



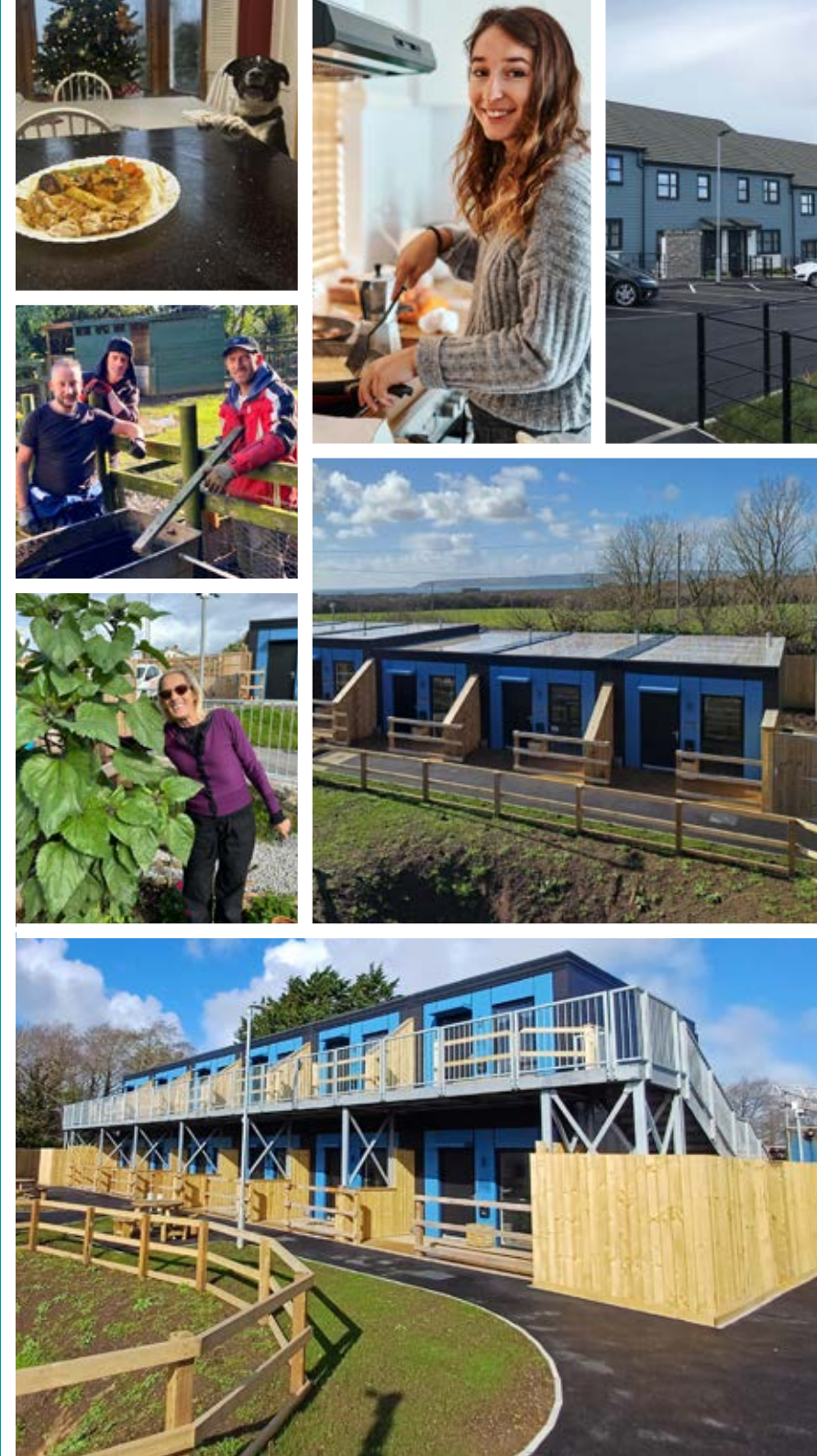
**CORNWALL
COUNCIL**
one and all • onen hag oll

Preventing Homelessness and Rough Sleeping Strategy 2025 – 2030

Working together so that no one in Cornwall
should be homeless and when it is experienced,
it is rare, brief and not repeated



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Working in partnership









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Joint foreword

Councillor Olly Monk and Allister Young



Councillor Olly Monk
Planning and Housing
Portfolio Holder

Access to a safe, affordable, and stable place that people can call home, represents the foundation of what every resident should have; and is essential for a person’s health, safety, and wellbeing. Housing will impact a person’s economic, social, and cultural opportunities, as it influences their access to education, employment, healthcare, and social networks.

For most of our residents, they either have their own home, or the ability to secure one; however, there is an increasing proportion of our residents that are unable to secure appropriate accommodation for themselves and their families. The current housing and homelessness landscape in Cornwall has changed significantly since our last Preventing Homelessness and Rough Sleeping Strategy was published.

I am pleased that this new updated strategy reflects the housing challenges Cornwall now faces. Cornwall has a homelessness crisis, and we now have nearly four times the number of households in temporary accommodation than we did before the Covid-19 pandemic.

Budgets across the council, provider organisations and our voluntary sector partners are at their most challenging, with more demand and less resource. Our strategy will seek ways to address this demand within the challenge of these constraints.

We have heard from our customers the negative impact homelessness has had on their lives and the lives of children who experience homelessness. We are committed to improving access to timely advice, information and support to prevent homelessness wherever we can. Some of the people we work with need specialist housing solutions or extra support to manage including those with more complex needs who require additional levels of support.

We cannot solve the issue of homelessness on our own as a Council, we need the help of landlords, communities and supporting agencies to work with us. By working together, we will ensure that experiences of homelessness in Cornwall are as brief as possible and not repeated and the services we provide are empathetic and supportive.



Allister Young
Housing and Homelessness
Alliance Chair

The number of people in Cornwall who experience homelessness is far too high, and if we are going to achieve meaningful change the responsibility can’t sit only with organisations that have some sort of legal or regulatory responsibility. That’s one of the key reasons why the Cornwall Voluntary Sector Forum created the Housing & Homeless Alliance in 2021.

The Alliance includes housing associations, homelessness charities, and a rich variety of organisations that provide invaluable support to people who are either homeless or at risk of becoming homeless. All members of the Alliance are committed to co-operating and assisting the Council in its legal duties to prevent homelessness and have worked with the Council to develop this strategy.

The strategy sets out our shared intent and gives us the foundations to continue to strengthen our partnership approach to tackling homelessness. This partnership approach is critical if we are to collectively meet the vision of the strategy.

Raglavar

Konseler Olly Monk hag Allister Young



Klr Olly Monk
Synsyas Plegell
Towlennans hag
Anedhyans

Hedhas dhe le salow, affordyadow ha diogel a yll tus henwel tre, a represent an fondyans a’n pyth a dal bos dhe bub anedhyas; ha bos essencek rag yeghes, salowder ha sewena den.

Anedhyans a wra effeythi chonsyow erbysiethek, socyal ha gonisogethek den, drefen ev dhe effeythi aga hedhas dhe adhyskans, arveth, yegheswith, ha rosweythiow socyal.

Ow tochya lies a’gan anedhysi, yma po chi dhedha aga honan, po an gallos dhe gavos onan; byttegyns, yma rann ow moghe a’gan anedhysi yw diallos dhe witha anedhyans gwiw ragdha ha’ga theyluyow. An tirwel anedhyans ha dianethter yn Kernow re janjyas yn feur wosa bos dyllys agan Strateji Lettya Dianethter ha Garowgoska diwettha.

Pes da ov may tastewyn an strateji nowedhys ma an chalenjys anedhyans a enep Kernow.

Yma goredhom dianethter dhe Gernow, hag yma genen ogas ha peswargweyth an niver a vayni yn anedhyans tremenadow es dell esa dhyn kyns an pandemek Covid-19. Bojettys a-dreus

an Konsel, kowethyansow-provia ha’gan kesparow ranngyllgh bodhek yw an moyha chalenjus, gans moy gorholeth ha le asnodh. Agan strateji a hwil fordhow dhe dhyghtya an gorholeth ma a-berth y’n chalenj a’n konstrinansow ma.

Ni re glewas dhyworth agan prenoryon an effeyth negedhek a dhianethter war aga bewnans ha’n bewnans a fleghes a brov dianethter. Omres on dhe wellhe hedhas dhe avis a-dermyn, kedhlow ha skoodhyans dhe lettya dianethter py le pynag a yllyn. Nebes a’n dus a oberyn gansa a’s teves edhom a dhigolm anedhyans arbennik po skoodhyans aral dhe dhyghtya, y’ga mysk an re gans edhommow komplettha a’s tevo edhom a nivellow pella a skoodhyans.

Ny yllyn digelmi an kaletter a dhianethter aga honan avel konsel, yma edhom dhyn a’n gweres a ostys, kemenethow ha maynys ow skoodhya dhe oberi genen. Dre gesoberi, ni a wra surhe bos prevyansow a dhianethter yn Kernow mar gott avel possybyl ha nag yw dasprevys, ha bos an gonisyow a broviyn keskonvedhadow ha skodhus.



Allister Young
Kaderyer
Keffrysians
Anedhyans hag
Dianethter

An niver a dus yn Kernow a brov dianethter yw re ughel yn feur, ha mar mynnyn kowlwul chanj effeythus ny yll an omgemeryans bos gans kowethyansow a’s teves neb par a omgemeryans laghel po rewlyanse hepken. Henn yw onan a’n achesonys selvenek y hwrug Dalva Ranngyllgh Bodhek Kernow gwruthyl an Keffrysians Anedhyans & Diannedh yn 2021.

An Keffrysians a syns ynno kowethyansow anedhyans, alusennow dianethter, ha varyans divers a gowethyansow a brof skoodhyans a bris ughel dhe dus yw diannedh po bos dhedha peryl a dhos ha bos diannedh. Pub esel an Keffrysians yw omres dhe gesoberi ha gweres an Konsel yn y dheverow laghel dhe lettya dianethter ha re gesoberas gans an Konsel dhe dhisplegya an strateji ma.

An strateji ma a dhispleg agan mynnas rynnys ha ri dhyn an fondyansow dhe besya ha krefhe agan fordh gesparek dhe dhyghtya dianethter. Troboyntel yw an fordh gesparek ma mar mynnyn kowlwul gwel an strateji ma war-barth

Introduction

There is a housing crisis in Cornwall.

The affordability and availability of homes has been a concern in Cornwall for some time, but this has significantly worsened since the pandemic and has been exacerbated by the cost-of-living crisis. Unsurprisingly this has led to a significant increase in homelessness.

A collaborative partnership approach is fundamental to being able to effectively tackle homelessness. This strategy has been developed with partners, by listening to people and reviewing our data and services. Working together we want to tackle the underlying causes of homelessness, prevent homelessness wherever possible, create effective pathways out of homelessness, and design out system blockages. It will be delivered through a lasting commitment to partnership working, signifying a united approach to addressing homelessness in Cornwall.

The Homelessness Act 2002 requires every Local Authority to conduct a review of homelessness in their area and to develop and published a homelessness strategy based on the review findings.

Under the Act, the Homelessness Strategy must seek to achieve the following objectives in the local housing authority’s area:

- a) **The prevention of homelessness**
- b) **That suitable accommodation is and will be available for people who are or may become homeless.**
- c) **That satisfactory support is available for people who are or may become homeless.**

This strategy has been developed in accordance with the Act in response to the findings of the Homelessness Review. The positive engagement and enthusiasm from our partners and stakeholders has enabled us to develop this robust strategy in response to their feedback and ideas. It also responds to other relevant national and local policies and strategies.



The council also continues to deal with its challenge of rising costs of accommodating people in temporary and emergency accommodation at a cost at approximately £1.6m per month. This is unsustainable financially and more importantly leads to people being placed in unsuitable accommodation such as B&Bs. To manage this situation the Council has agreed a set of interventions that form a Housing Demand Management Plan which is part of the Council’s Budget and Medium-Term Financial Plan (MTFP). This is underpinned by a financial model that helps us prioritise our work and understand costs.

Workstreams underway providing more temporary accommodation through building, acquiring, and using some of our existing council homes, working with the private rented sector to increase opportunities for people through Cornwall Private Lets, a refreshed Private Sector Leasing and landlord incentive scheme and finally transforming our housing options services by improving our prevention and move on rates.

The council will continue to use this Demand Management approach and we will review and update our specific interventions as part of our annual budget setting process. Whilst this focused approach will help us provide

better accommodation and proactively manage our costs, it will not address the wider systemic issues. This homelessness strategy is about taking stock of where we are and working to improve the system with others.

Trauma and psychologically informed, person centred and a compassionate Cornwall

Homelessness is more likely amongst those who have experienced a history of childhood adversity and poverty.

Our approach to delivering this strategy is based upon a commitment to developing approaches that understand the impact trauma can have on people and how they respond when delivering homelessness services and ensuring that existing systems do not result in retraumatising individuals.

Trauma results from an event, series of events, or set of circumstances that is experienced by an individual as harmful or life threatening. While unique to the individual, the experience of trauma can cause lasting adverse effects, limiting the ability to function and achieve mental, physical, social, emotional, or spiritual well-being. Trauma-informed practice acknowledges the need to see beyond an individual’s presenting behaviours and to ask, ‘What does this person need?’ rather than ‘What is wrong with this person?’.



“ Services need to understand the impact of trauma on people and how they respond and ensure that systems do not result in retraumatising individuals.

Meaningful life

We recognise that homelessness solutions should extend beyond providing housing; they should also focus on what constitutes a meaningful and fulfilling life for individuals.

Cornwall context

The story of housing in Cornwall is one of two counties. Living in Cornwall offers, for many people, an unparalleled quality of life but it is also a place with a well-documented and high-profile housing crisis.

House prices have risen with the national trend, but wages remain lower, making it harder for first-time buyers, private renters, and low-income individuals to afford homes. Rising living costs, energy prices, and interest rates add to these challenges, with a third of households struggling to afford rent or mortgage payments.

Cornwall’s population is projected to grow by 20% by 2050 to around 680,000 residents, with a significant increase in residents aged 65+. The ageing population reduces housing availability for working age people, crucial for community viability. Furthermore, rents have surged by 50% since 2019, with a shortage of private rentals impacting key workers and the tourism sector. Demand for social and affordable housing far exceeds supply,

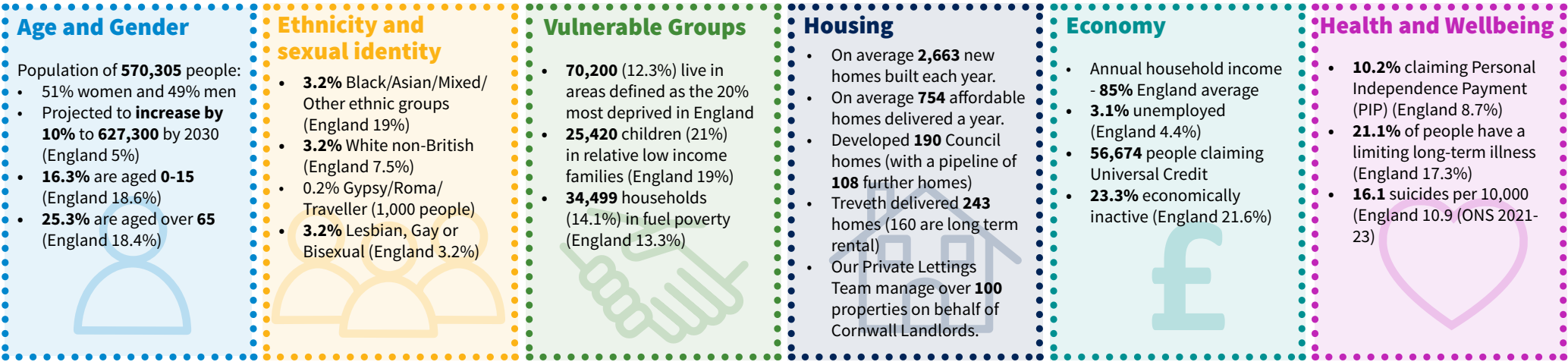
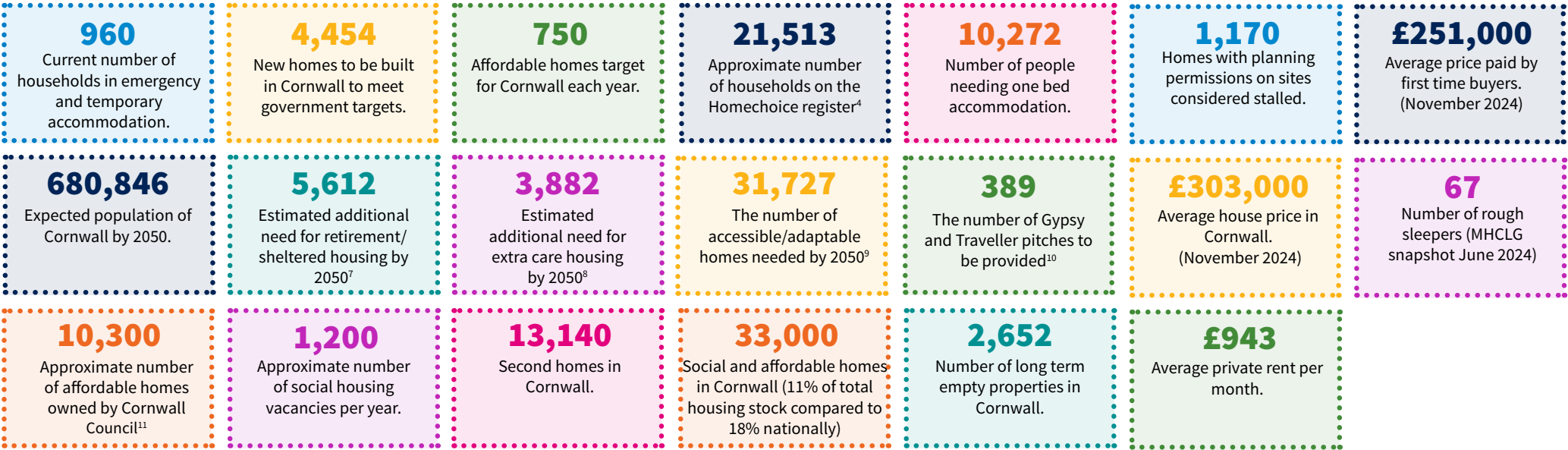
with 20,000 households on the housing register and only 1,200 social homes available annually.

The percentage of households in fuel poverty in Cornwall was 14.0% in 2021 (South West = 11.9%, England = 13.1%), representing 36,274 homes. Fuel poverty has been on an increasing trend since 2020.

The uplift of Local Housing Allowance (LHA) in April 2024 has a positive impact on the % of renters where LHA covered the households rent. In April 2024 64% of Universal Credit housing entitlement claims, the LHA rates did not meet the whole rent, which reduced to around half after the uplift meaning more households had all their rent paid. Which is positive however a further freeze is now again in place.

The number of people in our emergency and temporary accommodation has grown from 200 households at the start of the pandemic to over 900 now. More than half of these households are single people many of whom have a need for support to help them manage their home.

In 2023, Cornwall had 18.1% of its population earning below the living wage (South West = 11.8%, England = 13.0%). Despite a declining trend leading up to 2022, this percentage experienced an increase in 2023.



Building on joint success

We are not starting from scratch; this strategy is built upon several successes and achievement across the partnership in tackling homelessness. These include:

- **disAbility Cornwall's DIAL service** provides an independent, confidential, and free information and advice service to people living with long-term health conditions or disabilities, their families, carers, and professionals. disAbility Cornwall has supported households who are homeless or at risk of homelessness by empowering clients and connecting them with the resources and organisations best suited to provide the specialised assistance they need, ensuring they receive comprehensive and effective support.

- **Coastline Housing provides specialist accommodation for homeless people.** Chi winder which opened in September 2018, has supported over 480 people sleeping rough. The Day Centre is open 7 days a week with services that include food vouchers, advice, information and access to other services, shower and laundry facilities, GPs run clinics every day for people not registered with a local doctor. During the last 12 months, over 1000 people have accessed the Day Centre for support. Coastline has also reviewed their processes resulting in less evictions.

- Ocean Housing working with Carefree and Cornwall Council has delivered the **first supported accommodation scheme designated for Care Leavers.**

- **Coastline has housed 332 homeless** housing in the last 5 years.
- **Livewest provide 105 supported housing dwellings** and support more than 360 people each year with their outreach services.



- Homegroup through their commissioned services have been able to **support over 1200 people to access accommodation or services to help them maintain their home.**

- **Successful bid to government for capital and revenue funding** to provide 22 homes for young people who are homeless, at risk of homelessness or sleeping rough.

Cowlins Mill, Pool (HRA)

10 x 1B1P Modular Units

Location: Pool
Tenure: Social Rent
Focus: Temporary Accommodation
Typology: Modular
Funding: Next Steps Accommodation Programme (NSAP), Homes England Funding

The units allow clients to live on site for up to two years whilst they receive help to secure appropriate permanent housing. This is a pioneering scheme for Cornwall Council and the homelessness client group, developing the first modular site within Cornwall which posed significant challenges working around mining features, substandard construction methods and a highspeed rail line.



Chough House, Truro (General Fund)

10 x 1B1P Individual Rooms

Location: Truro
Tenure: Supported Emergency Accommodation
Focus: Redevelopment of CC Asset
Typology: Redevelopment
Funding: CC General Fund

Chough House is a former Cornwall Council office that has been redeveloped to provide Emergency Accommodation. The scheme provides up to 72 hours of EA for those experiencing homelessness or at risk of rough sleeping. The facility features a concierge and onsite management to provide support with housing needs.



Sandbanks, Hayle (General Fund)

1B (Studio)	1
1B (Flat)	6
2B (Flat)	9
1B (Bungalow)	1
2B (Bungalow)	2
Total	20

Location: Hayle
Tenure: Temporary Accommodation
Focus: TA
Typology: Acquisition
Funding: General Fund

Sandbanks is a former Holiday Park that consists of two blocks of flats and three bungalows. Cornwall Council has acquired the site to transform the existing buildings into Temporary Accommodation. The project was completed in 2023 and as of April 2024 is at 100% occupancy.



- **Significant pandemic response** where we worked across the county to ensure everyone had somewhere safe to stay. **We delivered:**

- 49 self-contained Bunkabins for single homeless households.
- 50 self-contained Solohaus and 10 self-contained Zpod dwellings for people who have experienced sleeping rough.
- 24 additional one bed homes across Cornwall for people who have experienced sleeping rough.

- 28 Housing First properties with 24 successful permanent tenancies. We have a further 5 Housing First properties due to come into use shortly.

- Effective joint working with Together for Families to **significantly reduce 16-17 yr old young person homelessness** and building a clear offer to young people leaving care promising that they should never have to make a homelessness application.

- **Introduction of Citadel** – working with our partners in the voluntary sector to deliver move-on support to homeless households.

- **90% of people** accommodated by the Private Lettings team this year have been referred by the Housing Team.

- In 2023, St Petrocs outreach team **supported 549 people** and prevented 202 people from becoming street homeless. 54 people were provided emergency accommodation over the winter of 23/24, increasing to 78 people for winter services so far for 24/25.
- Harbour Housing has **supported 1128 people in their accommodation provision** and 227 people through their Community Outreach over the last 5 years.

Homelessness in Cornwall

Levels of homelessness

In 2023/24 there were
5,436
approaches to the Housing Options service



2,910

households in Cornwall were assessed as homeless or threatened with homelessness in 2023/24



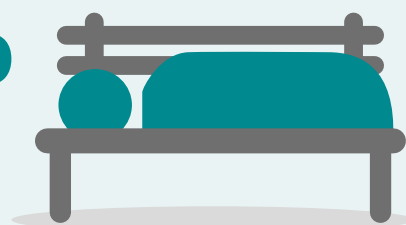
Since 2021/22 the proportion of people contacting the service at the point when they are **threatened with homelessness** has reduced considerably,

while those presenting at the **point of crisis** has increased.



67%

In 2023/24 of people accessing homelessness assistance were already homeless



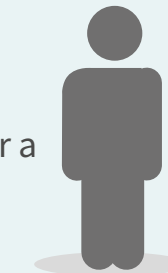
Statutory homelessness levels within Cornwall have remained **relatively static over the last five years, which is in contrast to national increases**, we would like to understand why this is.

Profile of homelessness

In 2023/24 **single people** accounted for a

68%

of all households who were homeless or threatened with homelessness



Single people are more likely to contact the service when they are **already homeless**, compared with



families who are more likely to approach the service at an **earlier point**

In Cornwall **younger people** are disproportionately affected by homelessness with **18-34 years** accounting for

47%

of all homeless customers



Mental health is the most prevalent support need accounting for

32%

of all support needs



67%

of households stated they have a support need

Cornwall, like many areas of the country, has seen an **increasing complexity and multiplicity of need that people experiencing homelessness are facing.**



Main causes of homelessness in Cornwall

Family and friends unable to accommodate and end of the private rented tenancies are the two main causes of homelessness in Cornwall.



Family and friends unable to accomodate accounts for **24%**

End of private rented tenancies also accounts for another **24%**



The level of evictions from supported housing in

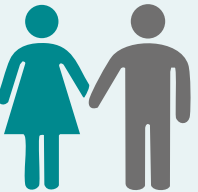
Cornwall are **higher than the national picture**, as too is homelessness upon **release from an institution**.

The other main causes of homelessness are:

13% domestic abuse,

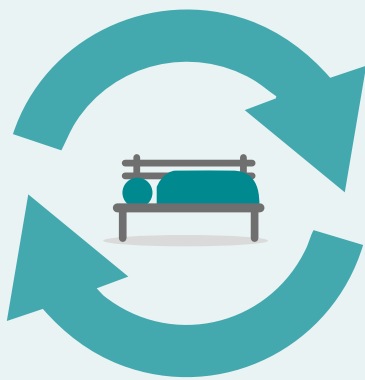


evictions from supported housing and



relationship breakdown.

There are **high levels of repeat homelessness** in Cornwall.



Prevention and relief activity

Homelessness was successfully prevented for

51%



of households owed a prevention duty

Successful prevention outcomes have **increased gradually** over the last few years but do remain just slightly lower than the success rate achieved in 2020/21 of

52%



63%

of people approaching the council as homeless have done so previously



Intentionally homeless decisions have increased from

13% in 2018/19

33% in 2023/34

Homelessness was successfully relieved for

31%



of households owed a prevention duty

The Housing Options service is more successful at helping households find alternative accommodation, than helping them to remain in their existing accommodation.

Successful relief activity has reduced over the last 4 years, from a peak of a

41%

success rate in 2020/21

Main duty decisions



In 2023/24

774

households had a full main duty owed, this is a duty to secure accommodation

In Cornwall, households are more likely to have a **main duty decision** and be **owed a full homelessness duty** compared with the rest of England



Temporary and emergency accommodation

In January 2025 there were



960

households in temporary accommodation

Since 2019 there has been a

224% ↑

increase in the number of households in temporary accommodation, having increased from

253 to 819

over this time period. There is a very heavy reliance on emergency accommodation which can be unsuitable and very costly. **The number of households as of December 2024 is currently 965**



The majority (**68%**) of households currently in temporary accommodation have been there for **less than a year,**

21% of current households in temporary accommodation have been there for between **1 and 2 years,**

and over **10%** of households have been in temporary accommodation for **more than 2 years.**



In 2023/24 circa

£20m

was spent on emergency and temporary accommodation

People sleeping rough in Cornwall



The official rough sleeper count identified

53 people

sleeping rough on a single night in Cornwall

Rough sleeping has reduced from the first official count in 2010 when

65 people

were found rough sleeping on a single night

The rural nature of Cornwall makes it **difficult to have a full understanding of the levels of rough sleeping** across the County, **with much of homelessness being hidden;** there has also been a recent emergence in **people sleeping within vans and mobile homes**



Information from outreach



150

individuals sleeping rough each month



In 2023/24, a total of

584 people

sleeping rough approached the Housing Options service

for help, but only **237 were owed a prevention or relief duty:** we need to understand why this is the case

Demand for social housing

In March 2024 there were



27,461

households on the housing register, this has increased by **131% over the last 5 years**

On average there are

1,300

annual lets of social housing



54%

of households on the housing register require **1 bedroom accommodation**

Consultation and engagement

In developing our strategy and to more accurately understand what homelessness looks and feels like in Cornwall we commissioned Homeless Link to undertake independent consultation and engagement.

Homeless Link conducted extensive consultation, including:



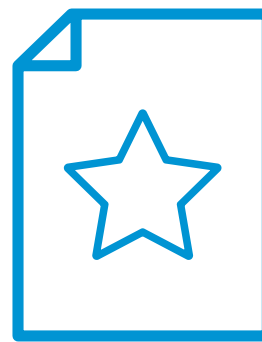
32 face to face interviews with customers.



Face to face sessions with providers and stakeholders including Housing and Homelessness Alliance members.



200+ online survey responses from customers.



Online survey responses from providers and stakeholders.

The feedback has highlighted how we need to do more to raise awareness of services available to those facing homelessness; how homeless people experienced difficulty in getting help from the council and evidence that we didn't always call back despite promising to do so.

As well as Homeless link we engaged with a wide range of stakeholders and carried out 6 face-to-face workshops with our partners - Housing & Homelessness Alliance (representing over 30 organisations), council colleagues from across all directorates, Probation, Registered Providers, Voluntary Sector and Charities, Integrated Care colleagues and Public Health. Their valuable feedback is incorporated into our strategy.

We would like to thank those people who took part in the consultation and gave up their time to share their experiences and views in particular those people currently experiencing homelessness.

Thank you also to the Housing and Homeless Alliance and its members for helping influence this strategy and committing to working in partnership with the council and wider partners to deliver this strategy over the next 5 years.

“ Even if I do get to see someone, I don't get to see the same person, it's hard to go through the same thing again, I don't want to tell the same thing over again. ”

St. Nicholas House resident

“ There was a lack of understanding from the council of what it's like to be homelessness and live in temporary accommodation, there was no empathy. ”

Temporary accommodation resident

“ I just feel I should have been able to do something differently, I feel like I should have had a back-up plan, but I just couldn't afford to find anywhere else, I feel so guilty that my children have to go through this, I worry what the impact of this will be on them. ”

Temporary accommodation resident

Key findings

It is difficult to forecast homelessness levels with any degree of accuracy as there are so many variables and it is also challenging to forecast too far into the future because of all the unknowns.

For example, we would not have been able to forecast the pandemic, cost of living and refugee demand, and then the pressures of the housing market and affordability which have further intensified.

Overall Cornwall is not seeing the same increases in homelessness duties, as the rest of England, whilst emergency and temporary accommodation has gone up exponentially over the same time period. Market conditions then mean households are not moving out of emergency or temporary accommodation quickly.

We know from our available data and the feedback from stakeholders that:

- ▶ People are approaching us too late when in many cases they are already homeless.
- ▶ We are not always good at talking to people compassionately.
- ▶ We are not always good at maintaining contact with people in temporary accommodation.
- ▶ We are not helping people enough to find a permanent home.
- ▶ People do not trust that we will do as we say.
- ▶ Many people have support needs but we do not know about this in enough detail and there is not either floating support or the supported accommodation available to meet these needs.
- ▶ There are pressures within the wider housing market, anticipated changes to private rented sector tenancies, the cost-of-living crisis, increasing mortgage rates, and pressure around accommodating refugees indicates that demand for homelessness services will continue to rise for the foreseeable future.
- ▶ More work is needed to understand our current data and identify gaps in our knowledge.



Our vision

“Working together so that no-one in Cornwall should be homeless and when it is experienced, it is rare, brief and not repeated.”

We will deliver our vision through five key themes as shown below:



Support

- Provide supported accommodation and floating support services for homeless people with support needs.
- Jointly commission services where right to do so and simplify pathways for customers and professionals.



Homes

- Build more homes of all types from social rented to supported housing.
- Change our approach to commissioning nightly paid emergency accommodation by continuing to increase our available stock of temporary accommodation and rented homes to rehome people.



Alliance

- Set up and support the new Homelessness Partnership Board.
- Housing Providers sign up to Homes for Cathy.
- Commitment to work together.



Prevent

- Improve people's experience of engaging with the homelessness services.
- Agree operational protocols with Adults Social Care, Together for Families, Public Health and voluntary sector.
- Continue working with social and private sector landlords.



Engage

- Empower homeless households and raise awareness to actively engage with the organisations as early as possible for advice, information and signposting.
- We will engage people who have lived and living experience in the design of services in the future and the provision of new homes.



#shape

servicestoendhomelessness



Support

“After an abusive relationship, I was confused and suicidal. Living rough. Support from my GP, Cornwall Council was amazing, with the situation at it is with the housing crisis in Cornwall, the services did exceptionally well. In fact, probably saved a life.”

Homeless resident



We know that many of the people coming to the council for help with housing have support needs and it is important we have the right support in place to help people.

An increasing number of adults in Cornwall experience three or more of the following five issues: homelessness, substance misuse, mental health issues, domestic abuse, and contact with the criminal justice system. These are complex needs and means many people require additional support and in many cases specialist intervention.



Through this strategy we are committed to ensuring that we end the need for anyone to sleep rough across Cornwall. We heard from people sleeping rough across Cornwall how hard life on the streets is, and how scared they feel. We will work to reduce the number of people having to sleep rough and address the multiple harms it brings to individuals and communities through rapid intervention to offer a route off the street for all.



67% of all households owed a homeless duty have a support need vs 54% nationally. Within that a high number of single people have support needs.

Cornwall Integrated Care System committed to Prevention Concordat for Better Mental Health.

Commissioned services for support are open access with **limited supply of long term supported housing**.

Services specifically for homeless households owed a duty.

Lack of move on – whilst intrinsically connected to available accommodation also needs a proactive approach to help people and thereafter support to help people transition into independent accommodation.

Some poor-quality supported housing both in terms of the quality of the homes and support which has led to the government initiating the Supported Housing Regulatory Oversight Act

Action needed

Recommissioning of Empowering Independence to focus on supported temporary accommodation for households owed a duty.

Develop a countywide floating support service targeted at people in temporary accommodation supporting them into sustainable housing.

Adults commissioning for long term supported housing for those with eligible support needs.

Supported Housing Needs Assessment of homeless households across EA/TA, commissioned and non commissioned to inform future commissioning.

Review the role of support providers in supporting planned move-on – ensure this is required in all commissioning.

Increase the role of housing options to Help people move on - jointly develop move on plans with all households in TA as part of their Personal Housing Plan.

Supported Housing Charter or accreditation process. This charter will set out our vision to embed trauma informed and strength-based approaches within all commissioned provision and help reduce evictions and abandonments.

Work towards having **‘off the street’ accommodation available to all.**

Review and assess the impact and outcome of our rough sleeper initiative funded projects. Highlight any gaps and make recommendations for future services.

Use our available data to prepare for the implementation of the Supported Housing Regulatory Oversight Act.

Where to get to

We have the supported accommodation we need, for the right people in the right places.

Less people sleeping rough.

People can access support in your own home when needed to prevent homelessness.

All landlords are happy to house homeless households.

It will be easy to access supported housing.

We have reviewed all our **accommodation and support services are fit for purpose, good quality and best value.**



Homes

“We under-estimate how destabilising living in temporary accommodation can be.”

Stakeholder



Having a safe and secure home is a fundamental requirement for living well. A move at any time can be stressful, but at this point of crisis in people’s lives, it is vital that the accommodation they are provided with is somewhere where they can feel safe and supported.

Through the increased focus on early intervention and prevention we will work to stem the flow of new placements into emergency and

temporary accommodation and there remains a need to ensure that there is an adequate supply of temporary accommodation of the right type and in the right place and homes for people to move into.

A range of accommodation options is needed across the social housing, rent to buy, homeownership, affordable private and supported sector to cater for a wide range of housing needs.



Where we are

- On average **2,663 new homes built each year.**
- On average **754 affordable homes delivered a year.**
- Developed 190 Council homes** with a pipeline of 108 further home.
- Treveth delivered 243 homes** many of which 160 homes are long term rental.
- Over 950 households in emergency and temporary accommodation.** 397 are families with children. Families told us about the impact that living in temporary accommodation had on their children both in terms of their wellbeing, schooling, social inclusion and mental health.
- Current Dynamic Purchasing System (DPS) for Nightly Paid emergency accommodation **is not efficient, or effective.**
- 319 properties in the Councils temporary accommodation portfolio** at this time including 44 PSL, 145 properties acquired for temporary housing.
- 76 units of Rough Sleeper Accommodation Programme (RSAP) accommodation** – in 3 modular schemes and 43 1 bed properties. 28 housing first homes acquired. 2 further modular schemes due to open soon.
- Family TA acquisition programme of 50 homes** and using 100 Council homes for TA.
- Dedicated Private Sector Letting Team** working with private landlords in Cornwall.

Action needed

- Prepare a Local Plan** to deliver more homes, jobs and infrastructure.
- Help Registered Providers** develop more affordable homes.
- Encourage the Build to Rent Market** and other intermediate housing tenures such as co-housing.
- Move from the current DPS** for EA to new arrangements for emergency accommodation.
- Establish a mechanism to enable landlords to grow their rented portfolios** that we can discharge duties into.
- Expand housing first.**
- Deliver the supported housing strategy** and increase the over provision of supported housing across Cornwall.
- Review all our supported homeless and rough sleeper accommodation provision** to understand if still fit for purpose.
- Investigate the potential of developing a social shared accommodation solutions** for those people who want to share as part of their long-term housing solution.
- Increase homeless allocations** into social housing from 500 to at least 700 a year
- Ensure physical space is physiologically informed** – homely setting.
- Review current housing stock** age designations across the council owned and housing and RP stock.

Where to get to

- 4,421 homes** delivered each year.
- A doubling of our delivery of affordable housing** to around 1400 homes a year.
- Increased supply** of Build to Rent properties.
- More intermediate affordable housing products** and lower cost homes are available.
- We will have supported the delivery of an additional:**
 - 70** Housing First homes.
 - 195 units** for homeless complex multiple needs.
 - 48 units** for people on probation.
 - 39 units** for young parents.
 - 32 units** for people experiencing domestic abuse.
- People will be able to secure permanent homes in the social housing sector and through the market** with a steady supply of rented accommodation to offer people. Eventually we no longer need temporary accommodation and instead we use emergency accommodation through a functioning housing market rapid rehoming response.



Alliance

“The strategy sets out our shared intent and gives us the foundations to continue to strengthen our partnership approach to tackling homelessness. This partnership approach is critical if we are to collectively meet the vision of the strategy.”

Homeless Alliance



Our overarching aim is to collaboratively reduce homelessness across Cornwall through a unified, multi-agency approach. This involves a comprehensive Action Plan, coordinated service delivery, joint commissioning, and aligning efforts across all relevant council directorates, statutory agencies, our partner housing organisations and the voluntary sector. We will continue to work with the Housing

and Homelessness Alliance. We will empower partner agencies to recognise the indicators of housing stress and intervene effectively, with timely referrals to relevant services. The core principle is to make homelessness prevention a shared responsibility, maximizing the efficient use of public resources and improving the lives of vulnerable residents.



Where we are

Existing partnership groups such as Housing and Homelessness Alliance, C&IoS Strategic Housing Group, Safer Cornwall and Safer Communities. Integrated Care System and Homechoice Partnership.

Siloed commissioning.

Other agencies first become aware of the housing issue or threat of homeless long before customers approach the council for assistance.

Significant parts of Cornwall are very rural and as such **homeless in these areas is often hidden.**

Many homelessness and sleeping rough services are funded by central government on short term grant basis. Challenges in relation to long term security, staff retention and recruitment.

There is not always support for new homes or homelessness provision.

There is limited or no opportunity for people with lived/living experience to be part of homelessness service design or delivery.

Action needed

Annual Homelessness Action Plan overseen by newly formed Homelessness Partnership Board.

‘Ask and Act’ Tool to enable agencies to recognise the indicators of housing stress for them to make referrals.

Work with communities to raise awareness within rural communities.

Jointly commission homelessness and support services.

Lobby government for coherent funding offer.

Ensure that current and former service users fully shape service delivery, design review and commissioning.

Improve web-based advice and factsheets, use platforms that people use to convey messages and provide printed material. Ensure communication and public messaging uses Plain English.

Work to make sure our data is consistent, and partners have a shared understanding, and we are all clear about how we share our data to improve services.

Encourage providers to sign up to Homes for Cathy.

Where to get to

Long running and successful partnership approach – with deep relationships.

Supportive communities that understand the impact of homelessness.

Services are jointly commissioned with clear pathways into long term accommodation.

Shared understanding of our data and ongoing continuous improvement

All our housing partners have signed up to Homes for Cathy.

Our communities support new development and those people with lived/living experience are active designing accommodation and services.

Alliance

Prevent

“ I feel if i’d got help earlier, I wouldn’t have ended up on the streets. ”

St. Petrocs resident



This strategy prioritises early intervention to prevent homelessness in Cornwall. This proactive approach includes engaging with partners across the council and external agencies, such as Adult Social Care, to identify and support individuals before they reach a crisis point, offering advice, assistance, and facilitating access to suitable accommodation.

Last year a total of 752 families with children sought help from the Council because they were homeless or threatened with homelessness. The impact of homelessness on families with children can be significant – not only do children feel an overwhelming sense of displacement having lost a sense of home, experiencing homelessness

and living in emergency accommodation can impact upon access to healthy meals, limited access to bathrooms and laundry facilities, potentially having to move away from family, schools, and wider support networks. We recognise the disproportionate impact of homelessness on specific vulnerable groups, including young people and care leavers. We are committed to preventing youth homelessness through education, awareness, and increasing supported and affordable housing options. We will ensure care leavers receive appropriate housing and support and work collaboratively to minimise the negative consequences of homelessness.



Where we are

22% of all customers experienced homelessness are aged between 16 and 24 and we have higher level of homelessness amongst 16- and 17-year-olds that other parts for the country.

Strategic Housing has developed the first Care Leaver designated accommodation in partnership with Ocean Housing, Carefree and Together for Families.

New scheme in Newquay starts on site in March 2025 and will be for young people 18-25 at risk of homelessness and who need support.

Every year approximately 60 young adults leave the care system and a small proportion become homeless.

Nos Da Kernow is the Councils prevention service. Home visits have proven successive in preventing evictions from friends and family.

We have dedicated resettlement support.

There is a lack of awareness of ‘Duty to refer’

Numerous ICT systems which do not always integrate and can lead to duplication.

Action needed

Cross Council and Public Sector Bodies corporate commitment to homelessness prevention.

Work with Housing Options service on the outcome of their external review identifying improvements including working with people prior to statutory 56 days, replacing IT platform.

Work with People Commissioning to jointly review the commissioning arrangements for children and young people.

Review the success of our first designated care leaver supported living scheme in mid Cornwall. Joint protocols with Adults Social Care, Together for Families, Public Health and voluntary sector.

Put in place services to improve financial capability, access to education, employment and training.

Clear and accessible referral mechanisms.

Where to get to

Improved and well-known prevention rates above the national average.

Joined up working across the council and partners.

Everyone in Cornwall working together.

No care leaver experiencing homelessness.

Supported accommodation for young people at risk of homelessness up and running.

Duty to Refer used by all.

Duplication is eliminated and systems are coordinated so that people get the right advice, support and access to services.

Prevent

Engage

“ I want to see someone face-to-face, the uncertainty is hard... ..if I was seen face-to-face it would be better and they could see I was a person. ”

Service user



To enhance opportunities for effective homeless prevention it is essential that people are involved and able to access information and guidance easily. In preparing this strategy we have, as set out on page 17, engaged with people experiencing homelessness. This has provided

us with invaluable feedback on our services and it is important that we continue this, listen and make changes. It is also important that these issues are heard not just in strategies about homelessness but also in our plans for the future growth of Cornwall such as the Good Growth Plan and Local Plan.



Where we are

Wide ranging engagement with people experiencing homelessness to contribute to this survey.

63% people approaching are already homeless which is too late for any prevention opportunities.

There are limited opportunities for face-to-face advice and guidance.

Current services and processes are not person centred, and at time can add to the trauma of being homeless.

Councils’ communication particularly in relation to legal notification of homelessness duty decisions is not accessible or easy to understand.

Domestic Abuse third biggest cause of homelessness in Cornwall. Survivors tell us that if they had known there was help and support available, they would have left the perpetrator earlier.

Our website link for Homelessness does not have much information about wider services. It does not recognise the challenges faced by homeless households.

Action needed

Homelessness Prevention Awareness raising campaign.

Improving access to advice, information and guidance, including increased opportunities for face-to-face contact. Greater use of home visits, explore community hubs and housing surgeries.

Easy read versions of our standard letters will be available.

Raise awareness of services to support those experiencing domestic abuse with Safer Communities.

Update the Council Website to include links to other organisations such as CAB, Foodbanks, Private lets who can provide information, advice and support.

Ensure that opportunities to revisit engagement with people experiencing homelessness is repeated.

Review the full customer journey to fundamentally reduce the number of times the customer has to ‘retell’ their story.

Champion new development and support people with lived/living experience to be part of the debate about new homes.

Where to get to

Easy to find and understand communications.

People who experience or have experienced our services are part of helping to design and deliver future services including the future provision of new homes through the Local Plan.

Clear pathways and access to suitable housing and support for those people fleeing domestic abuse.



The strategy in action

We have captured above some of the things we need to do in order to #SHAPEservicestoendhomelessness but this is a high-level strategic document which sets the framework for the development of a more detailed action plan.

We are committed to collaborating with our partners to create a Cornwall Homelessness Partnership Board where will develop outcomes and individual activities to be monitored and evaluated in terms of our performance. The C&IoS Strategic Housing Group will monitor our progress.

We will expand the “Ending Rough Sleeping Framework” launched by MHCLG with the Centre for Homelessness Impact. This data framework will enable us to benchmark and evidence our performance with other local authorities. The Centre for Homelessness Impact has developed a clear and measurable definition of what the goal of ‘ending homelessness and rough sleeping’ means in practice. This shared meaningful goal

provides the common language and focus needed to align efforts to end homelessness and rough sleeping. As a Council we already have a range of measurable outcomes that we report housing delivery performance. Below are some of the measures we capture and report against, that will also be used to measure the successful delivery of this plan.



Housing Strategy priority	Measure	Frequency
 Great places	Number of long-term empty homes	Annual
	Number of second homes	Annual
 Successful people	Number of registered on Homechoice	Monthly
	Number of Unauthorised Encampments	Annual
	Percentage of Cases where Homelessness Prevented	Quarterly
	Number of Rough Sleepers	Annual
 Sustainable growth	Average House Price	Monthly
	Number of new Affordable Homes	Annual
	Number of Affordable and Social Homes	Annual
	Delivery Against Local Plan Housing Target	Annual

Measure:	Number of families with children living in B&B for more than six weeks Data from Department of Levelling Up, Housing and Communities H-CLIC
Linked intervention:	Support families to access the most appropriate housing
Benchmark:	Targets for all Local Authorities is 0
Target Years 1-4:	0

Measure:	Number of young people leaving care going into temporary or emergency housing
Linked intervention:	Making Cornwall a brilliant place to be a care leaver
Benchmark:	
Target Year	2026 - 0 Young people leaving care being housed in temporary or emergency housing

Measure:	Number of new affordable homes provided
Linked intervention:	Increase in number of affordable homes
Benchmark:	750
Target Year 1:	750
Target Year 2:	750
Target Year 3:	850
Target Year 4:	900

Measure:	Number of households in temporary accommodation (rate per 1,000 household) *The Rest of England base rate will vary year-on-year subject to homelessness trends nationally. We will need to review annually in the context of national trends. Currently, we are c. 46% higher than the rest of England base rate. The gap must be narrowed over the period of this plan.
Linked intervention:	Interventions which reduce demand for temporary accommodation
Benchmark:	2.73*
Target Year 1:	2.56
Target Year 2:	2.28
Target Year 3:	2.03
Target Year 4:	1.81

The Council has been delivering a range of projects through the Demand Management Plan to address the need for temporary and emergency accommodation which include measures to reduce demand by preventing homelessness but also measures which increase the supply of good quality temporary accommodation. This includes projects which:

- Provide a range of interventions to increase homelessness prevention through early intervention.
- Create opportunities for those accommodated to move-on from temporary accommodation to more settled accommodation.

- Increase access to good quality temporary accommodation in the Council’s ownership and control through initiatives to acquire properties, holiday parks and deploying modular homes to provide short and medium-term temporary accommodation across a number of council-owned sites.

Regular monthly updates to the Housing Demand Management group take place on the progress of delivering these projects against key performance indicators.

Glossary of terms

Emergency accommodation

Nightly paid accommodation such as B&B and hotels.

Temporary accommodation

Weekly charged accommodation often self-contained but can be shared.

Complex needs

We know a significant number of adults in Cornwall experience three or more of the following five issues: homelessness, substance misuse, mental health issues, domestic abuse, and contact with the criminal justice system. These are complex needs.

People sleeping rough

People sleeping rough sleeping is one of the most visible types of homelessness. People sleeping rough includes sleeping outside or in places that aren't designed for people to live in, including cars, doorways and abandoned buildings.

Housing First

An approach to ending homelessness through housing and support provision. It prioritises access to permanent housing with tailored, open-ended, wraparound support for the resident that emphasises choice and control.

Housing Options

The Councils service for carrying out housing advice and homeless function including Rough Sleeper Services, statutory Homelessness functions and the Homechoice register and Choice Based Letting system.

Local Plan

Sets out our main planning approach and policies for Cornwall.

Nos Da Kernow

Provides outreach support to people in housing difficulties.

Housing and Homelessness Alliance

The voice of community and voluntary sector organisations working together with Cornwall Council to prevent and end homelessness in Cornwall.

C&IoS Strategic Housing Group

Sub Group of Cornwall and Isles and Scilly Leadership group with representatives from registered providers, developers and public sector bodies (e.g Homes England)

Safer Cornwall and Safer Communities

Safer Cornwall is a partnership of public, voluntary, community and private organisations who come together to do all that they can to make Cornwall's communities safer.

Integrated Care System

Bringing together the NHS, local authorities, the police, the voluntary sector and other independent providers of care and services.

Homechoice Partnership

Cornwall's scheme for allocating housing to those in housing need. The Homechoice Partnership collectively agrees to the principles of the common assessment framework which reflects statutory duties to house those in most need.

Prevention Concordat for Better Mental Health

Aims to facilitate local action around preventing mental health problems and promoting good mental health.

Rapid Rehousing

An approach to ending someone's homelessness by moving them into their own home as soon as possible.

Personalised Housing Plan

Sets out steps that a homeless household and the council need to take to either:

- stop a household becoming homeless
- finding a household a place to live if they are already homeless

Supported Housing Regulatory Oversight Act 2023 (SHROA)

The Supported Housing (Regulatory Oversight) Act became law on 29th August 2023. This new legislation aims to introduce new regulations to tackle any poor-quality supported housing and protect residents. The Act will:

- Introduce national supported housing standards, which will provide minimum standards for both the property and the care or support provided in supported accommodation.

- Require local authorities to create local supported accommodation licensing schemes.
- Introduce a strategic planning duty for local authorities, which will include collecting data on the supply of homes, a forecast of future need, and a delivery plan.
- Create a national expert advisory panel to monitor the sector, which will report to the Secretary of State.

The new regulations will apply to accommodation where residents are claiming Housing Benefit under specified accommodation. The new regulations will be issued shortly for consultation.



Contact us

For advice and guidance please email us at:
housingstrategy@cornwall.gov.uk

Or call us on:

0300 1234 151

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