

# Preventing Homelessness Strategy

April 2025



**COTSWOLD**  
District Council

# Foreword

Becoming homeless, or fearing that this could potentially occur, can have a major impact on the lives of individuals: their health, well-being, employment opportunities, education, and training may all be affected if suitable, long term accommodation options are not made available to them.

Homelessness is an issue which is high on the national agenda. The 'Everyone In' response to the COVID-19 pandemic has shown what can be achieved in addressing rough sleeping. Locally this helped people in transformative ways which has continued beyond the pandemic. The countrywide joined-up response gained national praise and attention. We need to continue to build on this progress and the commitments of this strategy reflect this.

Homelessness isn't just a term used for those that we see visibly rough sleeping and can happen to anyone at any time. Most people who approach our council for advice on their housing situation are not sleeping rough but are instead at various stages of being threatened with homelessness.

There are many reasons why someone may be threatened with homelessness with many people living in precarious or unsuitable homes. This could include people who are; private renting, but their tenancy is about to end; living with family or a partner but relationships are breaking down; are sofa surfing; or have suffered an income shock and are no longer able to afford their mortgage or rent.

As part of developing the strategy and setting out our Priorities we have reflected on a wide evidence base including reviewing data regarding our local housing market, our population demographics as well as assessing homelessness trends specific to our area.

In drawing up the strategy, we have consulted with our stakeholders and partners.

It is intended that this strategy be a live document with a regularly updated Action Plan and annual reviews to ensure this continues to reflect our shared aims and evolving priorities.

We cannot deliver the priorities and actions set out in the strategy alone, and therefore the continued collaboration and support of our partners is key to its success. A multi-agency approach and working alongside community partners is the only way that this can happen effectively.



**Cllr Juliet Layton**

# Contents

Introduction

About Cotswold District Council

Housing In Cotswold District Council

What we have achieved so far

What are the Challenges?

Strategic Aims and Priorities

Priority 1 Preventing Homelessness

Priority 2 Establishing effective partnerships and working arrangements.

Priority 3 Supporting rough sleepers to address their housing and other needs.

Priority 4 Increasing Accommodation Options

Action Plan, Monitoring and Review arrangements



# Introduction

Working with our residents and partners to prevent and resolve homelessness and the threat of homelessness is at the very heart of this strategy.

The most obvious form of homelessness, those sleeping rough on the streets, is not common in the Cotswold district, thanks to our strong partnership approach to 'No Second Night Out' which aims to end rough sleeping and subsequent initiatives introduced during the pandemic.

However, homelessness in general is increasing in all local authorities. Factors such as the cost-of-living crisis, increasing rents in the private sector, substance misuse, mental ill health, family and relationships breaking down, increases in pressures financially and a lack of genuinely affordable housing are key reasons why homelessness is increasing. These are key issues for this strategy to address.

Preventing homelessness before it occurs is the main ethos of the Homelessness Reduction Act (HRA) 2017. However, Cotswold District Council has taken this even further by investing in a strong approach to engaging with residents at the very earliest stage, to prevent homelessness before official duties are triggered under HRA 2017 by increasing resources specifically to target this.

The Council has also supported a strong 'No Second Night Out' approach to ensuring that anyone who does find themselves rough sleeping is offered an accommodation option as soon as possible.

Cotswold Council works in close partnership with local partners to provide a Housing First scheme for adults with complex needs who have exhausted all other accommodation options. The council also works closely with our partners across the county on ensuring the adults with complex needs can access relevant supported accommodation and services when they need it. The council also owns and manages 2 properties that provide emergency accommodation with onsite support: one to adults with complex needs and the second to families which keeps stays in B&B/Hotel type accommodation to a minimum. These schemes are key contributors to the reason why the district has low to zero rough sleeping.

However, since 2020 despite the many proactive and progressive initiatives introduced as the result of the pandemic, homelessness within the district has increased by around 30%. The council is seeing increased requests for support from people who need to leave their homes due to many, and often complex issues. These include receiving notices from private landlords, are fleeing abuse or violence, are living in unsafe or insecure accommodation or whose home is not suitable to meet their specific housing needs for health or financial reasons.

However, as volumes of people needing housing and homelessness interventions increase, use of unsuitable and expensive B&B accommodation is increasing; therefore, the council has developed strong a prevention focused Housing service that aims to increase the numbers of households who are prevented from becoming homeless at the earliest possible stage.

In developing this strategy, Cotswold District Council has reviewed the key issues that are driving up homelessness both locally and nationally which has informed the focus of the strategy to the following four objectives:

- Priority 1    **Preventing Homelessness**
- Priority 2    **Establishing effective partnerships and working arrangements**
- Priority 3    **Supporting rough sleepers to ~ address their housing and other needs**
- Priority 4    **Increasing Accommodation Options**

These priorities are intended to be high level and therefore the strategy will be sufficiently flexible to accommodate and respond to changes in the external environment during its lifetime.

A detailed action plan has been developed in collaboration with our partners to support and deliver the strategic objectives. We recognise that during the five-year life span of this Strategy we will need to prioritise and even change direction with certain objectives and actions.

This document will provide a basis for the direction of travel and will guide us in our current and future activities.

# Cotswold District Council Overview



**91,311**  
Population  
(2022)



**26%** of the local population are over 65, which is **8%** above the national average



Median House Price:  
**£440,000**  
(December 2024)



Median House Price v median earnings median:

**14.88 x**  
median wage  
(single person)



**Tenure Split**

Owner Occupied **65%**  
Private Rent **19%**  
Social Housing **15%**



Estimated Total Number of Dwellings from Census 2021:

**37,217**

## District

Cotswold

District Council

## Location

One of six districts within Gloucestershire County, England

## Area

1200 km<sup>2</sup>



**244**

Households offered Affordable or Social rents in 2024/25



**1,794**

Applicants registered for Housing  
(March 2025)



Total number of housing advice and homelessness inquiries, including housing register applications:

Pre Covid: around **300** approaches annually

During and post Covid:

2021/22: **490** approaches

2022/23: **633** approaches

2023/24: **742** approaches



**1,018**

Number of households seeking 1 bed accommodation



**31**

Number of Households in emergency accommodation  
(March 2025)

# Housing In Cotswold District Council

## General



53  
Number of Licenced  
HMO's



15.4%  
of the Cotswold district  
have a defined disability  
under the Equalities Act



900  
Number of Empty Homes  
(January 2025)



One in eight  
households in  
the district are  
considered to be in  
fuel poverty



Average monthly rents  
in the Private Sector:

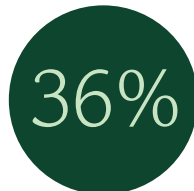
1 bed	£726
2 beds	£951
3 Beds	£1,278

## Homelessness

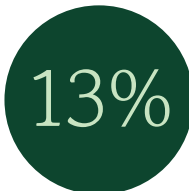
Top three Main Reasons for Homelessness



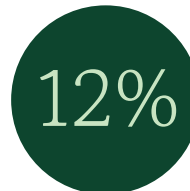
1  
Rough Sleeper  
identified as rough  
sleeping March  
2025 snapshot



Family/  
Relationship  
Breakdown



Ending of  
a Private  
Rented  
Tenancy



Domestic  
Abuse



Number of households  
seeking accommodation  
by bedroom need  
March 2025:

1 bed	1,018
2 bed	472
3 bed	239
4+ bed	65

## Successes



Maintained a low to zero number of Rough Sleepers – recording between **0-2** consistently at official monthly and annual counts



Provision of two properties providing **16** units of emergency accommodation dedicated onsite support



Worked with our partners at Bromford to provide an additional **10** units of emergency accommodation



Worked with our partners at Bromford and P3 to provide a Housing First option for the most complex of our residents



Prevented over **200** households from becoming homeless in 2024/25



Provided emergency accommodation for over a **120** households whose homelessness couldn't be prevented in 2024/25



Worked with our county partners, our housing provider partners and Domestic Abuse support agencies to provide places of safety in the district for those fleeing violence



**458** Affordable homes delivered between 2020 and 2025.

## Challenges for Cotswold District Council in Preventing Homelessness

- Affordability and access to the private rented sector
- High demand for affordable housing
- High support needs compared to locally available services.
- Lack of available wider short term temporary accommodation options
- Lack of available emergency accommodation for people with disabilities
- Meeting the housing needs of young people, especially care leavers and those from rural areas;
- Lack of One bed general needs accommodation
- Low number of HMO's to meet the needs of under 35's

## Wider challenges within the Cotswold District that contribute increasing homelessness

- Low wages compared to housing costs
- Air B&B / Second Homes/ Holiday Lets / Empty Homes
- Tackling disrepair and poor standards of accommodation in the private sector

# Strategic Aims and Priorities

## Priority 1: Preventing homelessness

Given the challenges we face around increasing homelessness it is crucial that we continue to put homeless prevention at the heart of everything we do. This principle will form the basis of how we respond to the economic hardships faced by our residents impacted by the continuing cost of living crisis.

Being flexible, agile and adapting to local challenges will be key in meeting future issues that may lead to homelessness if not tackled.

We will find innovative and proactive ways of both understanding and addressing the factors that can lead to homelessness - such as the impact of the Renters Rights Bill on private sector tenancies and landlords, family/relationship breakdown and discharge from institutions.

We will also develop a greater understanding of the impact of wider social issues such as poverty and disadvantage, unemployment, poor health and wellbeing and lack of access to affordable, decent homes.

We believe this will greatly increase the chances of positive outcomes for people at risk of becoming homeless.

### Key Objectives

- Monitor and act on the impact of the implementation of the Homelessness Reduction Act within the council's Housing Team and wider housing services.
- Develop further preventative actions based on the evidence of what has previously been successful in preventing homelessness
- Understanding and tackling the economic impacts of the cost-of-living crisis that may otherwise lead to homelessness.
- Develop greater understanding of the 'triggers' that are driving homelessness presentations
- Identify and respond to the housing needs of vulnerable groups.
- Review how customers contact us and interact with our service.
- Promote the HomeseekerPlus housing application process and provide support for people to use it
- Continue to effectively communicate with people about how to avoid the risk of homelessness, ensuring that advice and appropriate support is readily available.

## Priority 2: Establishing effective partnerships

The previous Preventing Homelessness strategy emphasised partnership working to co-ordinate activity and focus combined energies on preventing homelessness and improving services for homeless people.

With this new strategy we will develop this approach further. Over the life of this strategy, we will build stronger relationships with our partners and ensure that our collective efforts to tackle homelessness and rough sleeping are effectively aligned.

### Key Objectives

- Continue to establish appropriate pathways for customers between agencies which reinforce the early identification of factors that may be likely to lead to a risk of homelessness.
- Build on and improve existing processes to ensure an effective 'duty to refer' from all relevant public sector bodies as set out in the Homelessness Reduction Act.
- Ensure that the council's workforce have the appropriate skills to assist all client groups
- Challenge and resolve barriers to effective service delivery as part of business as usual.



### Priority 3: Supporting rough sleepers to address their housing and other needs

Although the intelligence-based estimates show low to zero numbers of rough sleepers in the district, our priority remains to prevent all forms of rough sleeping when it does occur.

We recognise many more people are living in insecure accommodation such as having to 'sofa surf' or rely on the good will of friends or relatives and are therefore at risk of rough sleeping.

#### Key Objectives

- Align efforts and resources with partners to tackle homelessness and rough sleeping.
- Work with our countywide partners to support and evaluate a new Outreach service, to better understand the causes of local rough sleeping as well as the pattern and locations of rough sleepers.
- Work with the community and local businesses act as 'eyes and ears' to ensure that no rough sleeper goes without support
- Support rough sleepers who are ready for independent living to move into longer-term accommodation and to sustain their tenancy.
- Evaluate and adapt housing pathways, and develop new ones where they do not exist, to ensure they meet the needs of those living with complex needs as well as new/emergent client groups.
- Build on existing work with partner organisations to develop appropriate supported housing solutions, such as the 'Housing First' model, for homeless people with the highest level of need.

### Priority 4: Increasing Accommodation Options

The use of impractical expensive B&B placements for people experiencing homelessness has long been viewed as unsuitable for anything more than to address an urgent need for safe accommodation.

Therefore, developing new temporary accommodation solutions to meet local needs is a more sustainable way to address this and is a key priority for the council.

#### Key Objectives

- Ensure that council priorities are aligned by linking this strategy with the targets included in the Local Plan to increase affordable housing supply.
- Ensure that our countywide priorities are aligned by working with our county partners to develop an increase in the supply of move on accommodation for all supported housing pathways.
- Maintain efficient and appropriate use of all council owned temporary accommodation, ensure that all residents are provided with high level support to enable them to move on into long term accommodation.
- Expand the range of temporary accommodation available to our customers, including investigating all options to purchase or lease buildings and working with the private sector
- Develop a greater understanding of what may encourage private landlords to increase the supply of rented accommodation at a cost households can afford and how we may assist with making this a realistic housing solution.
- Work with Registered Providers to develop schemes that increase accommodation options.



**COTSWOLD**  
District Council

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