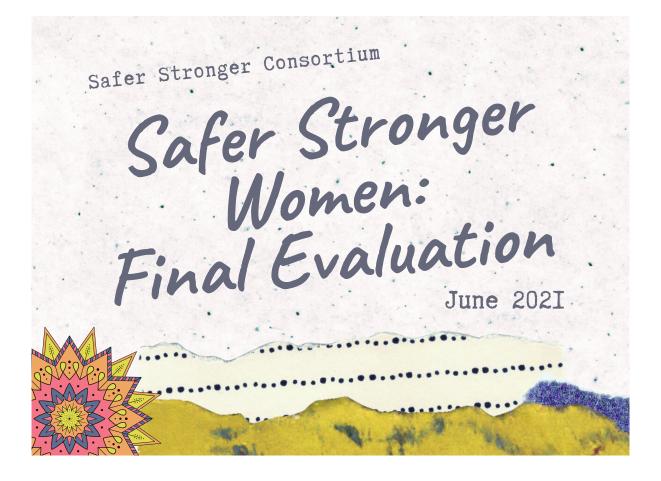
# TAMPON TAX COMMUNITY FUND









Business Development, Fundraising & Creative Consultancy

#### **Executive Summary**

Safer Stronger Consortium (SSC) and their strategic partners have coordinated a system-wide programme of development. Project activities have achieved significant outcomes for women in Cornwall who have experienced homelessness, and those that support them.

This short-term pilot project has outperformed proposed outcomes and expectations, especially given its implementation occurred during the COVID-19 pandemic. Tampon Tax Fund, 'Ending Women's Homelessness' support has enabled SSC to engage with 100 organisations and over 34 women with lived experience of complex trauma. One third of community-based participants self-identified as homeless when they connected with the project, 30% of whom were sleeping rough at that time.

SSC have invested grant funding, distributed by Homeless Link, to consolidate genuine partnership working with prestigious public sector bodies: Safer Cornwall partnership, Cornwall Council, Devon and Cornwall Office of the Police and Crime Commissioner (DCOPCC) and Southwest Reducing Re-offending Partnership (SWRRP). The Safer Stronger Women (SSW) initiative has co-created new online spaces that have fostered multi-disciplinary connections and sparked empathetic conversations amongst practitioners and women, to co-produce system challenge.

Crucially, this project has listened to, and believed women's personal stories of the trauma they have experienced. SSW has pioneered a flexible and person-centred approach to delivering pathways of support. Women have been invited to plot what the individual steps to survival look like for them, in their current circumstances and the operational context. SSC have piloted a simple, affordable and effective model of intervention that has been able to support over 150% of proposed project outputs.

"Women need to be empowered, not be scared to have our own voices. I was living in fear anyway, so I was scared to ask" Woman, February 2021

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#### 1. Recommendations

- Host an information dissemination workshop to share findings from project activity with key stakeholders, commissioners, funders and the general public. Present women's personalised experiences of this programme to demonstrate the impact of flexibly funded models of support and women's stories as an alternative method of evaluation.
- Use TINC sector survey results to baseline and commission bespoke training to address the specific needs of practitioners and people with complex trauma, in this rural county with inner-city levels of women sleeping rough.
- Adopt a fundraising strategy to secure future financial support for Trauma Informed Network Cornwall coordination and planned activities. Pursue a blended model of statutory backing, combined with grant-funding accessed by SSC as co-founder.
- Transfer planned departure lounge events online, to improve the engagement of women returning to Cornwall with through the gate and resettlement support.
- Expand and embed the Flexible Support Fund approach to gender and trauma-informed support for women who have experienced trauma in Cornwall.
- Recruit past participants of the Safer Stronger Women project as livedexperience representatives within the trauma network. Women contribute to multi-agency meetings, sub-group tasks, strategic planning and review as the project legacy and continued commitment to women's trauma and system change.

#### 2. Background

The Safer Stronger Women (SSW) project was provided through the Homeless Link, 'Ending Women's Homelessness' grant and part of the Government's Tampon Tax Fund between November 2019 – June 2021.

SSC were approached by Cornwall's Community Safety Partnership, 'Safer Cornwall', to help coordinate a system-wide response to women's homelessness that better links the voluntary, community and social enterprise (VCSE) sector to statutory services and adopt a gendered and trauma-informed approach to multi-agency service provision. This urgent, strategic need was identified through the alarming escalation of female rough sleepers in Cornwall. Recorded in 2019 as 20-25%, well above national average of 12-14% of people sleeping out. *Source: Cornwall Council, 2019*.

The number of adults in Cornwall who are homeless and sleeping rough has increased significantly since the emergence of the COVID-19 pandemic. An already urgent situation for women has been exacerbated by family and friends having to social distance, sofa surfing not continuing as people felt they could no longer move from house to house and the loss of accommodation tied to work in the service industries. Cornwall Council (2020) reported that, of the single homeless individuals in temporary accommodation in July 2020, 94.5% were new applicants self-identifying as rough sleepers.

"The proportion of single homeless individuals and those at significant risk of rough sleeping has risen sharply during the pandemic, illustrating and reflecting the fragility of many such person's housing situations"

CORNWALL COUNCIL, 2020

Cornwall continues to rank as the rural local authority area with the highest estimated number of people sleeping rough, the most visible and dangerous form of homelessness. By autumn 2020, the number of people recorded as sleeping out was 21% above the figure recorded the previous year accounting for 29 individuals. Across the UK, only Tower Hamlets in inner-city east London experienced a higher percentage increase in the same period. 14% of people recorded as sleeping rough in the 2020 assessment were female, this would account for a minimum of 4 women in Cornwall.

Source: UK Government, 2021.

Based upon earlier evidence that women account of a disproportionately high level of rough sleepers in Cornwall, this figure could actually be as high as 8 self-identifying females in any one night.

Accordingly, Cornwall is one of the UK Government's priority areas, successfully awarded funding through the 'Next Steps' accommodation programme. The range of approved projects include six schemes to support people who are sleeping rough and to prepare people to move into settled accommodation. (Cornwall Council, 2020). The COVID-19 pandemic has

shone a spotlight on Cornwall's homeless crisis and associated health and socio-economic inequalities. Building upon the unprecedented collaboration across healthcare, council, VCSE and private accommodation providers fostered during this time, the time is now for the SSW project to continue to cultivate thriving collaborations and develop gender and trauma informed support pathways with women at their heart.

# 3. Methodology

This summative evaluation report has incorporated quantitative, qualitative and secondary data sources; coordinated and analysed by an external facilitator with extensive experience in the VCSE sector and women's rights campaigning. This assessment has been able to chart the impact project from its baseline position (detailed in the original grant application), an interim interview with the SSC Chief Executive in November 2020, to the broad participation of 75 system wide providers of care service, plus over 34 women experiencing homelessness in Cornwall.

Contributions have been received across a range of channels to ensure accessibility for all. Evaluation activities included:

- Online focus groups with women with lived experience of homelessness.
- Online focus groups with system-wide practitioners supporting women in Cornwall and/or HMP Eastwood Park.
- Anonymous, online self-assessment by project participants.
- Online workforce evaluation of TINC.
- Facilitated discussions with senior leaders in Cornwall Council and VCSE sector.
- Project monitoring paperwork and reports.
- Anonymised, qualitative case studies co-produced by women and their support workers.

Achievements and recommendations have been presented to the SSC Board of Trustees.

# 3.1 COVID-19 Pandemic

The unprecedented COVID-19 pandemic and associated restrictions on work and movement since March 2020 have affected the implementation and impacted of the SSW project. The most significant change has been the transfer of delivery activities online. This was most significant for the through the gate support strand of the programme, coordinated by VCSE organisation bthechange. Immediately their mentors, as well as project partner agencies were restricted from attending HMP Eastwood Park in person to connect with women pre-release through the proposed multi-agency events. Instead, bthechange rapidly adapted their approach to meet government guidelines and the needs of women:

- Reaching into prisons in new ways writing letters to women in prison to encourage self- referrals and generating new referral routes from probation and other partners.
- Use of technology delivering all mentoring sessions remotely via phone and video to support mental health as well as assistance with access to benefits and housing, CV-writing, mock interviews and other systems navigation.

- Health and wellbeing providing enhanced advice and support in this area to ensure our clients can manage their mental and physical health at this time of high anxiety.
- Filling the gaps access to phones, food packages and supermarket vouchers as benefit delays continue.
- Collaborating with others forming new referral partnerships and speaking with other organisations to learn from each other, share ideas and coordinate support.

Women leaving prison are likely to be at particular risk of COVID-19 due to high incidence of health conditions, homelessness and limited access to finance. In normal times, people leaving prison are often anxious about adapting to life on the outside and face huge challenges getting the support they need. This is being greatly amplified by the health pandemic, social distancing measures and disruption to core services. For example, benefits have moved online yet many women leaving prison don't have access to a phone or the internet.

# "Without your help I would have struggled with my Universal Credit claim. Support has helped me a lot. You have been my advocate, communicating with professionals. Helped with motivation." Woman, May 2021

Due to the increased vulnerability and health inequalities faced by women who are experiencing or at risk of homelessness during the pandemic, project coordinators identified that cross-sector collaboration through Cornwall's first trauma-informed network was more vital than ever. The Trauma Informed Network Cornwall (TINC) was initiated, and continues to meet, online. Significantly both the SSC Chief Executive and Cornwall Commissioner for Domestic Abuse and Sexual Violence state that the reach and value of the network has benefitted from remote accessibility. Virtual meetings have democratised and removed physical barriers to the attendance and participation of a diverse community of organisations, committed to working alongside women to understand them, and support them to understand and navigate, 'the system'.

#### 4. Project outcomes

- Deliver 6 system-wide development events and network meetings that bring together statutory professionals; specialist women's service providers and women with lived experience of the homelessness and the complex, causal cycle of domestic abuse, sexual violence, offenders and victims of crime to proliferate gender and trauma-informed approaches within services supporting women who are homeless or at risk of homelessness.
- 2. Through cross-sector collaboration women's services demonstrate increased capacity to recognise and respond to Cornwall Council's homelessness and rough sleeping reduction strategies.
- 3. Gender specialist support to be systematically available to all women in Cornwall, regardless of their level of need from preventative and early intervention to vital through-the-gate resettlement of Cornish female offenders.
- 4. 20 social action models of support for women at risk of homelessness will be made available to key stakeholders, funding commissioners and the general public.
- 5. 4 'Departure Lounge' events at HMP Eastwood park increase access to resettlement for female Cornish offenders through co-location of VCSE women's services in the prison that establish through-the-gate packages of support.

## 5. Discussion

# 5.1 Trauma Informed Network Cornwall

Established in 2020, TINC represents a multi-agency effort to implement and support trauma informed care initiatives across Cornwall. Co-founder and Cornwall's Domestic Abuse and Sexual Violence Commissioner (DASVC) recalled how colleagues within the Safer Cornwall Partnership identified the need following workforce training around adverse childhood experiences (ACE). Practitioners expressed concerns about conducting the ACE routine enquiry based upon a lack of trauma service provision locally. In response, strategic partners together with SSC have implemented a support network to connect agencies to foster pathways of support for women, develop further training and, support organisations to embed trauma-informed practice, language, strategy and policy.

It is considered crucial to the culture and success of TINC that the community is co-owned between the VCSE sector and Cornwall Council, who share responsibility for its coordination. From its inception the network had been peer-led. As the voluntary sector's lead partner, SSC have highlighted the organisation's capabilities to operate at a strategic level, whilst also delivering one-to-one support and crucially, using this duality to connect the voices of women to senior level planning and commissioning. Evidence of need is coming directly from the VCSE sector as equal partners, sharing information to enhance services and sustain the network.

In July 2021, TINC's membership consists of 47 agencies, plus 12 Cornwall Council Directorates (see appendix), represented by 104 practitioners. The TINC strand of the SSW project has met its proposed outputs in terms of the number and frequency of meetings. This new online activity has established a purposeful network where people regularly meet and engage in

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meaningful conversations. People are talking about how their work is trauma informed, which raises awareness in other organisations; sharing information and lessons learnt. Connections, and causal links, have been established between thought processes and people from which partners can build a systems approach to supporting people with complex needs. A step-change from existing practises where organisations are working in discrete silos and women are labelled and limited through medical models of assessment and women-blaming labels which is itself a traumatising and dehumanising experience.



Whilst it is generally regarded as too soon to measure the true impact of the network, it must be acknowledged TINC has grown beyond that expectations and will be a crucial mechanism for Cornwall's socioeconomic growth and inclusion, following both COVID-19 and Brexit. TINC has currently registered over 90 organisations as well as seven thematic sub-groups, including Women and Trauma and Domestic Abuse and Sexual Violence.

Specialist interest communities of professionals have initiated a diverse range of assignments; from defining purpose through their the coproduction of a trauma-informed mandate, to addressing workforce development and secondary trauma amongst practitioners to ensure system change does not adversely (re)traumatise the people delivering systems and services in the process. Particularly given that many who choose to work in this sector have relevant lived experience of their own. Professionally this must not be forgotten about and is one of the many coordinators have reasons TINC launched a research survey to baseline the existing skills and areas for development across the sector.

"Across housing and homelessness, domestic abuse and sexual violence and drugs and alcohol directorates, trauma-informed awareness and practice has become the foremost thread when re-writing strategies and commissioning services." Cornwall Council Commissioner, 2021

# Case study #1: Team Around the Person

During a TINC meeting, one voluntary sector substance misuse organisation proposed system-wide practitioners adopt the Team Around the Child model to promote a systems approach to planning and reviewing support for people with complex needs. In direct response, network partners have informally established Team Around the Person multi-disciplinary meetings where one lead professional takes responsibility for each individual and the coproduction of a personcentred support plan. Moreover, network collaborators are looking to formalise this approach. This is just one example of how a fundamentally 'no cost' intervention has effectively coordinated a whole system of agencies supporting vulnerable people, initiated because of one conversation in a TINC meeting. The model already existed in isolation, the innovation was simply about professionals, committed to women's trauma, talking to one another.

TINC partners acknowledge that small, manageable and step changes needs and responsibilities of different organisations to be truly sustainable. For example, a tiered approach to training in trauma and gender-informed approaches and commissioning bespoke training for specialist agencies. TINC has already grown beyond its expectations and achieved significant strategic and sector-wide buy in that must be sustained.

However, the network faces the very real risk that the continued implementation and lifechanging capacity for all adults experiencing complex needs in the county will be cut short by a lack of resource and funding. Statutory partners currently administer their share of network coordination as part of their existing roles. Moreover, SSC's funding for facilitation currently ends with this grant-funded project. Both partners acknowledge that the commitment and task undertaken during Year 1 of the network have been significantly larger than anticipated. This compassionate community urgently requires a dedicated coordinator, administrative support and a budget available to deliver collective, long-term ambitions.

# Case study #2: A Commitment to Women's Trauma

TINC's Women and Trauma Group hosts a community of women committed to campaigning side-by-side with those who have experienced trauma and distress, including homelessness and rough sleeping. Professionals established a forum to vocalise how the ways in which services currently deal with women's trauma, systematically denies everyone the opportunity to experience their recovery, resolve and survival as an active and collaborative process. Women with lived experience of trauma contributed directly to the research and echo the urgent appeals of Women and Trauma Group members for commissioners to join them in coproduction to achieve a truly gendered approach. Discussions centred around four key aims that organise the group's learning and intentions: system change, values-led approach, commissioning and funding and, sharing best practice. Through a series of conversations, practitioners have identified opportunities to capture, and connect communicate women's authentic voices through the publication of their commitment to women's trauma. A wo-mandate for compassion and change.

"To progress the TINC agenda – the TINC lens – will save money, resources and distress. We will reduce the number of times people have to tell their story or are excluded from services because they are seen as difficult or not engaging. We will create a safer service and reduce the additional trauma caused by accessing support." Cornwall Council Commissioner, 2021

### 5.2 Safer Stronger Women

### 5.2.1 Through the Gate Support

Accepting that criminalisation is a site of women's trauma, SSW appointed delivery partner bthechange to facilitate a series of focus groups and resettlement events, in partnership with Cornwall-based VCSE providers and the staff and women within HMP Eastwood Park (EWP), Gloucestershire.

The information gathered during their consultation demonstrates an innate need to put in place a transition programme at EWP for women returning to Cornwall. Moreover, this finding has been endorsed by the Ministry of Justice, National Health Service, SWRRP, Devon and Cornwall Criminal Justice Board and DCOPCC to provide this support

There are women at EWP who will return to Cornwall. The prison has confirmed that the number of women changes daily and the data in generally broken down to Devon and Cornwall by the system, with the Devon & Cornwall figure at 55 with 20% of those released between June 2019 and Feb 2020 having no destination area recorded. Devon, Cornwall and Dorset releases from June 2019-Feb 2020 from EWP was 135 (without data on those whose destination is not known)

It is difficult gathering information specifically from women returning to Cornwall as so many of the women are classed as having, 'no fixed abode'. Even those who came from Cornwall may not return there. This means it can be very difficult for support workers to find out who is from and returning to where. Often an address is not known for a woman leaving prison until one week, or sometimes even days, before release. This situation highlights the need for early engagement as the key to providing essential support, particularly around accommodation and benefits.

For women who have indicated they are planning to live in Cornwall, immediate support will offer them the best possible opportunity to have a successful prison to community transition. Thus, enabling them to:

- Reduce the areas of concern so that they are more prepared for release.
- Support existing relationships with family and friends (this could lead to a place to stay on release), to reduce homelessness.
- Provide practical support such as being an advocate for the women (contacting services outside of the prison can be difficult for the women), offering budgeting and financial assistance, links to employment, arranging transport back to place of residence.
- Feel empowered to strive for a happier and more stable future.

As an unanticipated and immediate legacy of SSW, the organisation appointed to deliver the through the gate strand of the project has been commissioned by the SWRRP to provide transition support for HMP Eastwood Park. In direct response to the evidential findings of SSW activities, in partnership with the prison and its residents bthechange have secured an initial one-year pilot programme that aims to prevent and deter women leaving prison from re-offending. This investment extends our project approach to all women throughout the

south west; brokering joined-up and consistent/continuous access to critical support prior to and proceeding release into the community through a trauma responsive and personalised approach.

### 5.2.2 Flexible Support Fund

# "When I had nobody to turn to you've been there, fighting my corner. Your positive encouragement, made me believe in myself and see my own worth." Woman, May 2021

The Safer Stronger Women's, 'Flexible Support Fund' enabled Safer Stronger Consortium (SSC) to spot purchase packages of flexible support of up to £1,200 for 31 women 55% more than SSC originally envisaged the project budget could support. This has helped to highlight the significant efficiency and effectiveness of responding specifically to women's individual needs, as opposed to routinely offering predetermined, end-to-end programmes.

It is clear from these figures that the FSF has delivered low cost, thoughtful and bespoke activities that have had a transformative effect. An intuitive and individualised intervention that has simply joined-up or increased women's access to existing services. Examples include a translator to assist a woman for whom English was not her first language. Another, virtually no cost, example was providing advocacy on behalf of a woman to tackle the perceptions of a public sector worker as the key to unlocking the required support – withheld due to a lack awareness and capacity (or culture) to listen, understand and believe women.

"Professionals should map the process out. Ask women, "What do you want to happen next" Woman, February 2021

"It is within our gift to stop counting beans and value women's stories as outcomes"

COMMISSIONER, 2021

Support has been organised and provided by a diverse network of specialist VCSEE organisations in areas such as healthy eating, budgeting and money management, health and wellbeing, accommodation, mentoring and positive use of time. Participating organisations: Dracaena Centre, Remembering Our Routes, CASSPLUS, Women's Centre, West Cornwall Women's Aid.

SSC have insisted that the criteria for women to receive support be as broad and as flexible as possible.

SAFER STRONGER Women

#### FLEXIBLE SUPPORT FUND .....

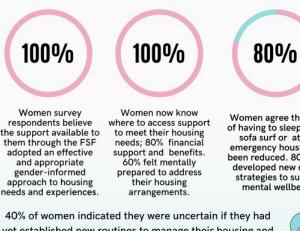
49%

Almost half of women participants were homeless when they joined the FSF project. Of which 39% self-identified as hidden homeless with 10% sleeping rough. The remaining 51% were vulnerably housed.

"I truly believe that your intervention has got me to where I am, hopefully with a property. Your determination to make people understand the seriousness of my situation was astonishing and like a warrior you kept on fighting for my cause."



100% of women who completed a selfassessment evaluation feel peer support within the project assisted them with their housing needs and ability to cope life. 80% took up opportunities to share their lived experience with other women.



Women agree their risk of having to sleep rough, sofa surf or attend emergency housing has been reduced. 80% have developed new coping strategies to support mental wellbeing.

40% of women indicated they were uncertain if they had yet established new routines to manage their housing and tenancies, suggesting project support needs to be extended longer term.

# THROUGH THE GATE SUPPORT

100% of women participants at HMP Eastwood Park had experienced abuse; demonstrating the essential need for services to offer trauma-informed support. 85% also disclosed they live with mental ill health.

"You were a bit of sunshine in the darkness when you came into prison." It could be considered that this study is limited by the lack of quantifiable data received from women (16% of participants) to measure the impact of their support pathway. However, drawing upon the learnings presented throughout this report, it is instead proposed that funders and practitioners need to conceive of, and attach value to alternative methods to record the impact of, and evaluate projects. Together we must value, measure and accept the goals women set for themselves as our evidence of impact.

"Let's put people before outcomes. Go beyond the checklists and impersonal number crunching. Together we must value, measure and accept the goals women set for themselves as our evidence of impact." VCSE Practitioner, 2020

## Case study #3: A Safer Stronger Woman

"Your understanding of my situation was such a massive help to me. I truly believe that your intervention has got me to where I am, hopefully with a property. Your determination to make people understand the seriousness of my situation was astonishing and like a warrior you kept on fighting for my cause.

You were always there to help me mentally because the situation was insane with the Council. They didn't have any idea how to understand what domestic violence does to people and how to speak to them. We kept going round in circles all because they didn't want to know, and they just kept saying it was a homeless case. But again, like the warrior you are for the cause, you kept relentlessly speaking to people on my behalf. Your ability to put people's mind at ease is what you endeavour to do. You explained everything to me calmly and made me believe everything would work out.

I hope you send this email to your bosses as they need to know, from a survivor of domestic violence, what a difference you made in my life and cannot thank you enough."

#### 5. Conclusion

The Safer Stronger Consortium (SSC), 'Ending Women's Homelessness' project has achieved a step-change in the awareness of trauma and gender-informed practices and the infrastructure that now exists to support women across Cornwall, as well as the county's compassionate workforce. This high-profile initiative has showcased SSC's collective capabilities; at once the co-founder of a strategic collective whilst simultaneously delivering effective one-to-one support for women who have experienced homelessness.

The Trauma Informed Network Cornwall (TINC) has initiated significant and purposeful conversations. This proactive network has already begun implementing low and no cost innovations to proliferate effective models of support for people with complex needs, including homeless and rough sleeping which are urgent and increasing issues within the county. Particularly in the context of economic inequality and recovery post COVID and beyond Brexit.

Moreover, purposeful and special interest sub-groups, such as Women and Trauma, are sites of genuine co-production. The publication of, 'A Commitment to Women's Trauma' brought together commissioners, practitioners and women with lived experience to understand gender inequality and its impacts, lobby for system change and share the value of feminist approaches to empowerment and healing.

It is imperative that TINC is sustained beyond this implementation phase and supported to acquire the resources and financial support needed to sustain and scale this movement. Strategic project partners have a responsibility to ensure the momentum, connections and participation generated to date is not lost as the network is already delivering demonstrable results for some of their most vulnerable people.

The Safer Stronger Women (SSW) delivery strand of the project has proven the impact of flexible models of support that are able to offer women and professionals alike a best fit solution, in response to/that addresses each individual's unique circumstances and promotes accessibility by connecting them to existing services and support. Beyond the life of this project, it is recommended that SSC pursue the following objectives:

- Ensure the newly established transition support provider at HMP Eastwood Park work re-engages and integrates Cornwall's VCSE network of providers in pre- and post-release planning for women returning to Cornwall, an outcome that has been delayed during the COVID-19 pandemic.
- Build upon the success of the Flexible Support Fund pilot to secure adequate investment to fully address the level of longer-term need for women who have experienced trauma.
- Work alongside funders and organisations to empower women and practitioners to coproduce their own service journey and qualitative outcomes through a gendered approach to trauma.

# Appendix –

TINC membership in July 2021

Action for Children	Devon & Cornwall Police
Barnardo's	Dracaena Centre
Be the Change	First Light
BF Adventure	FXPlus - Falmouth University
Black Voices Cornwall	Harbour Housing
Carefree	Hear Our Voice - Young People Cornwall
CASSPLUS	Hope For Harm
Chaos Group	Kooth
CLEAR	LiveWest
Clinks	Make Amends
CN4C	NHS
Coastline	Psychology Associates
Cornwall Air Ambulance Trust	Refuge4Pets
Cornwall Council - Children & Family Services	Re-Gain Cornwall
Cornwall Council - Adult Care and Health	Remembering Our Roots
Commissioning	
Cornwall Council - Children in Care Psychology	RockPool
Team, Children's Health & Wellbeing	
Cornwall Council - Children's Health & Wellbeing	Royal Cornwall Hospitals NHS Trust
Cornwall Council - DAAT Complex Needs Team	Safer Stronger Consortium
Cornwall Council - DASV/Community Safety	Shekinah / Make Amends
Cornwall Council - Early Help, Children & Family	South West Therapy
Services	
Cornwall Council - Headstart Kernow	Space for You Ltd
Cornwall Council - Housing Management	The Women's Centre Cornwall
Support Services	
Cornwall Council - Together for Families, Adult	Valued Lives
Education	
Cornwall Council - Together for Families,	Victim Support
Education & Early Years	
Cornwall Council - Wellbeing and Public Health	Volunteer Cornwall
Cornwall Housing Limited	We Are With You
Cornwall Partnership NHS Foundation Trust	West Cornwall Women's Aid
Cornwall Refuge Trust	WILD Young Parents
Cornwall Voluntary Sector Forum	Youth Offending Service