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1. Introduction

This evidence base supports the Homelessness Strategy for Cornwall 2015-2020.

Cornwall Council has strategic responsibility for meeting our legislative requirements under the Homelessness Act 2002, with homelessness services provided by Cornwall Housing Ltd. – an arms-length company set up in 2012 to deliver homelessness services, housing options and advice, and operate the social housing register ‘Homechoice’.

This is the second evidence base to be produced and aims to provide an independent assessment of homelessness in Cornwall, including how we compare nationally, trends over time, a profile of the people approaching Cornwall Housing for advice, the services we provide to support the homeless, and national research that can help us understand some of the factors that influence and result from becoming homeless.

We have made progress in understanding the picture for homelessness in this report, however there is still more to do. The process has identified some gaps in the way we collect information and the process of investigation has raised further questions that we’d like to explore. Further work will be undertaken to improve how we use evidence to support homelessness services.

Homelessness is an important and complex issue, and it is hoped that this report helps support the strategy and assists policy makers and managers in improving services and identifying opportunities for prevention.
2. Key findings

- Homelessness levels in Cornwall are reducing in line with the national average and similar authorities.

- Demand for advice and assistance to prevent homelessness remains consistent, with an average of 9,200 approaches to Cornwall Housing a year.

- It is anticipated that the Welfare Reform Act 2012 has the potential to increase demand for housing advice and homelessness. Population growth, high housing affordability ratios, high levels of self-employment and an increase in part-time working could also have a negative impact on homelessness.

- Cornwall Housing has become more successful at preventing homelessness, and helping people stay in their own homes. However the rate of prevention is significantly lower than the national average and is more reliant on provision of financial support, which could be vulnerable to funding cuts.

- The Sanctuary Scheme is helping increasing numbers of people experiencing domestic violence to remain in their own homes.

- The age profile of those accepted as homeless and in priority need shows that most people are aged under 44, and over half (55%) have dependent children.

- The main reasons people state that they are threatened with homelessness have remained consistent over the past 3 years; family/friend exclusions, loss of tenancy in the private rented sector and ‘seeking accommodation’.

- There are gender differences between households accepted as homeless and priority need, with 98% of single parents being female. For single person households, almost two thirds were male.

- Official statistics demonstrate that families and 16-17 year olds in bed and breakfast accommodation are reducing. However this measure is a snapshot and may mask the fact that over the last three years 17 year old males make up the highest number of people in bed and breakfast accommodation.

- There were 77 rough sleepers in the 2013 count, this group has complex needs and are shown to have worse outcomes than other groups in the population in terms of physical and mental health and substance abuse.

- There are key links between substance misuse, mental health and homelessness. Homeless people are more likely to be experiencing substance misuse and mental health issues than the general population.

- There are an increasing proportion of households approaching Cornwall Housing threatened with homelessness form the private rented sector, and accounts for 33% of the main reason for loss of last settled home.
3. An Overview of Cornwall

Cornwall is the most south westerly local authority in England and is characterised by small towns and villages separated by large areas of open spaces. The sea forms the northern, southern and western boundaries, with the River Tamar forming the eastern border with Devon.

Population and migration

The population is 541,300 (2013) with an estimated 4.5m tourist trips a year (Value of Tourism 2011, Visit Cornwall). Newquay and St Ives are particularly popular tourist destinations.

The number of older people is much higher than the average for the rest of the country – 22% of people in Cornwall are aged over 65 compared to 16% for England and Wales (2011 Census). If current trends continue it is predicted that 1 in 4 people living in Cornwall will be aged 65 or over by 2021. However behaviour and lifestyle changes over time, and it is important to understand how the health and lifestyle of this group is likely to impact service demand, for example the impact of increasing retirement age meaning people will be in the workforce and earning for longer.

Net migration (the balance between those moving into Cornwall and those moving out) is a key factor in population growth. Increasingly those moving into Cornwall are of working age. Added to this, better higher and further education opportunities within Cornwall have resulted in less young people (16-24) moving out.

Most residents are white (98% 2011 Census), with numbers of black and minority ethnic people significantly lower than similar areas.

Health

People’s health is generally good with both male and female life expectancies higher than average, there are significant geographical variations linked to deprivation.

Despite above average life expectancy, there is a higher rate of limiting long term illness, reflecting our older age structure and increases in life expectancy.

Economy

Cornwall has high levels of self-employment, the fifth highest level in the country, 23% compared to 15% for the UK (Annual Population Survey 2013/14). Self-employment earnings have declined since 2002-03, but are showing signs of recovery. Median self-employed earnings are still relatively low at £10,100 (HMRC, Personal Income Statistics 2011/12).

Jobseeker numbers are in line with national average but there are seasonal and locality variations. There are a higher proportion of people claiming benefits for long term ill health than the south west and national average.

The economy in Cornwall has been growing over the last decade, but it remains the weakest economy in the country in 2012. Job numbers declined during the recession but have returned to pre-recession levels, although the make-up of the job market is weaker, with more part-time workers (42% Business Register and Employment Survey 2012), fewer jobs in high pay sectors and potential ‘underemployment’ (where a person wants to work more hours than is usual or stated under their current employment contract).
Since 2001 Cornwall has seen a large increase in the number of people educated to degree equivalent or above linked to investment in local higher/further education opportunities.

Wage levels are lower than average (£22k average annual earnings in 2012, compared to £25k for the southwest, Annual Survey of Hours and Earnings, Residence Based, Median Annual Gross Pay for full time workers, 2013).

Housing

Housing costs are generally in line with, or below, the national average, such as council tax and the rental of local authority or social housing. There are a number of higher costs for the average household in Cornwall compared to the national average or to other parts of the UK – this includes water and sewerage charges, costs of energy and transport fuels, and mortgages. (Cost of Living 2012, Cornwall Council).

High house prices and particularly low incomes means that homes many homes are not affordable for local people. In 2013 the average house price was 8 times average earnings. (Land Registry September 2013)

At September 2013, there were 28,000 people on the Homechoice housing register. During 2013/14 there were 2,153 properties let. There are questions about the housing register processes as an accurate indicator for demand, however this is a strong indication that demand is outweighing supply for social rented and affordable housing in Cornwall.

Households by Tenure (2011)

<table>
<thead>
<tr>
<th>Tenure</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Owned</td>
<td>158,524</td>
</tr>
<tr>
<td>Shared ownership</td>
<td>1,757</td>
</tr>
<tr>
<td>Social rented</td>
<td>27,655</td>
</tr>
<tr>
<td>Private rented</td>
<td>38,605</td>
</tr>
<tr>
<td>Living rent free</td>
<td>3,848</td>
</tr>
</tbody>
</table>

17% of households live in the private rented sector. This tenure has shown the biggest increase between 2001 and 2011 (an increase of 34%). It is likely that more people will be reliant on the private rented sector for accommodation in the coming years.

Cornwall key figures:

<table>
<thead>
<tr>
<th>Category</th>
<th>Figure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population (2011):</td>
<td>541,300</td>
</tr>
<tr>
<td>Dwellings (2011):</td>
<td>258,883</td>
</tr>
<tr>
<td>Average House price (Sept 2014):</td>
<td>183,883</td>
</tr>
<tr>
<td>Average income (2013):</td>
<td>22,246</td>
</tr>
</tbody>
</table>
4. Homelessness overview of the main figures 2013/14

The Housing Act 1977, Housing Act 1996, and the Homelessness Act 2002, placed statutory duties on local housing authorities to ensure that advice and assistance to households who are homeless or threatened with homelessness is available free of charge.

Acceptances
Acceptances must meet all of the following criteria; eligible to apply, homeless or threatened with homelessness, in priority need, not intentionally homeless and a local connection.

**Priority need includes:**
- Households with dependent children or a pregnant woman.
- People who are vulnerable in some way, eg. because of mental illness or physical disability.
- Applicants aged 16 or 17.
- Applicants aged 18 to 20 who were previously in care.
- Applicants vulnerable as a result of time spent in care, in custody, or in HM Forces, having to flee their home because of violence or the threat of violence.

Homelessness applications (7%)
All households that apply for homelessness will be assessed and the outcome is termed as ‘decisions’

Homelessness preventions (17%)
Involves providing people with the ways and means to address their housing and other needs to avoid homelessness. This is done by either assisting them to obtain alternative accommodation or enabling them to remain in their existing home. Assistance is recorded as a prevention if there is evidence of preventing homelessness for 6 months.

Reasons for no duty are that the applicant is not homeless, ineligibility, intentional homelessness, or are homeless but do not fall within priority need categories.

Acceptances
‘Homelessness acceptances’ refers to households which are homeless and in priority need. These households are owed a full housing duty under Part 7 of the Housing Act 1996.
5. Approaches

The number of approaches for the last 3 years (2011/12 – 2013/14) have remained largely the same – approximately 9,200 per year.

In 2013/14 there has been a 4% increase in approaches.

The proportion of those who felt threatened with homelessness has remained similar over the 3 year period at around 80%.

Average approaches by month (3 year average, 2011/12 to 2013/14)

On average there are **higher** approaches during January (1.25 x average)

On average there are **fewer** approaches during December

Average: 764

Estimate of repeat approaches 1st April 2011 – 31st March 2014

During the 3 years, 20,287 people made 27,518 approaches to the service. The data is estimated as analysis is based on the customer name (a unique identifier was not available) so common names may appear as repeat customers.

Around a quarter of people who approach the service for advice had been in touch with the service before.
Main Threat of Homelessness

The chart below shows the main threat of homelessness for people approaching Cornwall Housing for advice during 2011-12 to 2013/14. This data reports the perception of the person seeking advice.

**Private Rented Sector – top 5 reasons**

Notice to quit accounts for over half the reasons of threats to homelessness from the private rented sector.

**Violence – top 5 reasons**

Notice to Quit PRS | 2,241
Rent Arrears | 262
Eviction | 192
Possession Proceedings | 122
Illegal evictions | 59

Domestic Violence | 930
Fleeing Violence | 276
Sanctuary Scheme | 170
Harassment/ASB | 170
Preventions and Relief

Homelessness prevention involves providing people with the ways and means to address their housing and other needs to avoid homelessness. This is done by either assisting them to obtain alternative accommodation or enabling them to remain in their existing home.

Homelessness relief occurs when an authority has been unable to prevent homelessness but helps someone to secure accommodation, even though the authority is under no statutory obligation to do so.

On average around 15% of approaches result in a prevention or relief.

There has been an increase in the number of successful preventions and relief in 2013/14. The chart opposite breaks down preventions and relief by type in 2013/14.

81% of preventions involved providing assistance to the customer to obtain alternative accommodation.
Preventions by Type of Assistance 2013/14

The chart shows that most people who have homelessness prevented are assisted to obtain alternative accommodation, which is most likely to be in the private rented sector. The landlord incentive scheme is where landlords can receive bonds, deposits and rent in advance to facilitate a new tenancy or payments to allow the tenant to remain such as rent arrears, in return for an assured shorthold tenancy.

For those that are assisted to remain in their existing home, a large proportion report domestic violence (58%) and are helped to stay in their homes using the Sanctuary Scheme (a multi-agency scheme to provide additional security in the home).

A higher proportion of people have been able to remain in their existing home between 2011/12 and 2013/14. This is attributable to increases in successful referrals to the Sanctuary Scheme.

In 2013/14 almost 20% of approaches resulted in the person being able to remain in their existing home compared to 15% in 2011/12.
Our prevention measures compared to the national picture (2011/12 – 2013/14)

Cornwall’s Housing’s prevention is different from the national picture for the following areas;

- A higher proportion of people experiencing domestic violence assisted to remain in their homes through the Sanctuary Scheme and provisions of financial payments through a homelessness prevention fund.
- A lower proportion of people are assisted to remain in the private rented sector or social rented, resolving housing benefit problems and debt advice.

Cornwall has a lower prevention rate per 1,000 households than the England average. Cornwall also helps a lower proportion of households to remain in their existing home.
6. Numbers accepted and in priority need

The last 10 years has shown a steady decrease in the rate of people accepted and in priority need, with a slight increase in the average for England and similar authorities\(^1\) from 2009/10 onwards (this is likely to be as a result of the recession).

In Cornwall we have seen a sharp increase between 2009/10 and 2011/12 with levels beginning to reduce.

The low number and rate of acceptances for 2013/2014 has been assessed by Cornwall Housing as being influenced by a management restructure which resulted in a delay in applications being processed. It is therefore considered that performance for 2012/13 is a better indicator of trends.

When compared nationally, data for 2012/13 shows that levels of homelessness are slightly lower than the England average.

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\(^{1}\) Similar authorities have been defined using the CIPFA nearest neighbours model and are based on an average of Cumbria, Lincolnshire, Somerset, Norfolk, East Riding of Yorkshire, North Yorkshire, Devon, Northumberland, Shropshire, and Gloucestershire.
7. Characteristics of households in priority need

Homelessness acceptances by priority need category 2013/14

Households with dependent children make up over half of those accepted as being in priority need. This records the primary reason why someone is in priority need and households can fall within multiple categories.

The categories below relate to the primary description; however this does not allow us to understand the range of issues affecting individuals.

- Households with dependent children: 121
- Mental illness or learning disability: 27
- Households with pregnant member: 24
- Physical disability: 13
- Violence/threat of violence: 9
- In care and aged 18 to 20: 8
- Aged 16/17 years old: 7
- Old age: 4
- Other: 3
- Applicant homeless in emergency: 1
- Drug: 1
- Alcohol dependency: 1
- Served in HM forces: 1
- Been in custody/on remand: 1
8. Homelessness acceptances by household type

Acceptances and decisions Apr – Jun 2012 to Jan – Mar 2014

The reduced number of decisions and acceptances in April – June 2013 was related to a restructure within Cornwall Housing which had a direct impact on number of decisions in that quarter.

The gender split shows that lone parent households with dependent children are more likely be headed by a female, however one person households are more likely to be male.

Age profile – main applicant

In Cornwall 38% of people in priority need were aged 16-24 (2013/14). This is higher than the England average of 28%.

Ethnic Group (data for all decisions)

The ethnic profile of homeless applicants was predominantly white - 92% compared to a 63% for England.
Main reason for loss of last settled home

The chart below is for households found to be eligible, unintentionally homeless and in priority need.

<table>
<thead>
<tr>
<th>Reason</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Loss of rented or tied accommodation</td>
<td>33%</td>
</tr>
<tr>
<td>Parents no longer willing or able to accommodate</td>
<td>21%</td>
</tr>
<tr>
<td>Violence</td>
<td>16%</td>
</tr>
<tr>
<td>Other relatives/friends no longer willing/able to...</td>
<td>8%</td>
</tr>
<tr>
<td>Other reason for loss of last settled home</td>
<td>7%</td>
</tr>
<tr>
<td>Left an institution or LA care</td>
<td>6%</td>
</tr>
<tr>
<td>Non-violent relationship breakdown with partner</td>
<td>5%</td>
</tr>
<tr>
<td>Rent arrears</td>
<td>4%</td>
</tr>
<tr>
<td>Harassment, threats or intimidation</td>
<td>0%</td>
</tr>
<tr>
<td>Mortgage arrears</td>
<td>0%</td>
</tr>
</tbody>
</table>
9. Temporary Accommodation
1st April 2011 - 31st March 2014

The average length of stay for a person in bed and breakfast accommodation over the 3 year time period was 51 nights, although this is skewed by a few people who had very long stays. The median average (mid-point) was 34 nights.

Cornwall houses more people in temporary accommodation than similar authorities, but is lower than the rate for England.

The trend has shown a steady decline until 2008/09 but since then both the numbers and the rate have remained fairly consistent.
This chart highlights that 17 year olds is the most common age for bed and breakfast accommodation.

There is a high proportion of single people aged 16 and 17 in B&Bs.

Older age groups in B&B are more likely to be single.

Lone parents are more likely to be aged 16-29.

Couples with dependent children in B&Bs are most likely to be in 18 - 25

Examples of ‘other households’ would be couples without children, siblings over the age of 18 caring for a sibling under 16 or grandparents looking after...
The chart above excludes couples and those recorded as ‘other’ household type where gender was not recorded. The chart above shows that there were a greater number of younger males in bed and breakfast, particularly 17 year olds, a trend which appears to have been reversed in recent data.

Three quarters of those aged over 60 are male.

For females the trend is for more females under the age of 30. 58% of females under 30 had a dependent child, compared to 3% for males.

Type of Temporary Accommodation

Private sector leased accommodation is the most common method of providing temporary accommodation in 2013/14 (55%).

Over the past 10 years (2004/05 – 2013/14) there has been a reduction in the use of private sector leased accommodation for temporary accommodation.

Numbers of people accommodated in bed and breakfast have fluctuated, however about a quarter of homeless households in temporary accommodation in Cornwall are in bed and breakfast.

Bed and breakfast accommodation is viewed as a short term solution which is used when other temporary accommodation options are unavailable.
The legislation says that Local Authorities should only place families into B&Bs in an emergency and when there is no alternative accommodation available to them and for no longer than 6 weeks. The same measure is applied to 16-17 year olds.

B&B accommodation is emergency accommodation and should not be for more than 6 weeks.

The charts above and opposite indicate that improvements have been seen in reducing the numbers of families in B&B and numbers of 16-17 year olds, although relatively low, remain fairly constant.
10. Complex Needs

Complex needs relates to Cornwall Council commissioned services that supports a person’s individual needs. The services providers offer support for the person in crisis and includes:

- Supported accommodation (services for people who are homeless and have support needs related to mental health and/or substance misuse and/or a history of offending behaviour. There are 4 stages of accommodation with varying levels of support, which aims to assist people back into independent accommodation.
- Crisis accommodation delivers short term accommodation for people who are rough sleeping or homelessness.
- Community Outreach provides information and advice, and intervention support for people at risk of homelessness, being admitted to hospital or long term care or suffering from abuse and neglect.
- Street outreach assists rough sleepers to help transition from rough sleeping to accommodation identified by Cornwall Housing.
- Short term accommodation and resettlement supports units of accommodation for entrenched rough sleepers.

Destinations 2014

The chart below shows the destinations for people in crisis and staged supported accommodation. This chart reports individual destinations, not the outcomes of people receiving support.

The chart indicates that around three quarters of destinations are into other accommodation, predominantly other stages of supported accommodation or renting privately owned accommodation. For unplanned moves, almost half are ‘not known’, indicating that a person has absconded or left without knowledge of the provider, and is often higher for services working with those with the most complex needs.
### Complex Needs Outcomes 2014

For each complex needs service providing support to the homeless contracted by Cornwall Council, outcomes are measured which assess whether a person leaving a service is experiencing better or worse outcomes than when they started the treatment or programme.

The chart below shows what proportion of indicators for each outcome improved or declined during 2013/14 (some providers had only submitted information for part of the year so this is intended as a guide only).

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Improved Indicators</th>
<th>Declined Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Economic Wellbeing</td>
<td>48%</td>
<td>12%</td>
</tr>
<tr>
<td>- Support to maximise income</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Support to manage debt</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Support to find paid work</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Enjoy and Achieve</td>
<td>46%</td>
<td>11%</td>
</tr>
<tr>
<td>- Support to access training/ education</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Support to participate in leisure/ cultural/ faith/ informal learning opportunities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Support to participate in work like activities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Support to establish contact with external services/ groups/ friends/ family</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Being Healthy</td>
<td>44%</td>
<td>12%</td>
</tr>
<tr>
<td>- Support to manage physical health</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Support to manage mental health</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Support to manage substance misuse</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Support to access assistive technology</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Staying Safe</td>
<td>42%</td>
<td>12%</td>
</tr>
<tr>
<td>- Support to maintain accommodation and avoid eviction</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Support to secure/obtain settled accommodation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Support to comply with statutory orders</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Support to manage self-harm issues</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Support to avoid causing harm to others</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Support to minimise risk of harm from others</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Making a positive contribution</td>
<td>51%</td>
<td>10%</td>
</tr>
<tr>
<td>- Support to increase control, choice and involvement in the local community</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
11. Homeless Young People April – September 2013/2014

Number of Young People Supported by Provider

- 145 young people supported April - September 2014
- 76 young people supported
- 47 young people supported
- 15 young people supported

Number of Young People Supported by Location

Young people’s homelessness services are provided in 6 locations across Cornwall as indicated in the map opposite.

The map shows the number of young people that have been supported in each location.

Number of Units by Location

- Penzance: 22 units
- Camborne/Pool/Redruth: 18 units
- Truro: 22 units
- Bodmin: 12 units
- Liskeard: 8 units
- St Austell: 6 units

Truro Young Women’s Centre is included in the 22 units for Truro but this is a specialist service that meets a countywide need.
Unit Utilisation

Unit utilisation refers to the extent to which the provider met their contracted capacity - a lower figure would suggest that the provider had spare capacity due to over provision or lack of demand.

Provider refusals

Number of refusals by reason

<table>
<thead>
<tr>
<th>Reason</th>
<th>Unknown/Not completed</th>
<th>Emotional/mental health needs too high</th>
<th>Offending behaviour too high</th>
<th>Support needs too low</th>
</tr>
</thead>
<tbody>
<tr>
<td>6 young people were refused by providers.</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Young people who are refused by a service may go to another service (young people or complex needs), they may go to bed and breakfast accommodation or they might rough sleep depending on the circumstances. Information on the destination of people who are refused are not available.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Exits

52 young people exited the services during the period. The reasons are reported below, please note that providers can record multiple reasons for exit.

<table>
<thead>
<tr>
<th>Reason</th>
<th>Planned move / exit</th>
<th>Breach of tenancy, licence or house rules</th>
<th>Rent Arrears</th>
<th>Violent and threatening Behaviour</th>
<th>Disengaging from Support Services</th>
<th>Non compliance with warnings</th>
<th>Other antisocial behaviour</th>
<th>Decided to leave against provider advice</th>
<th>Issues relating to visitors</th>
<th>Criminal Offence</th>
<th>Noise</th>
</tr>
</thead>
<tbody>
<tr>
<td>57</td>
<td>9</td>
<td>7</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>5</td>
<td>4</td>
<td>4</td>
<td>3</td>
<td>1</td>
<td>1</td>
</tr>
</tbody>
</table>

Homelessness Evidence Base, September 2014
Young People who have previously lived in supported accommodation

10 of the total 145 young people had previously lived in supported accommodation.

<table>
<thead>
<tr>
<th>Category</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Council Commissioned Young People Services - Council Commissioned</td>
<td>5</td>
</tr>
<tr>
<td>Other Supported Accommodation</td>
<td>2</td>
</tr>
<tr>
<td>Unknown/not recorded</td>
<td>2</td>
</tr>
<tr>
<td>Supported Accommodation for Young People - Not Council Commissioned</td>
<td>1</td>
</tr>
</tbody>
</table>

Total support hours provided (Including Supported Accommodation and Transitional Support)

Support hours refer to the number of hours a support worker will spend with homeless young people. There are 33,537 support hours contracted annually across the 7 services, with provision for the first 2 quarters achieving 89% of the target support hours. Most services are achieving their target hours, with one service achieving 107% of target (ie. delivering over their contracted hours), and another achieving 56%.
Outcomes

For each service support to homeless young people contracted by Cornwall Council, outcomes are measured which to assess whether a person leaving a service is experiencing better or worse outcomes than when they started the treatment or programme. The chart below shows what proportion of indicators for each outcome improved or declined for those who exited the service between April and September 2014.

The majority of indicators remained the same or improved, with the most improvement being seen in ‘making a positive contribution’.

A detailed breakdown of the indicators is provided overleaf. These charts shows average scores and there can be a great deal of variation in individual experiences of support services.
Outcome by indicator

<table>
<thead>
<tr>
<th>Economic wellbeing</th>
<th>% outcomes declined</th>
<th>% outcomes stayed the same</th>
<th>% outcomes improved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accessing welfare benefits</td>
<td>4%</td>
<td>76%</td>
<td></td>
</tr>
<tr>
<td>Reducing debt</td>
<td>7%</td>
<td>38%</td>
<td></td>
</tr>
<tr>
<td>Accessing and participating in paid work</td>
<td>6%</td>
<td>30%</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Enjoy and achieve</th>
<th>% outcomes declined</th>
<th>% outcomes stayed the same</th>
<th>% outcomes improved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accessing and participating in training and education</td>
<td>4%</td>
<td>62%</td>
<td></td>
</tr>
<tr>
<td>Participation in leisure activities</td>
<td>4%</td>
<td>61%</td>
<td></td>
</tr>
<tr>
<td>Participation in culture and faith</td>
<td>1%</td>
<td>25%</td>
<td></td>
</tr>
<tr>
<td>Participation in informal learning</td>
<td>3%</td>
<td>56%</td>
<td></td>
</tr>
<tr>
<td>Participation in work like activities</td>
<td>3%</td>
<td>48%</td>
<td></td>
</tr>
<tr>
<td>Accessing informal networks</td>
<td>4%</td>
<td>68%</td>
<td></td>
</tr>
<tr>
<td>Accessing formal networks</td>
<td>6%</td>
<td>63%</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Being Healthy</th>
<th>% outcomes declined</th>
<th>% outcomes stayed the same</th>
<th>% outcomes improved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improving physical health</td>
<td>1%</td>
<td>61%</td>
<td></td>
</tr>
<tr>
<td>Improving mental health and emotional wellbeing</td>
<td>6%</td>
<td>61%</td>
<td></td>
</tr>
<tr>
<td>Improving management of substance misuse</td>
<td>4%</td>
<td>31%</td>
<td></td>
</tr>
<tr>
<td>Accessing appropriate assistive technology</td>
<td>0%</td>
<td>23%</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Staying safe</th>
<th>% outcomes declined</th>
<th>% outcomes stayed the same</th>
<th>% outcomes improved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintaining accommodation and avoiding eviction</td>
<td>8%</td>
<td>54%</td>
<td></td>
</tr>
<tr>
<td>Obtaining skills and knowledge to secure and maintain accommodation</td>
<td>4%</td>
<td>55%</td>
<td></td>
</tr>
<tr>
<td>Complying with Statutory orders</td>
<td>0%</td>
<td>11%</td>
<td></td>
</tr>
<tr>
<td>Managing self harm</td>
<td>3%</td>
<td>14%</td>
<td></td>
</tr>
<tr>
<td>Managing harm to others</td>
<td>0%</td>
<td>13%</td>
<td></td>
</tr>
<tr>
<td>Avoiding harm from others</td>
<td>0%</td>
<td>23%</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Making a positive contribution</th>
<th>% outcomes declined</th>
<th>% outcomes stayed the same</th>
<th>% outcomes improved</th>
</tr>
</thead>
<tbody>
<tr>
<td>Exercising choice and control in how support is provided</td>
<td>4%</td>
<td>72%</td>
<td></td>
</tr>
<tr>
<td>Increased involvement in the local community</td>
<td>6%</td>
<td>63%</td>
<td></td>
</tr>
</tbody>
</table>
12. Rough Sleepers

Rough sleeping counts and estimates are single night snapshots of the number of people sleeping rough. Rough sleepers are defined as:

- People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments).

- People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, derelict boats, stations or ‘bashes’).

The definition does not include people in hostels or shelters, people in campsites or other sites used for recreational purposes or organised protest, squatters or travellers.

77 Estimated rough sleepers in Cornwall (DCLG, autumn 2013)

Key findings from the 2013 Rough Sleeper count

- 107 rough sleepers identified in Cornwall, 58 of which were among the 77 rough sleepers verified by a group of homelessness partners. The number of rough sleepers in the 2012 audit was 106.

- Particular hotspots were in Truro (22), Penzance (17), Camborne (14), Newquay (14), Falmouth (8) and St Austell (6).

- 26% (28) of the rough sleepers surveyed said they had slept rough for a month or less. (this compares with 38% (40) in October 2012.)

- 29% (31) of the rough sleepers surveyed stated that their last accommodation was not in Cornwall (this compares with 28% (30) in October 2012.)

- 10% want to move with a partner or someone else, and 16% with a pet (in the October 2012 audit 24% wanted to move with a partner or someone else, and 27% with a pet.)

- 52% of the people with a self-identified support need for substance misuse and/or mental health issues said they are not receiving the appropriate support. (in October 2012 this figure was also 52% when interpreted in the same way.)

- Removing those from the audit who said they were rough sleeping for less than a week gives a total of 99 (this figure in the October 2012 audit was 91). Remember, there were other rough sleepers, not picked up in the audit, who were identified in the verification process, and who will have been sleeping rough for more than a week.
Rough Sleeper Count Autumn 2013

Almost 9 out of 10 rough sleepers in the 2013 count were male.

4 out of 5 rough sleepers in the 2013 count were aged between 26-59.

Reasons for leaving last accommodation

The most common reason for leaving last accommodation was ‘Evicted’ (22%), followed by ‘No response’ and ‘Other’ (37%).

What type of accommodation are you looking for?
(respondents were able to select more than one option)

<table>
<thead>
<tr>
<th>Accommodation Type</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private Rented Sector</td>
<td>58</td>
</tr>
<tr>
<td>Council/Housing Association</td>
<td>57</td>
</tr>
<tr>
<td>Supported Accommodation</td>
<td>30</td>
</tr>
<tr>
<td>Night Shelter</td>
<td>15</td>
</tr>
<tr>
<td>Other</td>
<td>11</td>
</tr>
<tr>
<td>Don’t want accommodation</td>
<td>8</td>
</tr>
<tr>
<td>Family/Friends</td>
<td>3</td>
</tr>
</tbody>
</table>

Self-identified Support Needs

The most common support need was alcohol (56%), however only 27% had received help.

35% identified money/benefits as a support need, but only 13% had received help.
Entrenched Homelessness (homeless for over 1 year)

41% had been homeless for over 1 year.
75% of ‘entrenched homeless’ had been in Cornwall for over a year, or always.

Money was the biggest perceived barrier for the entrenched homeless in accommodation. There was little difference between entrenched homeless and all rough sleepers for this question, both cohorts felt that money and ‘other’ were the main barriers.
13. ‘Hidden Homelessness’

The image most people have of homeless people is of rough sleepers, however there are many more who are ‘hidden’ as they are not counted in official statistics.

By their very nature, it is not possible to quantify the exact levels of households that are ‘hidden’, however where figures have been included it is intended to indicate potential scale of the issue. It is not possible to total figures as people may fall within multiple categories.

- **Overcrowded Households**: 6,016 households in Cornwall are overcrowded, ie. had fewer bedrooms than they required (2011 Census table QS412EW).

- **Households sharing accommodation with family or friends where the head of household deems the arrangement unsatisfactory**: 1,468

- **Squatters**: There are no official statistics on squatters.

- **Sofa surfing**: 775 households (Homechoice listed).

- **People living in hostels and bed and breakfast accommodation in receipt of housing benefit**: 1,755

- **Difficulty with rent**: The Homechoice housing register listed 1,755 households in private rented accommodation who stated their reason for moving was due to difficulty with rent or mortgage (September 2014).

- **Accommodation in very poor condition**: 660 Households on the housing register in October 2014 living in private rented accommodation stated their reason for moving as house in poor condition.

- **People at risk of eviction due to rent arrears**: 133 The Housing Options service of advice to 133 people who stated they were at risk of eviction due to rent arrears during 2013/14.

- **Overcrowded Households**: 6,016

- **Squatters**: There are no official statistics on squatters.
14. Pathways to Multiple Exclusion Homelessness

Monitoring figures relating to contact with Housing services only shows part of the picture. Research by the Joseph Rowntree Foundation (“Tackling Homelessness and Exclusion: Understanding Complex Lives, September 2011”), highlights that there are critical intervention points in a person’s journey into multiple exclusion homelessness. Targetting intervention activity at these points prevent people ending up on the streets.

Troubled childhoods

A key finding from studies by Fitzpatrick, Dwyer and Brown as part of the research programme which ran from Feb 2009 – Feb 2011, highlighted that while all people who experience troubled childhoods will have complex lives or become homeless, childhood experience has a pervasive impact on an individual’s life course. Events such as bullying, witnessing alcoholism, domestic violence, as well as these factors in combination, affects the way a child comes to perceive their world and their place within it. 78% of service users in the Fitzpatrick Study reported at least one of the experiences below.

Source: Fitzpatrick et al. Based on 452 interview surveys

**Substance Misuse:** The experiences that tended to happen earliest, if they happened at all, were; abusing solvents, glue or gas; leaving home or care; using hard drugs; developing a problematic relationship with alcohol and/or street drinking.

**Transition to street lifestyles:** These included; becoming anxious or depressed; survival shoplifting; engagement in survival sex work, being the victim of a violent crime; sofa-surfing and spending time in prison. These experiences seem indicative of deepening problems bringing people closer to extreme exclusion and street lifestyles. Also featuring in this early-middle set of experiences was one adverse life event; being made redundant.

**Confirmed Street lifestyle:** Next, there was a set of experiences that occurred in the middle-late phase of individual multiple exclusion homeless sequences, and seemed to confirm transition to street lifestyles. These included; sleeping rough, begging, and intravenous drug use. Being admitted to hospital with a mental health issue also tended to occur in this phase as did two adverse life events: becoming bankrupt and getting divorced.

‘**Official Homelessness’**: More ‘official’ forms of homelessness (applying to the council as homeless and staying in hostels or other temporary accommodation) and the remaining adverse life events (being evicted or repossessed and the death of a partner.)
15. Health

The 2014 Health Audit Results by Homeless Link ("The Unhealthy State of Homelessness" – based on health information on 2,500 people), highlights the extent to which people who are homeless experience some of the worst health problems in society.

Health is worse than the general public for long term physical health, diagnosed mental health problems, substance misuse.

The number of Accident and Emergency visits and admissions is 4 times higher than for the general public, which puts the estimated cost of homeless people’s use of health care at a minimum of £85m a year nationally.

It highlights strong links between health and housing, with physical ill health, depression and substance misuse far higher amongst individuals who are either sleeping rough or living in precarious accommodation, like squats.

Despite 90% being registered with a GP, accessing healthcare is also an issue. It also reported that, despite significant progress within the NHS, 36% of homeless people report being discharged onto the streets with nowhere to go.
16. Mental Health

In 2010, the National Mental Health Development Unit published a document which outlined the key national facts and figures relating to Mental Health and Housing. The NMHDU closed in 2011, however the information in the factsheet is still a useful source of information: http://webarchive.nationalarchives.gov.uk/20130107105354/http://www.nmhdu.org.uk/silo/files/nmhdu-factfile-2.pdf

“Good quality, affordable, safe housing is essential to our wellbeing. Mental health and housing are closely interlinked. Mental ill health can lead to homelessness. Homelessness, poor quality housing and housing insecurity can lead to mental health issues. Mental ill health can also make it difficult for people to find and maintain good quality housing.” NMHDU, 2010

Mental ill health is common among people who experience homelessness and rough sleepers; estimates range from one third up to 76%. An estimated 43% of clients in an average homelessness project in England are likely to have mental health needs, and 59% may have multiple needs.

The highest rates of mental health conditions are found among rough sleepers and young people who are homeless. They are also least likely to be accessing mainstream health and mental health services and to experience significant barriers in doing so.

Over two thirds of rough sleepers (69%) have both mental health and substance use problems.

Much higher rates of personality disorders (65%), anxiety disorders (40%), anxiety and depression (25%) and post traumatic stress disorder (25%) are found among people who experience homelessness.

Estimated prevalence of psychotic disorders such as schizophrenia and bipolar disorder among people who experience homelessness range from 2.8% to 42.3%; much higher than in the general population (1%).

A high proportion of people in custody have mental health conditions; 72% of male and 70% of female prisoners have two or more mental health conditions and two thirds have a personality disorder. More than a third of St Mungo’s clients in London have been in prison, and 43% of ex-prisoners are homeless on release.

People who experience homelessness often fail to receive care and treatment for their mental health conditions for a number of reasons:

- poor collaboration and gaps in provision between housing and health services
- their mental health needs, while multiple and complex in combination, may not meet threshold for a formal diagnosis,
- failure to recognise that behavioural and conduct problems such as self-harm, self neglect, substance misuse and anti-social behaviour are manifestations of mental health conditions that require psychological interventions; and
- failure to join up health, social care and housing support services, and disagreements between agencies over financial and clinical responsibility.
17. Drugs and Alcohol in Cornwall

The 2013/14 Drugs and Alcohol Needs Assessment highlighted the following trends for housing and homelessness.

- There has been an increase of people presenting to tier 3 treatment with a housing need (NFA or housing problem), from 11% in 2010/11, to 21% in 2012/13. Homeless Link highlighted increasing homelessness nationally.

- 8% of people in treatment (79 people) with a Treatment Outcome Profile (TOP) were recorded as having been at risk of eviction at some point in 2012/13 and 17% (181 people) were recorded as having an acute housing problem. These figures are consistent with the TOP findings for people in treatment in 2010/11.

- A greater proportion of people who presented to tier 4 treatment services were No Fixed Abode (NFA) (12%) or a housing need (22%) when they first accessed the treatment system. It is not clear what their housing status was when they accessed tier 4 provision.

- Clients are twice as likely to represent to treatment if NFA. This rises to three times more likely to represent if NFA with a criminal Justice background.

- A higher proportion of those who presented to treatment as with NFA (23%) or with a housing problem (19%) and subsequently presenting to tier 4 dropped out compared to those with no housing problem (11%). They were also more likely to drop out in the first 12 weeks of treatment than those without a housing problem.

- 49% of Cornwall Housing cases of anti social behaviour (ASB) potentially leading to eviction involved drug and/or alcohol issues. Although Cornwall Housing there is no clear referral process between all ASB teams and Addaction.
18. Young and Homeless

In 2013, Homeless Link published research ‘Young and Homeless’, which explored the reasons young people become homeless, the support available to them, and areas where improvements should be made.

For a young person on the point of making the transition to adulthood, homelessness is a particularly disruptive and often frightening experience. Research shows that, if left unsupported, those who experience homelessness at a young age are at greater risk of becoming homeless and develop complex problems in later life.

Government figures show that between 1 October 2012 and 30 September 2013, 15,680 households headed by young people were accepted as statutory homeless in England. However, research by the charity Centrepoint in 2011, using wider data sets, estimated that at least 80,000 young people experience homelessness in the UK every year.

Yet, because many young people spend time sofa-surfing or staying with relatives, their homelessness often remains ‘hidden’, making it difficult to fully understand the scale of the problem.

Young & Homeless 2013 aims to address this gap. Based on responses from 169 frontline homelessness charities and local authority housing departments, the report provides a picture of the experiences of young homeless people in England.

National Recommendations:
- Greater education around homelessness and how to seek help.
- More prevention services, such as mediation, to reduce incidents of family breakdown.
- Increased support and funding to get young people into education, training and employment.
- A wide range of affordable accommodation options.
- Ensuing Welfare Reforms do not increase the hardships faced by young people. In particular, a review of the proposal to restrict housing benefit for under 35s.
- Protecting investment in housing related support services.
19. Understanding Complex Lives

Homelessness is a complex issue – there is an overlap between homelessness, mental health problems, drug and alcohol dependency, street activities and experience of institutions. The extent of this relationship is difficult to quantify and has significant implications for the way services respond to homelessness.

The 2011 report by the Joseph Rowntree Foundation “Tackling Homelessness and Exclusion: Understanding Complex Lives” examined the interaction between homelessness and other support needs.

Key findings (national research):

- There is a strong overlap between experiencing of more extreme forms of homelessness and other support needs, with nearly half of service users reporting experience of institutional care, substance misuse and street activities (such as begging), as well as homelessness.
- Visible forms of homelessness commonly happen after contact with non-housing agencies, eg. mental health services, drug agencies, the criminal justice system and social services. They also occur after periods of invisible homelessness such as sofa surfing.
- Traumatic childhood experiences such as abuse, neglect and homelessness are part of most street homeless people’s life histories. In adulthood, the incidence of self-harm and suicide attempts is notable.
- Most complex needs were experienced by homeless men aged between 20 and 49, and especially by those in their 30s.
- Where homelessness and housing support agencies take on primary responsibility for supporting people with multiple and complex needs, workers can often feel isolated and out of their depth.
- People with complex needs are at serious risk of falling through the cracks in service provision. There needs to be an integrated response across health, housing and social care.
20. Costs of homelessness

The following is an extract from the 2012 document by the Department for Communities and Local Government ‘Evidence review of the costs of homelessness’. https://www.gov.uk/government/publications/costs-of-homelessness-evidence-review

Cost of homelessness: Summary

A number of research studies have attempted to calculate the total costs to government of homelessness.

These studies have a number of methodological limitations and concern different groups of homeless people. Estimates of the annual costs to government from these studies range from £24,000 - £30,000 (gross) per person, anything up to circa £1bn (gross) annually. The net cost is likely to be lower.

**Department of Work and Pensions:** Costs are likely to arise to DWP as a result of benefit payments, employment programmes, associated administration costs and payments to Local Authorities for administering housing benefit. In August 2011 the average weekly amount of benefit paid was £84 to an Income Support claimant, £80 to an Employment Support Allowance claimant and £64 to a Jobseeker’s Allowance claimant.

**Department of Health:** Health problems, in particular mental health problems, substance misuse and alcohol dependency are more prevalent among the homeless population, especially among rough sleepers with potentially significant costs for health and support services. Unfortunately there is a lack of evidence of the numbers of homeless people who use these services. Case study evidence suggests the costs to the public services of people with multiple needs can be considerable.

**Ministry of Justice:** Research evidence suggests that homelessness and offending behaviours are interwoven and mutually perpetuating. Costs to the criminal justice system and policing may be significant. For example the total costs for a drug offence conviction is estimated at around £16,000.

English local authorities’ current expenditure on homelessness in 2010-11 totalled almost £345m. Of this around £100m is providing temporary accommodation; £70m homelessness prevention and the remainder the administration of homelessness functions. The Department for Communities and Local Government (DCLG) is currently exploring the scope for combining this information with activity data collected from local authorities to enable unit costs to be estimated for particular aspects of local authority activity.
21. Welfare Reform and Universal Credit

The Welfare Reform Act 2013 included a number of provisions that have the potential to impact on housing and homelessness, however to some extent the full impact is not yet known as there is a lag between implementation and impacts filtering through to service level. In order to identify and mitigate any potential impacts, work has been undertaken by Cornwall Council and partners to understand the implications of the Act.

Change

- Since April 2011 there have been many changes to the rules governing assistance (Local Housing Allowance) with the cost of housing for low-income households in the private rented sector. The new rules apply to rent levels, ‘excess’ payments, property size, age limits for sole occupancy, and indexation for inflation.

- From April 2013, a limit on the amount of housing benefit working age tenants in social housing can claim, now covering only the size of property that they are judged to need, also known as the ‘bedroom tax’. Some households will be exempt from under-occupancy, for example households where a tenant needs an overnight carer, or where a room is kept for a student studying away.

- From April 2013 the single-room rate entitlement was increased from 25 to people aged 35 and under.

- A cap to the overall amount of benefits that can be claimed by any individual household. When it was implemented in July 2013, 112 households were affected, although by December this had reduced to 93 households.

- From 2014 government grant to local authorities (previously known as the Social Fund) will be cut.

In Cornwall the grant is called the Crisis and Care Award Scheme. It allows people to access goods and services to help families in the event of a crisis, or provides care awards to help vulnerable people live independently in the community, up to the value of £1,500.

Potential impact on housing & homelessness

- It has become harder to access and sustain rented accommodation also increased Landlord’s risks in assisting low income households.

- Households who are regarded as under-occupying and fit the criteria will have reduced household income and may be at risk of falling into arrears.

  There may ultimately be more availability in larger properties but this may be counterbalanced by less one bed properties becoming available to those waiting for social housing.

- This has restricted many single people to sharing accommodation or living in Houses in Multiple Occupation. Some people will be forced to move if there are any changes in their circumstances benefits.

- The estimated (May 2013) loss in Housing Benefit/ LHA for social housing tenants ranged from 14p to £118.23 and for private sector tenants from 91p to £182.96.

- Changes to the Crisis and Care Scheme could make it harder to access accommodation and acquire the goods to live independently.
- **Abolishing Council Tax Benefit.** As a result of this measure, Cornwall Council took the decision to set the threshold at 25%, meaning that households in Cornwall now have to pay a minimum of 25% of the council tax on their home.

- **Universal Credit** will simplify payments into one monthly sum and households will be responsible for managing their own finances, including payment of rent (those considered vulnerable will be exempt).

  Universal Credit will be implemented in Cornwall in May 2015 for single people receiving Job Seekers Allowance.

- **This is another potential burden on reduced household budgets.** Non-payment could of lead to Court sanctions as well as a threat to rent payment.

- **There are concerns are around the direct payment of one lump sum, containing all of a households benefit entitlement to a single member of the household on a monthly basis.**

  Concerns raised have been raised in the national consultation by stakeholders including domestic violence charities, housing associations and landlords (both private and registered social landlords).

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**Welfare Reform – Homeless Link 2013**


A High Price to Pay, detailed the added impact of benefit sanctions on homeless people. This report highlighted that 3% of JSA claimants get sanctioned but 33% of those who are homeless were sanctioned. Similarly, 2.7% of ESA claimants were sanctioned but 20% of those who are homeless. Many of these will have substance misuse issues and they appear to be disproportionately affected. Additionally, being homeless can understandably make job searches more difficult.

Homeless Link went on to state that sanctions exacerbated mental health or substance misuse issues. Also, rent arrears and evictions were common because homeless claimants did not know to notify the local authority of their circumstances, and subsequently lost their Housing Benefit. The issue with Housing Benefit has also been voiced in Cornwall by supported housing providers and workers supporting vulnerable clients in the private sector.

In December 2013 Homeless Link 16 published a document about their concerns of the Government’s reported 3% fall in the number of households in England who approached their council for help because over half of those who sought help (53%) had their application turned down and there was a lack of clarity about the options made available to them. There was also a reported 8% rise in homeless figures placed in homeless accommodation at a time when resources are in decline.
22. **Evidence Recommendations**

- Review and update the evidence base annually and include more detailed analysis of key groups, including young people.

- Engage with key local partners working with homeless people and those at risk of homelessness in Cornwall.

- Evaluate effectiveness of preventions and build on good practice in increasing the number of people able to remain in their own homes.

- Learn from other local authorities that have made positive impacts in homelessness, for example Northumberland’s reduction in use of temporary accommodation (from 213 in 2004/05 to 7 in 2013/14), or Barking and Dagenham Preventions (93% of preventions in 2013/14 were enabled to remain in existing home).

- Increase access to qualitative data around homelessness, for example evaluation of service users’ experience.

- It has not been possible to identify the scale of how many people are in contact with multiple services, or whose outcomes were unsuccessful. This is important to understand the effectiveness of prevention and intervention work. It is recommended that wherever possible data is recorded against an individual to understand outcomes for individuals.

- Consider issuing guidance or amending systems where a significant number of categories recorded are ‘other’, for example in 2013/14 there were 52 preventions were recorded as ‘other’.

- Improvements are required in the way we record data to understand how successful we are in achieving positive outcomes. For example:

  - Accurately reporting on individuals who present more than once for assistance, as opposed to approaches.
  - Understanding the destination and outcomes for people in complex needs or young people’s homelessness services.
  - Improving our recording of those experiencing domestic violence (currently victims can be recorded under violence, domestic abuse or sanctuary scheme).

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12 February 2015