'r potensial i leihau digartrefedd a nodwyd yn ein dadansoddiad o'r amcanestyniadau.

Swyddfa Crisis Cymru

33-35 Stryd Bute y Gorllewin

Caerdydd CF10 5LH

Ffôn: 08000 384838

www.crisis.org.uk

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**Gyda'n gilydd
byddwn yn
rhoi terfyn ar
ddigartrefedd
Together
we will end
homelessness**

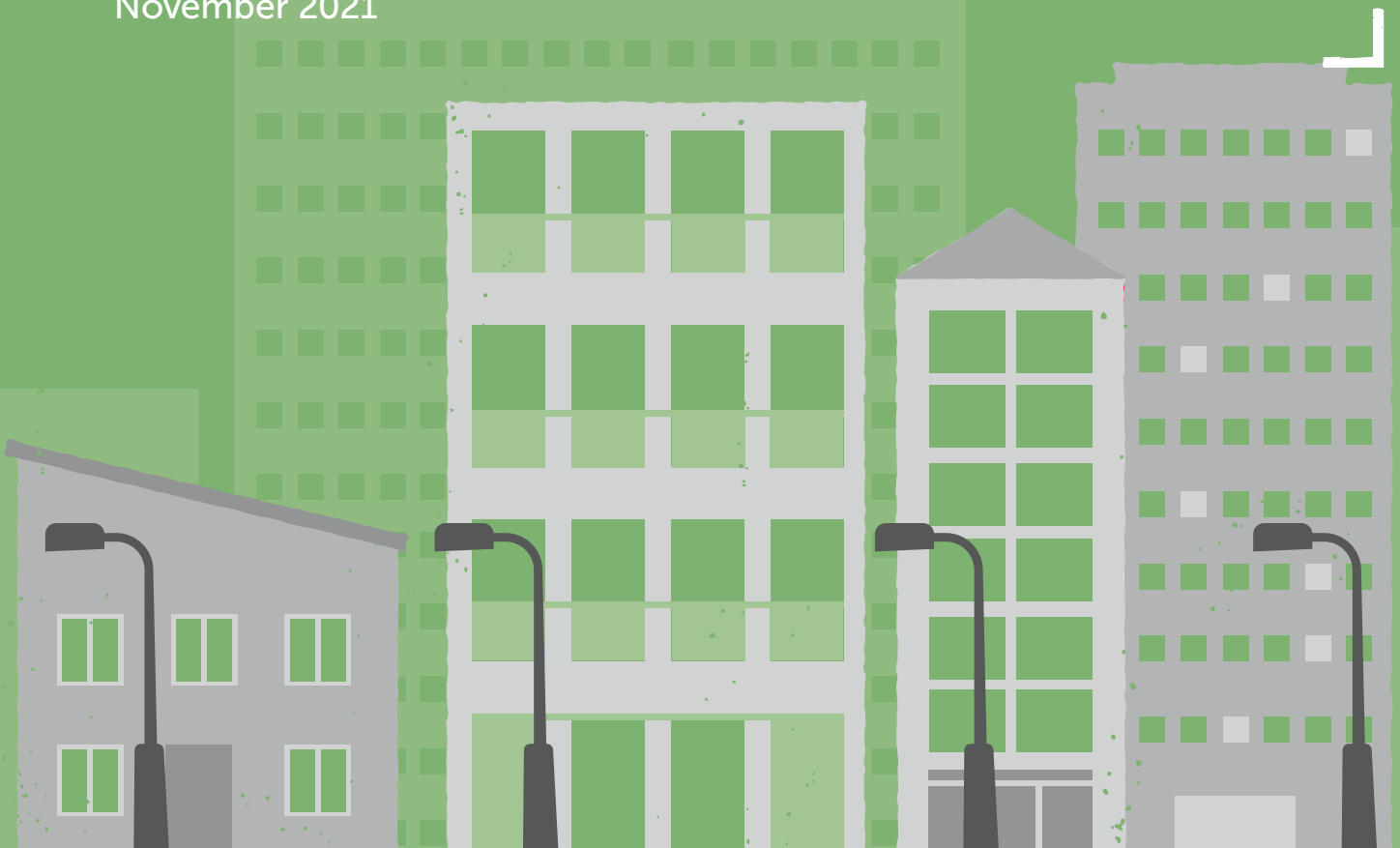


Gyda'n gilydd
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The homelessness monitor: Wales 2021

Suzanne Fitzpatrick, Glen Bramley, Hal Pawson, Gillian Young, Beth Watts & Jenny Wood, Institute for Social Policy, Housing and Equalities Research (I-SPHERE), Heriot-Watt University; City Futures Research Centre, University of New South Wales; Newhaven Research Ltd.

November 2021



The homelessness monitor

The homelessness monitor is a longitudinal study providing an independent analysis of the homelessness impacts of recent economic and policy developments across the UK. Separate reports are produced for England, Scotland and Wales.

This year's Wales Monitor is an account of how homelessness stands in Wales in 2021, or as close to 2021 as data availability allows. It also highlights emerging trends and forecasts some of the likely future changes, identifying the developments likely to have the most significant impacts on homelessness.

The homelessness monitor: Wales 2021

Suzanne Fitzpatrick, Glen Bramley, Hal Pawson, Gillian Young, Beth Watts & Jenny Wood, Institute for Social Policy, Housing and Equalities Research (I-SPHERE), Heriot-Watt University; City Futures Research Centre, University of New South Wales; Newhaven Research Ltd.

November 2021

About Crisis

Crisis is the national charity for homeless people. We help people directly out of homelessness, and campaign for the social changes needed to solve it altogether. We know that together we can end homelessness.

About the authors

Professor Suzanne Fitzpatrick, Professor Glen Bramley & Dr Beth Watts are based at the Institute for Social Policy, Housing, and Equalities Research (I-SPHERE), where Dr Jenny Wood was also based until June 2021. Professor Hal Pawson is based at the City Futures Research Centre, University of New South Wales. Gillian Young is the Director of Newhaven Research, Edinburgh.

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Disclaimer: All views and any errors contained in this report are the responsibility of the authors. The views expressed should not be assumed to be those of Crisis or of any of the key informants or other stakeholders who assisted with this work.

Crisis Wales office

33-35 West Bute Street
Cardiff CF10 5LH
Tel: 0300 636 1967
Fax: 0300 636 2012
www.crisis.org.uk

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Foreword

It has been four years since Crisis last published a Homelessness Monitor for Wales. The effect of changes to homelessness law at the time were only just becoming clear but none of us were anticipating a public health catastrophe on the scale of the Covid-19 pandemic. The crisis has reinforced just how important it is for everyone to have their own safe and secure home – and has also reminded us how closely linked homelessness and health are.

This report finds that the Welsh Government-led response to the pandemic was widely praised by local authorities as well as interviewees in statutory roles and the voluntary sector. 21 of 22 local authorities say the provision of both emergency accommodation and eviction protections were important in preventing or minimising homelessness.

Whilst we are seeing some UK-wide pandemic support measures coming to an end, the Welsh Government has been extremely clear that the emergency response continues.

This is all the more important given that there has been no overall reduction in how many people in Wales continue to experience homelessness. The recorded number of people seeking help to prevent or end their homelessness increased in the years leading up to the pandemic. On any given night in 2019, nearly 9,000 households in Wales were experiencing the most severe and immediate forms of homelessness including 5,500 households sofa surfing.

The economic and social impacts of the pandemic are still unclear, but most local authorities (15 out of 22) say they have seen more people needing support since the pandemic, and nearly all say they are expecting a further rise due to evictions from the private rented sector. Two thirds also expect the numbers of repossessed homeowners and unemployed people seeking homelessness support to increase.

There is, however, cause for real optimism. Since the last Monitor, huge steps have been taken on a journey towards preventing and ending homelessness in Wales.

I have been pleased to chair the work of the Homelessness Action Group, which has brought together expertise from a range of sources across and outside Wales, including people with lived experience of homelessness and frontline work, as well as the wider homelessness sector. Its recommendations have led to a range of innovative proposals being designed to address the root causes of homelessness. These have all been accepted by the Welsh Government and adopted both in the current Programme for Government and a five-year Action Plan which builds on this work whilst recognising the changing context of the pandemic.

In addition, the Monitor makes clear the ability of public and third sectors to work quickly and flexibly to support those at risk of or experiencing homelessness. It is vital that record is converted into a positive, long-lasting legacy.

This is the first Monitor for Wales to include detailed modelling estimates for how homelessness in Wales may look in the years to come. This provides further evidence that as a result of the pandemic we are likely to see more people becoming homeless – particularly in the short-term. But it also indicates that some of the key ideas in the Action Plan, such as Rapid Rehousing, can help reduce 'core' homelessness in Wales in the longer-term.

The Welsh Government and its partners have shown their ability to take effective action against homelessness, particularly during the Covid-19 emergency, and it is essential that Wales continues to do all it takes to support people out of homelessness even as short-term pandemic measures end.



Jon Sparkes
Chief Executive, Crisis

Executive summary

Key points

The Homelessness Monitor series is a longitudinal study providing an independent analysis of the homelessness impacts of recent economic and policy developments in Wales and elsewhere in the UK.¹ This fourth Wales-focused report provides an account of how homelessness stands in 2021 (or as close to 2021 as data availability allows), and covers a period dominated by the COVID-19 pandemic, as well as intense policy activity on homelessness in Wales. It is also the first Wales Monitor in which we offer detailed modelling estimates and forward projections of extreme forms of 'core' homelessness.

Key points to emerge from this latest analysis are as follows:

- It is likely that the first year of the pandemic saw a continuation of the pre-COVID-19 trend of rising homelessness demand. According to official statistics, local authority prevention and relief cases grew by 19% in the three years to 2019/20. Then, according to our local authority survey, 15 of 22 councils saw a year-on-year increase in 2020/21.
- Actions to assist applicants under S66 (prevention assistance) and S73 (relief assistance) increased by 8% and 14%, respectively, in the three years to 2019/20, whereas actions under S75 ('final duty' to secure accommodation) climbed by 48%, albeit from a much lower base in terms of absolute numbers.
- The years preceding the COVID-19 pandemic also saw temporary accommodation placements on a sustained upward trend, with total placements rising by 24% between 2016 and 2020. A much sharper

increase seen during 2020/21 reflects the Welsh Government's emergency housing programme to provide safe accommodation for those at risk of sleeping rough during the pandemic, including people 'in inadequate temporary accommodation'.² Official figures for this period show numbers peaking at 6,452 individuals (including 1,525 dependent children) in June 2021.

- An alternative to focussing exclusively on the official administratively-generated statistics on homelessness is to utilise a variety of existing data sources to assess trends in 'core homelessness'. This relates to people in the most severe and immediate forms of homelessness. At 2019, 'snapshot' overall core homelessness in Wales stood at 8,980 households, including 5,500 in 'sofa surfing' circumstances, 1,860 in hostels and similar accommodation, 550 in unsuitable temporary accommodation, 460 rough sleeping, and a similar number (600) staying in unconventional accommodation.
- If COVID-19 had not happened, and economic and demographic trends had continued in a similar fashion to the recent past, our projections suggest that future core homelessness numbers in Wales would have run at about the 9-9,500 level throughout the projection period to 2041. It is predicted that the economic aftermath of COVID-19 risks a noticeable immediate rise in core homelessness, but a range of COVID-19 emergency measures have been alleviating this and may continue to do so.
- Our sequential modelling analysis indicates that the most effective policies for reducing core homelessness are Rapid Rehousing, accompanied by social housing allocation quotas for homeless households; maximising prevention efforts, including more use of private renting and financial/debt assistance; and raising the level of the Local Housing Allowance and indexing it effectively to private rent levels. More moderate additional benefits would be realised from maximal rollout of Housing First, 'levelling up' economic performance, and a large hike in Universal Credit rates. This comprehensive programme of recommended measures would reduce core homelessness by one-third (32%) over the coming period compared with the baseline prediction.
- Boosting social housing has become a high priority for the Welsh Government, with an annual target set of 3,500 affordable homes, including social and intermediate rent, for each of the five years from 2019/20. Our modelling work indicates that, with other impactful policies in place, increasing social rented housing supply above the current commitments would have little additional positive effect on reducing core homelessness. That said, significant investment in new social housing provision may be needed to encourage social landlords to implement the Rapid Rehousing and other policies required to bring levels of core homelessness down, including through changing the size mix of available accommodation.
- The actions taken by the Welsh Government to assist people at risk of homelessness, and especially sleeping rough, during the COVID-19 pandemic were widely praised by research participants. A combination of unequivocal guidance (including with respect to people with No Recourse to Public Funds), substantial additional funds (both to cover the

¹ Parallel Homelessness Monitors are published for England, Scotland and Northern Ireland. All of the UK Homelessness Monitor reports are available from <https://www.crisis.org.uk/ending-homelessness/homelessness-knowledge-hub/homelessness-monitor/>

² Welsh Government (2020) *£10 Million Emergency Support for Rough Sleepers in Wales during Coronavirus Outbreak*. Online: Welsh Government. <https://gov.wales/10-million-emergency-support-rough-sleepers-wales-during-coronavirus-outbreak>

costs of emergency accommodation and to invest in longer-term housing solutions), and high-level political commitment, were viewed as pivotal to the effectiveness of these interventions.

- Local authorities, homelessness service providers and Registered Social Landlords were all acknowledged to have risen to extraordinary challenges in protecting people at risk of sleeping rough during the COVID-19 crisis. However, not all those in need were accommodated at all times, with waiting lists for emergency provision operated in certain places. The sheer level of support needs encountered in some of this emergency accommodation also posed significant management and safety concerns.
- The Welsh Government acted swiftly to protect social and private tenants from eviction by extending eviction notice periods and temporarily banning the enforcement of evictions. But growing levels of rent arrears in the months ahead may test the Welsh Government and landlords' commitment to end evictions into homelessness from social housing.
- Pre-COVID-19, homelessness was already a high political priority in Wales, with a national strategy published in October 2019 setting a progressive direction based on principles of Rapid Rehousing and Housing First. Subsequently, the independent Homelessness Action Group has generated a wealth of detailed policy proposals to give substance to these principles, while also picking up other key themes such as workforce planning and wider public sector prevention duties. All Homelessness Action Group recommendations have been accepted in principle by the Welsh Government, and form the basis of a high-level Action Plan now issued for consultation, but a degree of wariness with regard to the Rapid Rehousing and Housing First aspects of this agenda is still apparent in parts of the homelessness sector in Wales.
- Another key Homelessness Action Group recommendation concerns the removal of legal barriers to homeless people accessing housing and support, including the current statutory tests of priority need, intentionality and local connection. Our local authority survey indicates that the majority of Welsh councils support the removal of the priority need criterion, but opinion is more divided on ending the intentionality test, and authorities are overwhelmingly against the removal of local connection restrictions.
- Enhancements to Discretionary Housing Payments and the Discretionary Assistance Fund were identified by Welsh local authorities as particularly important pandemic-prompted welfare benefits changes with respect to preventing and minimising homelessness in their areas. The UK Government's job furlough scheme, £20 weekly supplement for those claiming Universal Credit, and restoration of the Local Housing Allowance to the 30th percentile rent were also widely welcomed. The ending of these measures is likely to increase the risk of poverty and homelessness.
- In the decade before the COVID-19 crisis hit, the gap between employment rates in Wales and the rest of the UK narrowed, but living standards were squeezed by weak wage growth, social security reforms and the growth of lower paid and non-standard forms of work. The decade also saw the downward trend in poverty stall and in-work poverty grow, such that a large majority of working age adults and children in poverty (after housing costs) lived in households where one or more adults were in paid employment.

- The outlook for the Welsh economy and labour market are both unclear but the pandemic has severely damaged public finances. With the UK Government aiming to balance the budget by 2025, continued uncertainty around the replacement of European Union funding and the limited scope to increase revenues from devolved income tax, public services look set to continue to operate in an environment of austerity.

Trends in homelessness Statutory homelessness

Information about statutory homelessness in 2020/21 is unusually sparse, with official homelessness statistics for 2020/21 remaining largely unpublished at the time of writing – only very limited figures on temporary accommodation placements have been released.

Nonetheless, it seems likely that the first year of the pandemic saw a continuation of the pre-COVID-19 trend of rising homelessness demand. According to official statistics, prevention and relief cases grew by 19% in the three years to 2019/20. Then, according to our local authority survey, 15 of 22 councils saw a year-on-year increase in homelessness expressed demand in 2020/21. Half of respondents (11) judged this increase to be 'significant', while another four reported a 'slight' increase.

The profile of the applicant cohort appears to have changed significantly during the year to 31 March 2021, with a rise in single person and younger applicants reportedly outweighing a decline in family households. This changing applicant profile seems to have reinforced a pre-COVID-19 growing emphasis on relief and rehousing rather than preventative interventions on the part of Welsh local authorities. Thus, in the three years to 2019/20, actions to assist applicants under S66 (prevention

assistance) and S73 (relief assistance) increased by 8% and 14%, respectively, whereas actions under S75 ('final duty' to secure accommodation) climbed by 48%, albeit from a much lower base than the other activities in terms of absolute numbers.

Post-pandemic, almost all local authority respondents anticipated an increase in private landlord evictions due to the relaxation of restrictions imposed in 2020. Most participants also expected increases in home owner repossessions, newly unemployed people and survivors of domestic abuse. By contrast, few anticipated rising numbers of social rental evictions, given undertakings now in place to end evictions into homelessness by social landlords (see below), or higher numbers of presentations involving migrants without recourse to benefits. This latter point is related to the geographical concentration of non-UK nationals at risk of homelessness in a few (urban) local authorities in Wales.

The years preceding the COVID-19 pandemic saw temporary accommodation placements on a sustained upward trend, with total placements rising by 24% between 2016 and 2020. A much sharper increase seen during 2020/21 reflects the Welsh Government's emergency housing programme to provide safe accommodation for those at risk of sleeping rough during the pandemic. Official figures show numbers peaking at 6,452 individuals (including 1,525 dependent children) in June 2021. The same statistical series shows that new placements during the period August 2020-June 2021 involved a monthly average of 1,086 people. The latest figures available at the time of writing (for June 2021) show no sign of any downward trend in either new placements or the point-in-time placement total.

Turning to the matter of settled accommodation, most Welsh authorities responding to our survey (17 of 22) reported that discharging statutory homelessness duties via the private rented sector was difficult (usually this was described as 'very difficult'). These challenges were said to arise for a variety of reasons, including Local Housing Allowance shortfalls and competition from the demand for holiday lets, and to have been exacerbated by the pandemic.

Across Wales, it was less often reported as difficult to access social tenancies for homeless people. Even so, in half of Welsh local authorities (n=11) reported at least some degree of difficulty in securing council or housing association tenancies for this purpose. In only one of the nine rural authorities was this 'easy'. Strikingly, there was near universal agreement amongst Welsh councils that these challenges reflected absolute shortage in social housing supply (especially in relation to one-bedroom properties) and not any social landlord reluctance to assist. Most local authority respondents (13 of 22) therefore strongly disagreed with the proposition that social housing provision in their locality was adequate. Moreover, the vast majority (18 of 22) felt that social landlords in their area were 'making every effort' to prevent and relieve homelessness. Amongst key informants, however, there were similar concerns to those expressed in England,³ and to a lesser extent in Scotland,⁴ about housing associations limiting homeless people's access to their properties on 'financial capability' and other grounds.

3 Fitzpatrick, S., Pawson, H., Bramley, G., Wood, J., Watts, B., Stephens, M. & Blenkinsopp, J. (2019) *The Homelessness Monitor: England 2019*. London: Crisis. https://www.crisis.org.uk/media/240419/the_homelessness_monitor_england_2019.pdf

4 Fitzpatrick, S., Pawson, H., Bramley, G., Watts, B., Wood, J., Stephens, M. & Blenkinsopp, J. (2019) *The Homelessness Monitor: Scotland 2019*. London: Crisis https://www.crisis.org.uk/media/240002/the_homelessness_monitor_scotland_2019.pdf

Core homelessness

For the first time in Wales, this report details quantitative analysis of 'core homelessness', which captures some of the most severe and immediate forms of homelessness. The key categories captured include people sleeping rough, staying in places not intended as residential accommodation (e.g. cars, tents, boats, sheds, etc.), living in homeless hostels, refuges and shelters, placed in unsuitable temporary accommodation (e.g. Bed and Breakfast hotels, Out of Area Placements, etc.), and sofa surfing (i.e., staying with non-family, on a short-term basis, in overcrowded conditions).

At 2019, 'snapshot' core homelessness in Wales stood at 8,980 households in total, including 5,500 in 'sofa surfing' situations, 1,860 staying in hostels or similar accommodation, 550 in unsuitable temporary accommodation, 460 rough sleeping, and a similar number (600) staying in unconventional accommodation. Overall core homelessness numbers have been relatively stable over the preceding seven years in Wales, with rates per head of population lower than in England, but somewhat higher than in Scotland. South Wales, the most populous region, generally has the highest rates of core homelessness, while Mid and West Wales, a predominantly rural and coastal region, has relatively low core homelessness rates.

If COVID-19 had not happened and economic and demographic trends had continued in a similar fashion to the recent past, we projected future core homelessness numbers in Wales would have run at about the 9-9,500 level throughout the projection period to 2041. It is predicted that the

economic aftermath of COVID-19 risks a noticeable rise in core homelessness in the current period. However, a range of COVID-19 special provision emergency measures have been alleviating this, as discussed below, and may continue to do so.

Our sequential modelling analysis - which considers what can be achieved by implementing combinations of policy options in a logical order - indicates that the most effective policies for reducing core homelessness in the medium to longer-term are Rapid Rehousing, accompanied by social housing allocation quotas for homeless households; maximising prevention efforts, including more use of private renting and financial/debt assistance; and raising the Local Housing Allowance and indexing it effectively. More moderate additional benefits would be realised in Wales from maximal rollout of Housing First, 'levelling up' economic performance, and a large hike in Universal Credit rates.

This comprehensive programme of recommended measures appears from the modelling to be capable of reducing core homelessness by one-third over the coming period, compared with what it would have been without any change in policies. While this scenario would see core homeless numbers 32% below the baseline prediction, unsuitable temporary accommodation would be down by 56%, rough sleeping would be reduced by 64%, sofa surfing down by 43%.

5 Welsh Government (2021) *Estimates of Housing Need: 2019-based*. Cardiff: Welsh Government. <https://gov.wales/estimates-housing-need-2019-based>

6 Fitzpatrick, S., Watts, B., Pawson, H., Bramley, G., Wood, J., Stephens, M. & Blenkinsopp, J. (2021) *The Homelessness Monitor: England 2021*. London: Crisis. <https://www.crisis.org.uk/media/244702/crisis-england-monitor-2021.pdf>; Fitzpatrick, S., Mackie, P., Pawson, H., Watts, B. & Wood, J. (2021) *The COVID-19 Crisis Response to Homelessness in Great Britain: Interim Report*. Online: CaCHE. https://housingevidence.ac.uk/wp-content/uploads/2021/02/12544_UoG_CaCHE_Covid_Homelessness_Report-Final.pdf

7 Welsh Government (2020) *Written Statement: COVID-19 Response – Homelessness and Rough Sleepers*. Online: Welsh Government. <https://gov.wales/written-statement-covid-19-response-homelessness-and-rough-sleepers>.

Boosting social housing has become a high priority for the Welsh Government. Its central estimate of housing need suggests that around 7,400 additional housing units will be required for each of the five years from 2019/20, made up of 3,900 market orientated and 3,500 affordable homes, including social and intermediate rent.⁵ Our modelling work indicates that, with other impactful policies in place, increasing social rented housing supply above the current commitments would have little additional positive effect on reducing core homelessness. However, as is implied by some of the survey responses discussed above, significant investment in new social housing provision may be needed to encourage local authorities and housing associations to implement the Rapid Rehousing and other policies required to bring core homelessness down, particularly having regard to the mix of smaller units needed for many homeless households. Nevertheless, with homeless households only accounting for c. 20% of net social lettings in Wales in recent years, there would appear to be scope for more rapid rehousing.

Economic, policy and COVID-19 impacts on homelessness

As elsewhere in Great Britain,⁶ the COVID-19 pandemic crisis response involved sweeping changes to homelessness policy, legislation and funding in Wales. There were Ministerial statements from March 2020 onwards that all people sleeping rough, including those with No Recourse to Public Funds, should be accommodated.⁷ Subsequent

guidance on the priority need status of people sleeping rough, issued in April 2020, provided that, for the duration of the pandemic, they should be considered 'vulnerable' and therefore entitled to accommodation.⁸ In May 2020, the Welsh Government published guidance on self-isolating in a hostel, night shelter or supported accommodation, periodically updated through the pandemic.⁹

These policy statements and guidance were accompanied by significant additional funding commitments. On 20th March 2020, a £10m funding package for emergency accommodation for people sleeping rough/in emergency shelters.¹⁰ This later became known as the 'Phase 1' funding. On 28th May 2020, the Welsh Government announced £20m 'Phase 2' funds to support longer-term housing solutions (incorporating the initial £10million), to include a combination of capital and revenue funding.¹¹ On 28th July the value of this Phase 2 fund was increased to £50m, encompassing a substantially enhanced capital spend envelope of £40m.¹² Moreover, the Welsh Government committed to meeting the costs of temporarily accommodating people at risk of rough sleeping on an ongoing basis, at an average monthly cost of £1.6million.¹³

There was overwhelming praise from key stakeholders for the approach taken by the Welsh Government, and

their local authority, Registered Social Landlord and third sector partners, to mitigating the impacts of the COVID-19 pandemic on people at risk of rough sleeping. The combination of prompt and unequivocal guidance from the Welsh Government, together with significant additional resources, was considered crucial. The exceptional commitment and effectiveness of the relevant Welsh Minister, Julie James, was also widely noted.

The sustained nature of the 'Phase 1' funding that the Welsh Government made available for this emergency provision was especially appreciated in ensuring that there was no mass 'return to the streets' after the initial lockdown period. Equally, the 'Phase 2' programme was perceived as impressive both in its scale and in its orientation towards longer-term, strategic solutions. That said, there is now a degree of concern that some of the Phase 2 capital funding has been invested large-scale, congregate models of temporary accommodation in certain locations. This runs counter to strategic commitments to move away from this form of provision, as discussed below, but the hope is that this new accommodation can, in the longer-term, be 'flipped' to general needs purposes. Also highly relevant is the substantial uplift in the mainstream 'Supporting People' revenue funding stream, now known as the Housing

Support Grant,¹⁴ from about £120 million to £166 million in the current financial year.¹⁵ This move was seen to have boosted the confidence as well as resources of the homelessness sector in Wales post-COVID-19.

While both local authorities and homelessness providers worked at pace in the face of extraordinary challenges, it was acknowledged that not all those in need were actually accommodated at all times, with waiting lists for emergency provision operated in certain places. Local authorities seemed to have been taken aback by the level of support needs encountered in some of this emergency accommodation and by the profound management problems that resulted. There were serious incidents in certain locations that put both other residents and staff at risk. Moreover, while much of the operational guidance issued by the Welsh Government during COVID-19 was warmly received, that issued on managing anti-social behaviour in congregate settings¹⁶ was roundly criticised as offering little by way of new or effective solutions.

As elsewhere in the UK,¹⁷ social landlord lettings ground to a virtual halt early in the pandemic, but many Registered Social Landlords then stepped up, prioritising allocations to those in emergency

accommodation and others vulnerable to homelessness. That said, there are, as noted above, some longer-term concerns on social housing allocations to homeless households in Wales and considerable doubt over the robustness of the available data in this regard. More positively, at the time of our fieldwork there was considerable excitement generated by a pre-COVID-19 commitment by the Welsh Government, in partnership with landlord organisations, to end all evictions from social housing into homelessness.¹⁸

Pre-COVID-19, homelessness was already a political priority in Wales. A high-level national strategy published by the Welsh Government in October 2019 set a progressive direction based on principles of prevention, Rapid Rehousing, and Housing First as the default response for the minority of homeless people with more intensive support needs.¹⁹ Detailed policy proposals to give substance and shape to these principles, and other key themes such as workforce planning and wider prevention duties across the public sector, have now been fleshed out in three reports published by an independent Homelessness Action Group, established by the Welsh

- 8 Welsh Government (2020) *Guidance for Local Authorities in Supporting People Sleeping Rough – Covid-19 Outbreak*. Online: Welsh Government. https://gov.wales/sites/default/files/publications/2020-04/guidance-for-local-authorities-in-supporting-people-sleeping-rough-covid-19_0.pdf
- 9 Welsh Government (2020) *Supported Living Guidance: Coronavirus*. Online: Welsh Government. <https://gov.wales/supported-living-guidance-coronavirus#section-55008>
- 10 Welsh Government (2020) *Written Statement: COVID-19 Response – Homelessness and Rough Sleepers*. Online: Welsh Government. <https://gov.wales/written-statement-covid-19-response-homelessness-and-rough-sleepers>. At the same time the Minister accepted in principle the Homelessness Action Group second (main) report recommendations, as discussed below.
- 11 Welsh Government (2020) *Written Statement: Phase 2 Homelessness Plan*. Online: Welsh Government. <https://gov.wales/written-statement-phase-2-homelessness-plan>
- 12 Welsh Government (2020) *Written Statement: Phase 2 Homelessness Update*. Online: Welsh Government. <https://gov.wales/written-statement-phase-2-homelessness-update>
- 13 Welsh Government (2020) *Written Statement: Homelessness Prevention Update*. Online: Welsh Government. <https://gov.wales/written-statement-homelessness-prevention-update>

- 14 Welsh Government (2021) *Housing Support Grant Guidance: Practice Guidance for Local Authorities from April 2020: Updated March 2021*. Online: Welsh Government. <https://gov.wales/sites/default/files/publications/2021-04/housing-support-grant-practice-guidance.pdf>
- 15 Welsh Government (2021) *Written Statement: Support for Tenants through the Covid-19 Pandemic*. Online: Welsh Government. <https://gov.wales/written-statement-support-tenants-through-covid-19-pandemic>
- 16 Welsh Government (2020) *COVID 19: Guidance for Local Authorities and Providers; Managing Safety and Risk in Temporary Accommodation Where an Individual Displays Challenging and Anti-social Behaviour*.
- 17 Fitzpatrick, S., Watts, B., Pawson, H., Bramley, G., Wood, J., Stephens, M. & Blenkinsopp, J. (2021) *The Homelessness Monitor: England 2021*. London: Crisis. <https://www.crisis.org.uk/media/244702/crisis-england-monitor-2021.pdf>; Watts, B., Bramley, G., Fitzpatrick, S., Pawson, H., & Young, G. (2021, forthcoming) *The Homelessness Monitor: Scotland 2021*. London: Crisis.
- 18 The Welsh Agenda (2019) *Ending Evictions into Homelessness in Wales*. 3 December. Online: IWA <https://www.iwa.wales/agenda/2019/12/ending-evictions-into-homelessness-in-wales/>; Shelter Cymru (2021) *Working Together to End Homelessness from Social Housing*. Cardiff: Shelter Cymru. https://sheltercymru.org.uk/wp-content/uploads/2021/03/Working-together-to-end-homelessness-from-social-housing_Report-1.pdf
- 19 Welsh Government (2019) *Strategy for Preventing and Ending Homelessness*. Online: Welsh Government. <https://gov.wales/sites/default/files/publications/2019-10/homelessness-strategy.pdf>

Government in summer 2019.²⁰

With all of the Homelessness Action Group's proposals accepted in principle by the last Welsh Government,²¹ and embedded in the current administration's Programme for Government 2021-26,²² and in a high-level action plan now issued for consultation,²³ the Group's ambitious agenda of both policy and legal reform seems set to form the foundation of Welsh homelessness responses in the coming years. That said, a certain degree of wariness about both the Rapid Rehousing and Housing First aspects of this agenda was evident amongst some local authorities and key informants who participated in our research, linked with resource concerns but also to ongoing attachment to congregate models of provision for at least some homeless groups.

Another key Homelessness Action Group recommendation pertains to removing barriers that stop homeless people accessing housing and support, including the statutory priority need, intentionality and local connection tests.²⁴ After its 'suspension' throughout the

COVID-19 crisis, at least with regards to people sleeping rough, and following a Welsh Government funded independent review,²⁵ the momentum for permanent abolition of the priority need criterion now seems unstoppable.²⁶ Notably, 15 out of 22 Welsh local authorities surveyed this year favoured abolishing the priority need criterion, albeit that some stressed this was conditional on accompanying extra resources. Local authority opinion was much more divided on the removal of the intentionality test (backed by 10, and opposed by 9), even though it is rarely used in practice, while councils were overwhelmingly against the removal of local connection restrictions (19 out of 22 council representatives judged that such a move would not be beneficial). On this last point it is worth noting that key informants, while generally sympathetic to the removal of the local connection criterion, did recognise the need for some kind of redistributive mechanism to give comfort to local authorities concerned that they might experience a net increase in service demands.

At present, concerns focus on the possibility of an immediate spike

in the inflow into homelessness as a range of COVID-19-specific protective measures come to an end. At UK Government level, this includes the winding down of the job furlough scheme, withdrawal of the £20 weekly supplement for those claiming Universal Credit, and the renewed freeze of the Local Housing Allowance after its temporary restoration to the 30th percentile rent. It is notable, though, that Welsh local authorities identified enhancements to Discretionary Housing Payments and Discretionary Assistance Fund as, if anything, even more important in minimising homelessness in their areas during the pandemic.

Welsh Government measures to protect social and private tenants from eviction during the COVID-19 pandemic were almost universally acknowledged as vital to homelessness mitigation efforts in 2020/21. Another major concern, therefore, is the possibility of a surge in evictions as these temporary forbearance measures end,²⁷ though constraints on court and bailiff capacities may act as something of a brake on this. An expected rise in rent arrears in the coming months may test the Welsh Government and social landlords' commitment to end evictions into homelessness discussed above.

This is all embedded in a wider economic and housing context in Wales where, in the decade before the COVID-19 crisis hit, the gap between employment rates in Wales and the rest of the UK had narrowed, but living standards were squeezed by weak wage growth, social security reforms and the growth of lower paid and non-standard forms of work. The decade also saw the downward trend in poverty stall and in-work poverty grow, such that a large majority of

working age adults and children in after housing costs poverty lived in households where one or more adults were in paid employment.

The outlook for the Welsh economy and labour market are both unclear but the pandemic has severely damaged public finances. With the UK Government aiming to balance the budget by 2025, continued uncertainty around the replacement of European Union funding and the limited scope to increase revenues from devolved income tax, public services look set to continue to operate in an environment of austerity. Boosts to homelessness-specific spending noted above need to be viewed in that dispiriting broader context.

Conclusion

This Homelessness Monitor Wales has reflected on a period dominated by the COVID-19 catastrophe, as well as intense policy activity on homelessness in Wales both pre- and post-pandemic. It has captured the creditable performance of the Welsh Government, local authorities, Registered Social Landlords and third sector partners during the COVID-19 crisis, and has also sketched out the upcoming challenges as various protective welfare and housing measures come to an end. The next Homelessness Monitor Wales update will enable us to investigate longer-term impacts of the COVID-19 pandemic and associated policy and practice shifts, both positive and negative, and track implementation of the Homelessness Action Group's ambitious programme of policy and legal change. We will also begin to assess official actions relevant to the homelessness-reduction potential identified by our projections analysis.

- 20 Homelessness Action Group (2019) *Preventing Rough Sleeping in Wales and Reducing it in the Short-term: Report to Welsh Ministers from the Homelessness Action Group*. Online: Welsh Government. <https://gov.wales/sites/default/files/publications/2019-10/homelessness-action-group-report-october-2019.pdf>; Homelessness Action Group (2020) *The Framework of Policies, Approaches and Plans Needed to End Homelessness in Wales (What ending homelessness in Wales looks like): Report from the Homelessness Action Group for the Welsh Government*. Online: Welsh Government. https://gov.wales/sites/default/files/publications/2020-03/homelessness-action-group-report-march-2020_0.pdf; Homelessness Action Group (2020) *Preventing, Tackling and Ending Homelessness through Rapid Rehousing and Local, Regional and National Partnerships: Report to Welsh Ministers from the Homelessness Action Group*. Online: Welsh Government. <https://gov.wales/sites/default/files/publications/2020-11/homelessness-action-group-report-july-2020.pdf>
- 21 Welsh Government (2020) *Written Statement: COVID-19 Response – Homelessness and Rough Sleepers*. Online: Welsh Government. <https://gov.wales/written-statement-covid-19-response-homelessness-and-rough-sleepers>.
- 22 Welsh Government (2021) *Programme for Government*. Online: Welsh Government. <https://gov.wales/sites/default/files/publications/2021-06/programme-for-government-2021-to-2026.pdf>
- 23 Welsh Government (2021) *Ending Homelessness: A High-Level Action Plan – 2021-2026*. Online: Welsh Government. <https://gov.wales/sites/default/files/consultations/2021-10/ending-homelessness-high-level-action-plan-2021-to-2026.pdf>
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- 25 Mackie, P., Gray, T., Hughes, C., Madoc-Jones, I., Mousteri, V., Pawson, H., Spyropoulos, N., Stirling, T., Taylor, H. & Watts, B. (2020). *Review of Priority Need in Wales*. Cardiff: Welsh Government.
- 26 Welsh Government (2020) *Written Statement: Homelessness Prevention Update*. Online: Welsh Government. <https://gov.wales/written-statement-homelessness-prevention-update>

- 27 Thomas, N (2021) People Renting Homes in Wales Face Crisis as Eviction Ban End Looms. 5 June. Online: The National. <https://www.thenational.wales/news/19350826.people-renting-homes-wales-face-crisis-eviction-ban-end-looms/>

Crisis Wales office

33-35 West Bute Street
Cardiff CF10 5LH
Tel: 0300 636 1967
Fax: 0300 636 2012
www.crisis.org.uk

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