



Homelessness in the South East Region

Updated February 2005

Regional Action and Involvement South East

RAISE
Berkeley House
Cross Lanes
Guildford
Surrey
GU1 1UN

Tel: 01483 500770
Fax: 01483 574439
mail@raise-networks.org.uk
www.raise-networks.org.uk

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Registered in England No 3932854

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Foreword

In March 2002 RAISE published a report written by Richard Matthewman called 'Homelessness in the South East Region'. This report had a great impact at the time of publication as it was the first document of its kind for the South East region looking to influence policy makers and multi agency working alike.

Three years later, supported by SEEDA we decided that it was time to update this report as many of the statistics have changed and more significantly our understanding of how important it is to tackle social exclusion within our region has increased enormously. This updated report will support the key regional, sub regional and local organisations in tackling the issues relating to homelessness.

The report:-

1. Seeks to level up the understanding of what we mean by homelessness in the South East Region to include background issues and the National view.
2. Looks in depth at the numbers of homelessness people in our region and the cost of this.
3. Explains the differing approaches to homelessness prevention.

The publication, of this updated report, is timely as currently the Regional Housing Strategy 2006-2009 and the South East Plan are both being consulted on. It is clear that homelessness is an enduring problem in the South East Region and there is not a straight forward simple solution to the problem.

We hope that this updated report will bring the issues of homelessness to the forefront of thinking in the region once again. If we are to deliver real change then we have to tackle both existing homelessness and the provision of preventative services. Providing more houses is not the answer in isolation and without robust preventative and support services for the homeless this complex issue will remain an enduring issue for our region.

The cost of homelessness in the South East Region is high and this is not just in financial terms but in people terms. If the South East is to tackle social exclusion effectively then we urge people to read this report, reflect upon the findings and take action.

Catherine Johnstone
Chief Executive Officer
RAISE

Homelessness in the South East Region

Report prepared by
Richard Matthewman

Richard Matthewman Research

Maps prepared by
Karen Holdsworth-Cannon



February 2005

Homelessness

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Homelessness

Summary

1. In Section 1, homelessness is discussed to provide an insight into the causes and types of homelessness in the South East Region. The relationship between social exclusion and homelessness is investigated.
2. Definitions of homelessness are provided, including '**priority need**', the definition used by local authorities to determine whether people qualify for assistance (Section 1.1).
3. **Inability of family and friends to continue to provide accommodation, loss of tenancies and repossession of property** were the main causes of people losing their homes (Section 1.2).
4. Types of homelessness (rough sleepers, people staying in temporary accommodation, rural and urban homelessness, repeat homelessness and young homeless people) are discussed in Section 1.3.
5. In 2003, it was estimated that there were 504 people sleeping rough in England and 45 in the SE Region (Table 1), mainly in Brighton and Hove, Southampton, Canterbury, Chichester, Oxford and Reading. Research carried out by the ODPM shows that begging compounds the problem associated with rough sleeping and causes people to remain vulnerable for longer, to stay homeless and misuse drugs and alcohol for longer (section 1.3.1).
6. Issues to do with people staying in temporary accommodation are discussed in section 1.3.2. This includes the use of B&B accommodation, which has been the focus of much recent government attention. In 2003, in England, there were 12,200 homeless households in B&B accommodation (Table 2 and Figure 2). Approximately 65% of these were in London, but 1,350 (10.1%) were in the SE Region. 1,570 (12.3%) people were living in hostels in the SE Region in 2003 (Table 7).
7. Differences exist between urban and rural areas. Rough sleepers are attracted to urban areas where there are services for homeless people (section 1.3.3).
8. A significant proportion (20 – 30%) of homelessness may be 'repeat homelessness' (section 1.3.4). The level reported in the SE Region is 7% (Table 3). The Audit Commission have estimated that each tenancy failure could cost the local authority just over **£2,000**, including unrecoverable arrears, legal costs, cleaning and redecoration, repairs, lost rent on the empty property, staff time and the subsequent homelessness application. This represents major wastage in terms of household trauma and local authority cost. The prevention of repeat homelessness is a priority for local authority action.
9. Issues to do with young homeless people are discussed in section 1.3.5. Young homeless people face different and additional problems to older people who find themselves homeless. They are without family support at the time when they are often only just learning to cope with living alone, so that a safe place to stay is

only one of their needs. **Planning, budgeting, developing self-esteem and confidence, forming relationships, developing skills, gaining training and qualifications**, and **building a future** are additional needs.

10. A new definition for **critically homeless people** is provided in Section 1.3.6. In many cities in the South East Region, there is a population of people who move between states of homelessness and institutionalised living. They might stay in a night shelter and then sleep rough before sleeping on floors or sofas with friends. They might return to prison for a period and then return to a hostel or night shelter. They may enter supported drug and alcohol rehabilitation accommodation for periods and may enter supported “move-on” accommodation, before returning to rough sleeping or prison or moving to another city in the region of UK. These people are part of what has been referred to as the “revolving door syndrome” and are the **critically homeless population**.
11. Ill health is associated with homelessness and homeless people are more likely to suffer from poor physical, mental and emotional health than the rest of the population (section 1.4).
12. The reasons for the perpetuation of homelessness are discussed in Section 1.5. There is a fundamental difference between the **‘causes’ of homelessness**, and the **‘reasons that people remain homeless’**. **Poverty** and a lack of **suitable housing options** combined with more personal causes are the reasons that people remain homeless.
13. Tackling poverty, homelessness, deprivation and social exclusion are discussed in Section 1.5.1.
14. The **housing supply** in the SE Region is discussed in Section 1.5.2 and the **SE Regional Housing Strategy** is summarized in Section 1.5.3. Issues surrounding high purchase and rental prices in the region are discussed.
15. An example of **key strategic land releases** (from ex-MOD property in Wendover, Buckingham) in the SE Region is provided (section 1.5.3).
16. The magnitude of homelessness in the SE Region is investigated in Section 2.1. In 2002/03 there were **14,560** people/families accepted as priority need in the SE Region (Table 5 and Annex 1).
17. The areas of greatest homeless acceptances in the SE Region in 2003 were Hastings, Oxford, Gosport, Portsmouth and Brighton and Hove (Table 8, section 2.1). Areas with greatest increases since 1999 were Medway (224% increase), Gravesham (292%), Thanet (382%) and Swale (157%). 23 local authorities were above the regional average for households in priority need and 43 were below the regional average.
18. **Half of all households** accepted as homeless during the first quarter of 2003 were in **“priority need”** because they were families with dependent children (section 2.1).
19. In 2004, there were 136 families with children in B&B accommodation in the SE Region (Table 9).
20. Using Social Exclusion Unit information, and information gleaned from other sources, overall costs have been attached to homelessness (sections 2.2).
21. It is estimated that the running costs of **homeless organisations** in the South East Region is **£72,200,000** per annum. This estimate is based on a list of

- organisations that is not exhaustive, and the estimated of costs is considered to be low (section 2.2.1; Table 10).
22. It is estimated that the cost of temporary accommodation in the South East Region is **£16,722,420** per annum. This estimate is considered to be low (section 2.2.2; Tables 11 and 12).
 23. It is estimated that the total cost of repeat homelessness in the South East Region is **£5,613,398** per annum (section 2.2.3).
 24. Other costs include health, education and the criminal justice system (section 2.2.4).
 25. It is estimated that the cost of Rough Sleepers in the South East Region is **£1,600,000** per annum (this is probably an underestimate) (section 2.2.5; Table 13).
 26. It is estimated that the total cost of homelessness in the South East Region is **£90,522,420** per annum (section 2.2.5; Table 13).
 27. Section 3 discusses approaches to homelessness prevention. All local authorities are required to develop a homelessness strategy and these are discussed in Section 3.1. Also discussed are **rent deposit schemes** to help secure tenancies (section 3.2), and issues to do with **young people** (section 3.3).
 28. Ways to improve **employment options** for homeless people are discussed in section 3.4. Numerous initiatives nationally and locally are aimed at the extended rehabilitation of homeless people, taking them through gaining and maintaining their accommodation, to enrolling for training and eventually getting a job. Examples of such schemes are given.
 29. The **support needs** and services required by homeless people, and the scope for these, are discussed in section 3.7.



Homelessness

1 Background Issues and the National View

1.1 Definitions of homelessness

Perceptions of homelessness vary. For some it is the “visible” end of the spectrum – **rough sleeping** – that attracts attention. This form of homelessness accounts for less than one percent of homelessness in Britain and is usually associated with single people¹. Many families live in temporary residences such as bed and breakfast accommodation, with friends and in hostels. These are part of the **hidden homeless population** in Britain and constitute the other 99% of people who have no home that they have a right to live in.

Within this population of hidden homeless people, **there are many children**, estimated recently to be approximately **11,000** in the UK².

Homelessness, whether families or single people, is not a ‘condition’, but a situation in which people can find themselves. For some it is soon over and forgotten. For others it is not.

There is no universally accepted definition of homelessness³. In the “homeless legislation” a person is homeless if he or she has **no right to occupy property**, for example, as an owner or tenant (SEU, 1998), or is threatened with homelessness within 28 days. One conventional definition for what constitutes a Single Homeless Person (SHP) is “a person who does not have a conventional roof over their head (i.e. one that they own or rent) (Greve, 1991). Local agencies such as the St Bartolph’s Project in London consider a person homeless if they are roofless or vulnerably/inadequately housed (e.g. in temporary, insecure, unsafe or overcrowded accommodation). People of adult age residing in their parental home are not considered to be homeless.

A further definition is the one used by local authorities to determine whether people qualify for assistance. To be counted in official homeless statistics, people have to be **unintentionally homeless** and in **priority need**⁴. This means that there must be **children, a pregnant woman, or a vulnerable person due to age or ill health** in the household or **vulnerable because of having been in prison, the armed forces or care**.

For those people in priority need and who are unintentionally homeless, the law requires **local authorities to provide temporary accommodation** until more settled accommodation is found. For other people, not in priority need, the legal duty is to provide advice and assistance to help them to find somewhere to live.

¹ Social Exclusion Unit

² Targets and Action for Reducing B&B - The Way Forward (2001) bbu@odpm.gsi.gov.uk

³ www.crisis.org.uk (About Crisis)

⁴ Information about local authorities’ discharge of their duties under homelessness legislation is collected on **quarterly PIE returns**. An Annual Supplement to the PIE was introduced at the end of 2000/01 to collect more detailed information on the characteristics of households accepted as homeless and in priority need and households in temporary accommodation following acceptance. Response rates to the annual supplement in 2002/03 have been relatively poor, with nearly a quarter of local housing authorities in England having failed to submit a return. Consequently, while summary results can be regarded as broadly indicative of overall trends, the **reliability of regional estimates will vary** and should be treated with a degree of caution.

1.2 Factors that increase the risk of homelessness

The causes of homelessness are well established⁵.

Many factors contribute to the reasons that families and single people can become, or are, homeless. **Family and relationship difficulties** are often at the root of the problem, but there are numerous other reasons. Comprehensive reviews of research on single homelessness have been presented by Greve (1991), Carlisle (1993), Randall and Brown (1994), Klinker, McCluskey (1997) and Fitzpatrick, Mitchell, Dean and Burns (2000). The causes for people becoming rough sleepers have **family conflict** (in one form or another) high on the list (Murdoch, 1994; SEU, 1998). In addition, a disproportionate number of rough sleepers **have experienced some kind of institutional life** (e.g. **in the services, prison or hospital**).

Some of the characteristics of homeless people are related to family background (Evans, undated), such as, they:

- ◆ have been in care
- ◆ have poor relationships with step-parents
- ◆ have misused drink or drugs at an early age
- ◆ have been involved in crime at an early age
- ◆ have had difficulties in school
- ◆ lack love and support from parents.

These all predispose to unstable life-styles, but the **inability of family and friends to continue to provide accommodation, loss of tenancies and repossession of property** are the main causes of people losing their homes (Figure 1).

In 2003, nationally, the top three causes of homelessness (recorded reasons for loss of last settled home for households accepted as unintentionally homeless and in priority need in England) in the first quarter of 2003⁶, were as follows:

- ◆ **Parents, relatives or friends were not able or willing to provide accommodation** - **36%** of households accepted as unintentionally homeless and in priority need (12,470 of all such acceptances (Figure 1).
- ◆ **Relationship breakdown** - **20%** of households being accepted as unintentionally homeless and in priority need (6,570 of all such acceptances).
- ◆ **End of assured shorthold tenancy** - **13%** of households being accepted as unintentionally homeless and in priority need (4,580 of all acceptances).

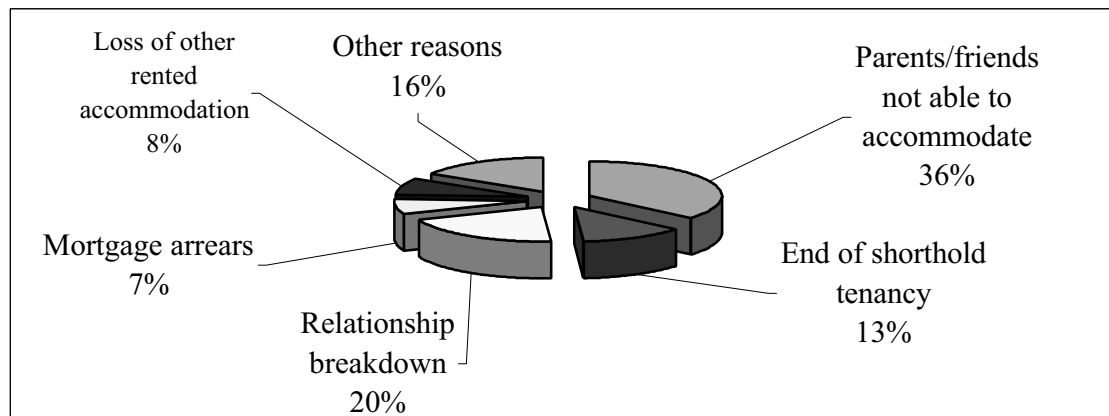
These causes should be the key focus of preventive measures against homelessness. Issues to do with relationship breakdown in vulnerable families at all levels of society need to be addressed **in order to prevent many forms of social exclusion**. Tenancy support is a key way to help people remain in rented accommodation (see Section 3.7).

Institutional living also increases the chances of becoming homeless (e.g. having been in the armed forces, in prison or in hospital). Ex-offenders, for example, are a significant proportion of the homeless population. The prison population of the South East Region of England is slightly above the national average and some areas have disproportionately high figures. These are the Isle of Wight, Kent, Medway Towns and Milton Keynes. Kent has 11 of the 30 prisons in the South East Region.

⁵ see Matthewman and Read (2002) Homelessness in the SE Region. RAISE.

⁶ www.odpm.gov.uk Homelessness Directorate

Figure 1: Causes of homelessness in 2003 in England



1.3 Types of homelessness

1.3.1 Rough sleepers

Rough sleeping is one form of homelessness that may be seen as an extreme in the spectrum of “having no home”.

Rough sleepers do not always sleep rough, but they may return regularly to rough sleeping. Sometimes they may be in a night shelter and other forms of emergency and short-term hostels for homeless people. At other times they may be in a short-term hostel. Eventually they may leave this whole cycle of accommodation and move into permanent accommodation.

Information suggests that **25%** of rough sleepers are between the ages of 18 and 25 and around 90% are male. The proportions of rough sleepers from ethnic minorities are typically five percent or less (all information – Social Exclusion Unit (SEU)).

The Government has been committed to cutting the number of people sleeping rough on the streets since July 1998, when the Social Exclusion Unit (SEU) published a report setting out the way forward for reducing rough sleeping in England. A target was set to reduce the numbers of people sleeping rough to as near zero as possible but by at least two thirds by 2002. The Rough Sleepers Unit (RSU) was established within the DTLR (then the DETR) in April 1999 and assumed responsibility for national rough sleeping policy to help vulnerable rough sleepers off the streets, to rebuild the lives of former rough sleepers and to prevent new rough sleepers.

The government's strategy on rough sleeping was entitled **“Coming in from the Cold”** (DTLR, 1999). It aimed to offer rough sleepers options that acknowledge their atypical and frequently chaotic lifestyles.

In January 2004, rough sleeping became the responsibility of the **Homelessness and Housing Support Directorate**, which was formed from a merger of the **Homelessness Directorate** and the **Housing Care and Support Unit**. There are six divisions within the Directorate that focus on:

- ◆ homelessness prevention and effective implementation of the Homelessness Act 2002
- ◆ reducing the inappropriate use of B&B accommodation for homeless families with children
- ◆ sustaining the Prime Minister's **rough sleeping** target

- ♦ delivering cross cutting homelessness policies
- ♦ delivering the **Supporting People programme** - providing housing related support for vulnerable groups
- ♦ providing business and financial support for the Directorate.

It is estimated that **30-50%** of **rough sleepers suffer from mental health problems**. As many as **50 % of rough sleepers have serious alcohol problems** and some **20% misuse drugs**, the latter being more common amongst younger rough sleepers.

Each year, the Homelessness and Housing Support Directorate (ODPM) publishes national figures on the number of people sleeping rough. In **June 2003**, the counts estimated that there were **504** people sleeping rough in England on any single night (Table 1)⁷. In the SE Region **45** were counted in 2003.

The Rough Sleepers Unit recommended that the count should take place on a single night and should start at a time when people have actually bedded down⁸ (e.g. midnight, but in many areas such as busy city centres it may need to be later than this). Many street homeless people get up early and the count should be completed by 6am at the latest.

The definition of rough sleeper for the count was "people sleeping, or bedded down, in the open air (such as on the streets, or in doorways, parks or bus shelters), or in buildings or other places not designed for habitation (such as barns, sheds, car parks, cars, derelict boats, stations, or "bashes"). People on counts however, were discouraged from visiting places such as these for health and safety reasons.

The street counts are known to be underestimates. Counters go to prescribed places, but the local counters know that these are not the only places where rough sleepers are found.

Recent checks with local homeless agencies suggest figures up to four times higher than the 2003 street counts, as shown in the 2004 estimates for Southampton, Canterbury and Chichester in Table 1.

Table 1: Estimate of the number of rough sleepers in the SE Region June/July 2003

Local Authority District* Street Counts	Street Count Number	2004 Estimate	Number
Brighton and Hove	9		
Southampton	7	12/05/04	15
Canterbury	7	12/05/04	12-15
Chichester	6	12/05/04	35
Oxford	5		
Reading	4		
Dover	3		
Basingstoke and Deane	2		
Thanet	1		
Portsmouth	1		
West Oxfordshire	0		
Slough	0		
Total street counts in SE Region	45		
England Total	504		

Data from Housing Strategy Statistical Appendix (HIP returns) July 2003 and recent street counts.

* A zero estimate has been included for all local authorities not included in the table.

Source: ODPM website

⁷ Rough Sleeping counts are conducted by local authorities in partnership with local homeless agencies, street counts provide a snap-shot of the number of people sleeping rough in a given geographical area on a single night, but because counters are not allowed to go to certain areas, counts are low.

⁸ Evaluating the extent of rough sleeping and carrying out a single night street count. ODPM, October 2003.

Begging

Research commissioned by the Office of the Deputy Prime Minister has thrown interesting light on the **role of begging in people's lives**⁹. The research reinforced the conclusions of other studies that show that those who beg are a very vulnerable group of individuals, with special support needs. Those who were recent rough sleepers were particularly at risk. High levels of drug and alcohol abuse by those who beg are recorded by the relevant agencies and are confirmed by those who beg. Begging has been shown to compound other problems and to cause people to remain vulnerable for longer and to remain homeless and misuse drugs and alcohol for longer.

Rough sleeper circuits occur throughout the region. These are anecdotal, but well reported at the grassroots level. Rough sleepers move around the country, usually between towns that have well established support services such as Day Centres and Night Shelters. They stay for a while in one place and then move on. The stimulus to move on may be pressure to engage with service providers or because they have 'outstayed their welcome'.

1.3.2 People staying in temporary accommodation

Homeless people may share accommodation with relatives, friends or casual acquaintances and homeless people form a high proportion of the residents of hostels, houses in multiple occupation (HMOs) and B&Bs.

Bed and breakfast accommodation

In 2001, the Government published its report, '*More than a roof*'¹⁰ on new approaches to tackle homelessness. A major focus was the issue of children being forced to stay in overcrowded and expensive bed & breakfast (B&B) accommodation. A target was set that by March 2004, no homeless family with children should have to live in B&B accommodation, except in an emergency, and even then for no more than 6 weeks.

In a discussion paper "Targets and Action for Reducing B&B - The Way Forward (2001)"¹¹ it was cited that in June 2001 in England there were **11,340 households** in local authority arranged bed and breakfast accommodation, representing 15.1% of all households placed in temporary accommodation. This represented an **increase of 25% since June 2000**.

Within the total number of households in temporary accommodation, the use of B&B accommodation nearly trebled from 4,520 households at the end of December 1997 to 12,200 at the end of December 2003 (Table 2)¹².

Regionally, B&B use is greatest in areas with high demand for housing, such as London, which accounts for around 65% of both total households and families with children in B&B. Other regions showing excessive use of B&B, especially for families with children, are the **South East**, South West and Eastern regions. Figure 2 shows the dramatic difference between London and other regions. Figures for the SE Region in 2003 and 2004 are shown in Section 2.1 (see Tables 7 and 9).

⁹ Looking for Change: The role and impact of begging on the lives of people who beg. ODPM, 2001.
odpm.gov.uk/homelessness/About/homelessness/publications

¹⁰ More than a roof: A report into tackling homelessness. 2002
www.odpm.gov.uk/homelessness/about/homelessness/publications

¹¹ bbu@odpm.gsi.gov.uk

¹² Homeless Statistics: 2003 and bed and breakfast. ODPM, 2003.
www.odpm.gov.uk/homelessness/policybriefingsandrelated topics

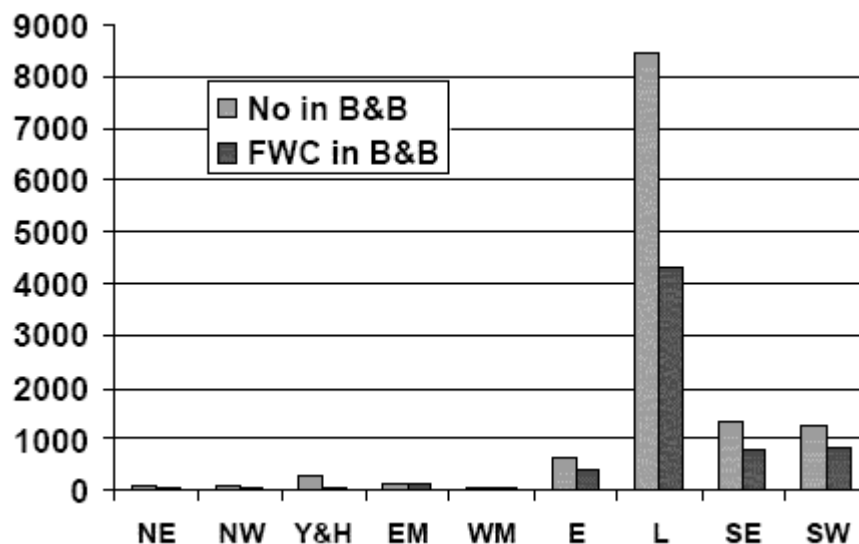
Table 2: Homeless households placed in B&B accommodation at the end of December each year¹³

	<i>London</i>	<i>England</i>
1997	3,210	4,520
1998	4,360	6,930
1999	6,300	8,060
2000	7,150	9,860
2001	8,670	12,110
2002	8,190	12,670
2003	-	12,200

As a result of concern about the use of B&B accommodation, in October 2001, the Government established the **Bed and Breakfast Unit (BBU)** to help local authorities to find better ways to help homeless families in crisis. In March 2002, the BBU was incorporated into the new **Homelessness Directorate**.

Since then the Homelessness Directorate has:

- ◆ Provided over £25 million funding to the top 44 local authorities to develop better forms of temporary accommodation to replace poor quality B&B hotels.
- ◆ Set up a team of specialist advisers to help authorities reduce their use of B&B accommodation.
- ◆ Agreed action plans with more than 50 high-using authorities to reduce the number of families with children in B&B accommodation.

Figure 2: Regional Use of B&B

FWC = Families with children

Source: *Homeless Statistics: December 2002 and bed and breakfast*. ODPM, 2002

Work is now underway to ensure that any B&B accommodation used in emergency situations meets minimum standards¹⁴.

¹³ see Section 1.1 – Information collected on quarterly PIE returns...

The work on B&B is one part of the broader approach to tackle key issues of homelessness, poor housing, social exclusion and poor places to live which was set out in the Government's action plan¹⁵.

Concern over B&B accommodation

Living in B&B accommodation can affect the health and well being of families. Children can suffer particularly, because of the limited space available, problems of maintaining a good diet and difficulty accessing education.

- ♦ Living in temporary accommodation can disadvantage children in terms of their educational development because of disruption in schooling from moving to a new area, or from difficulties trying to keep children in the same schools, which can also result in problems with lateness and poor attendance. The lack of anywhere for children to study is a particular problem for families living in B&B accommodation.
- ♦ Placements in temporary accommodation can lead to social isolation from friends and support networks. Behavioural problems such as aggression, bed-wetting and over-activity have been found to be higher among homeless children. Communication skills among homeless children have been found to be much lower than housed children from similar backgrounds.

The number of **homeless families with children**, or including a pregnant woman, has only been collected separately for B&B accommodation since the first quarter of 2002. These figures showed that approximately **6,700 families with children** or a pregnant woman were living in B&B at the end of March 2002 (with around 4,000 families with children who had been living in B&B for more than 6 weeks). This meant about **11,000 children 'living' in B&B**. The figure in 2004 was 26 families (see section 2.1; Table 9).

Reasons for using B&B accommodation

There is significant variation in the use of B&B by local authorities in the same region facing apparently comparable pressures. Across London 3 of the 33 boroughs have regularly reported zero use of B&B, with a further 5 now regularly having less than 15 families with children in B&B at any one time.

Excessive use of B&B to house families with children is exacerbated by local supply and demand for housing. However **another major factor can be how local authorities prevent and tackle homelessness**. There is a **wide gulf between local authorities that actively seek to prevent homelessness and those which delay action**. Steps to prevent homelessness, thereby avoiding crisis use of B&B, can often be taken **well ahead of a homelessness application** having to be made.

Local authorities can benefit from working closely with a range of agencies that support households to sustain the security of their tenancy. This work can feed into permanent homelessness strategies.

¹⁴ Proposals to improve standards of accommodation for homeless households placed in temporary accommodation ODPM, May 2003

www.odpm.gov.uk/stellent/groups/odpm_homelessness/documents/page/odpm_home_028797.pdf

¹⁵ Sustainable Communities: building for the future. ODPM, June, 2003. www.odpm.gov.uk

Learning for Active Prevention

It is likely that there is considerable **learning** required by those working in local authority housing departments, social services, health services and other organisations, to provide them with the skills and knowledge necessary to carry out active prevention work with vulnerable and potentially socially excluded homeless people.¹⁶

The SEU has identified that part of the problem may lie in staffing issues in local authorities. Local authorities that manage to turn around their presentation/acceptances within 33 days and do not use, or have reduced use, of B&B **tend to have an adequate level of staff**. They make arrangements in advance to cover for sickness, maternity, secondments and annual leave.

The Homelessness and Housing Support Directorate has also published a **10-point checklist of good practice**¹⁷ (see Annex 6) for local authorities outlining the key 'building blocks' that every local authority should have in place to deliver reductions in B&B hotel use.

Preventing the inappropriate use of B&B

The SEU recommend that if local authorities want to reduce the use of B&B accommodation, three areas need to be addressed concurrently, the following three issues:

- ◆ **Preventing homelessness** - to reduce the demand for temporary accommodation and help households remain in their present accommodation, where appropriate (see also Section 3.7).
- ◆ **Increasing the supply of alternative temporary accommodation** - through private lettings, or direct leasing of good quality homes by local authorities or housing associations.
- ◆ **Maximising permanent housing opportunities** - using mobility incentives such as regional relocations, under-occupation incentives and ensuring appropriate permanent allocations are going to homeless households.

On 4 May 2004 the Government announced the final monitoring figures against the target to reduce B&B use for families with children, which showed a **99.3%** reduction from original estimates of 4,000 to just **26 homeless families** with children in B&B long-term. There are, however, still many single homeless people in B&B accommodation, as shown in Table 7. This target is being incorporated in the homelessness legislation through the Homelessness Order 2003 (Suitability of Accommodation, England, laid in December 2003), which came into force on 1 April 2004. Under this Order, local housing authorities **will be unable** to place families with dependent children (and households that include a pregnant woman) in B&B accommodation for more than 6 weeks, as a discharge of a homelessness duty.

Other temporary accommodation

In addition to B&B accommodation, 1,570 people/families were in hostels in the SE Region in 2003 (Table 7).

¹⁶ The Learning Curve: Developing Skills and knowledge for neighbourhood renewal. Neighbourhood Renewal Unit, ODPM, October 2002)

¹⁷ BBU Newsletter 4, April 2002. www.odpm.gov.uk/homelessness/aboutbedandbreakfast/newsletters/archive

1.3.3 Rural and urban homelessness

Differences exist in homelessness between urban and rural areas. London is unique as a magnet for homeless people, as are some of the bigger cities in the SE Region, such as Oxford, Brighton, Southampton and Portsmouth (CRISIS, 1998). Urban areas attract homeless people because of the services they offer. Towns that do not offer services to homeless people tend not to attract them.

Rural areas are more attractive to homeless people in summer. For example in Kent, there is seasonal work (fruit picking) and people are more likely to sleep on beaches in summer (Carter, 1995). This occurs in coastal towns such as Brighton, Worthing and Margate. In winter, people prefer towns where there are services such as night shelters and where larger populations facilitate selling the Big Issue and begging.

1.3.4 Repeat homelessness

Many local authorities indicate that a significant proportion of homeless households are repeat homelessness cases, with some estimated levels as high as 20-30%¹⁸.

In the 2003 Housing Investment Programme (HIP) annual return, local authorities were asked to provide an actual or estimated percentage of homeless acceptances during 2002/03 who were repeat homelessness cases. **Levels ranged from 0% to 48%** in individual local authorities and between 4 and 16% on average across the regions, as shown in Table 3. The average level in the **SE Region was 7%**.

Table 3: Proportion of homeless acceptances that were repeats in 2003

<i>Region</i>	<i>Proportion of acceptances that are repeat acceptances (%)</i>
North East	10
North West	11
Yorkshire & Humber	16
East Midlands	9
West Midlands	4
East	10
London	11
South East	7
South West	10
England	10

Source: Homelessness statistic: December 2003 and repeat homelessness

The importance of tackling repeat homelessness was recognised in the advice note 'Achieving Positive Outcomes on Homelessness'¹⁹, published in April 2003, where it was proposed as a positive outcome required by the Homelessness and Housing Support Directorate. It is essential to avoid both the trauma of repeat homelessness and the cost of re-housing by ensuring that households that have been provided with permanent accommodation do not lose it again.

¹⁸ Homelessness statistic: December 2003 and repeat homelessness.

www.odpm.gov.uk/homelessness/policybriefingsandrelatedtopics

¹⁹ Homelessness Directorate, Achieving Positive Outcomes on Homelessness. 2003.

http://www.odpm.gov.uk/stellent/groups/odpm_homelessness/documents/page/odpm_home_022763.

1.3.5 Young homeless people

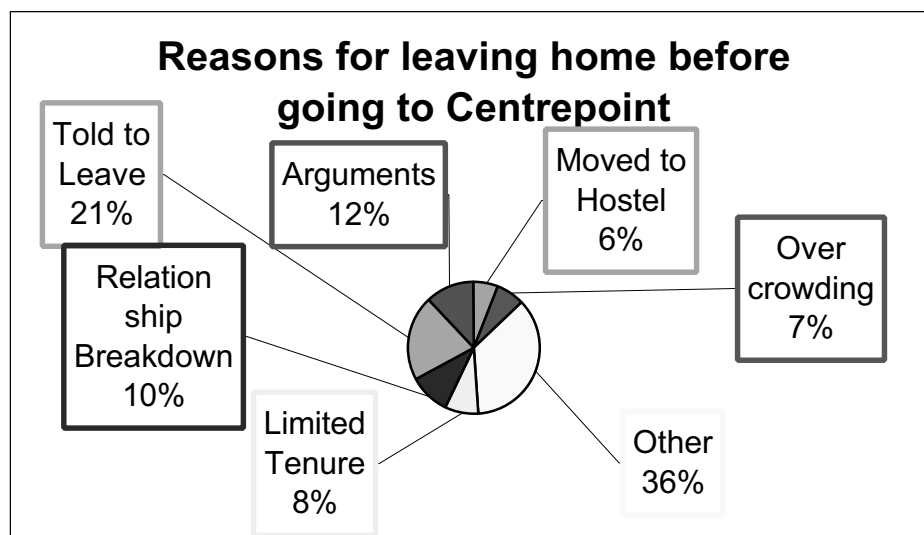
It is estimated that there are 11,000 children in homeless families in UK. The reasons that families become homeless are discussed in Section 1.2. Additional reasons are shown in Figure 3²⁰.

There is no official national measure of youth homelessness, but evidence suggests that homelessness amongst young people is increasing. In 1995 it was reported that at least 246,000 young people became homeless in the United Kingdom. It was not possible to find present figures for national or regional homelessness amongst young people.

The Homelessness and Housing Support Directorate has commissioned research into the effectiveness of a range of different types of initiatives to prevent young people becoming homeless. The project (An Evaluation of Initiatives to Prevent Youth Homelessness) was undertaken by the Greater London Authority²¹. The key findings included:

- ◆ Young people (aged 16-24) need services that are tailored to respond to their needs.
- ◆ Services which are most effective are flexible, holistic and in one location where staff are friendly and welcoming.
- ◆ Family mediation services and individual counselling are effective ways to resolve family conflict issues.
- ◆ Rent deposit schemes are needed to help young people into secure accommodation.
- ◆ The development of life skills is crucial to a successful transition to independence and should start as early as possible.
- ◆ Information needs to be practical to be useful for young people.
- ◆ Care leavers and younger clients can be particularly vulnerable and need to be able to trust service providers.
- ◆ Services need to respond to the changing profile and needs of young people.

Figure 3: Reasons young people left home



Source: Centrepont Annual Report, September 2003

²⁰ Centrepont Annual Report, September 2003. Centrepont, New House, Whitechapel Road, London E1 1DU.

²¹ ODPM/Homelessness and Housing Support Directorate web site

1.3.6 New definition of homelessness: *Critically Homeless People*

The previous discussion has highlighted the need for a new definition of homelessness. In many cities in the South East Region, there is a population of people who move between states of homelessness and institutionalised living. Individuals in this population might stay for a period in a night shelter and might sleep rough before, during and after this period. They might sleep on floors or sofas with friends during the same period. They might return to prison for a period and then return to a hostel or night shelter. They may enter supported drug and alcohol rehabilitation accommodation for periods and may enter supported “move-on” accommodation, before returning to rough sleeping or prison or moving to another city in the region of UK. These people are part of what has been referred to as the “revolving door syndrome” and are the **critically homeless population**. It is this population of socially excluded and vulnerable homeless people that now should be the focus of government attention and efforts, and not rough sleepers *per se*.

Using Canterbury as an example, Table 4 shows a breakdown of the number of people who fit into this population in different institutions in Canterbury.

In Canterbury there were at least 132 such people. It would be appropriate to carry out such calculations for other key towns and cities in the SE Region.

Table 4: The number of critically homeless people in Canterbury, 2004

<i>Organisation</i>	<i>Number of critically homeless people</i>
Scrine Foundation	
Canterbury Open Centre	21
Move On Hostel	20
Independent Living Project	5
Canterbury Cyrenians	
Direct Access Hostel	16
Young People’s Hostel	10
Craddock House	20
Independent Living Projects	20
Promise Recovery Centre, Nonington	20*
TOTAL	132

* Estimate. Promise have 44 bed spaces, but don’t only deal with drug and alcohol rehabilitation patients.

1.4 Health of homeless people

Ill health is often associated with poverty and homelessness²², and homeless people are more likely to suffer from poor physical, mental and emotional health than the rest of the population.

Studies have shown consistently that the experience of homelessness and living in temporary accommodation can exacerbate existing problems and disadvantage households in a number of ways. These disadvantages can include the quality and type of accommodation which homeless households are placed in, the disruption to social and other support networks and the negative impact on the education, health, and well-being of homeless households and their children, including their development.

Health issues include the following:

²² Homelessness statistics: March 2004 www.odpm.gov.uk/homelessness/policybriefingsandrelatedtopics

- ◆ increased risk for children of a low birth weight and greater likelihood of illness, behavioural problems and delayed development
- ◆ greater risk of infection, musculo-skeletal disorders, poor diet and nutrition, stress, and depression
- ◆ substance misuse - over 75% of rough sleepers in London had used a drug and around a half of rough sleepers were dependent on a drug (excluding alcohol)²³
- ◆ mental ill health - 9% of households accepted as unintentionally homeless by local authorities are in priority need due to mental illness²⁴
- ◆ multiple needs - around 48% of single homeless people have multiple needs, e.g. they have a mental health problem plus one or more other issues, such as alcohol or drug misuse²⁵
- ◆ poor life expectancy - a report by Crisis suggested that the average life expectancy of a rough sleeper was 42 years of age²⁶.

In July 2003, the Department of Health published **Tackling Health Inequalities: A Programme for Action**²⁷, which sets out the Government's strategy for tackling the wider determinants of health inequalities, such as poverty, poor educational outcomes, worklessness, poor housing, homelessness and the problems of disadvantaged neighbourhoods.

National Enhanced Services (NES)²⁸ are designed to provide more specialist services to meet the needs of vulnerable and previously under-served groups, such as homeless people, that are beyond the scope of essential services. There are also separate NES specifications for patients suffering from drug misuse and for patients who are alcohol misusers, which are relevant to homeless people.

In November 2003, the ODPM published **The Support Needs of Homeless Households**²⁹, which was commissioned to find out more about the support needs of homeless people, including those that are health-related. The study was based on a sample of homeless people who were selected to represent the range of people who apply to the local authority as homeless. The report concluded that the starting point for effective support services is a **comprehensive needs assessment** and the **production of a support plan**, and that this is most effectively implemented by multi-disciplinary teams that bring together the different agencies working with homeless people. The study found that current practice is very variable, with **many authorities not having adequate support services for homeless people**. The support needs of homeless families had not been fully recognised in many areas.

Most of the families interviewed for the study had **one form of medium or high level support need** (e.g. mental or serious physical health problems, a history of domestic violence, problems with managing debts, substance misuse, children in care or at risk, or behavioural problems). Many had multiple problems, with two or more of these types of problem. Drug use is a large and growing problem among homeless families in some cities, with staff interviewed estimating that up to 50 per cent of families have such problems.

²³ Who uses services for homeless people? An investigation amongst people sleeping rough in London Fountain, J., Howes, S., Marsden, J. and Strang, J., Journal of Community and Applied Social Psychology, 12:pp 71-75 (2002).

²⁴ Statutory Homelessness: England Fourth Quarter 2003

http://www.odpm.gov.uk/stellent/groups/odpm_housing/documents/page/odpm_house_604177.hcsp

²⁵ Supporting People with multiple needs, Homeless Link Survey, 2002 <http://www.homeless.org.uk/db/20021216183953>

²⁶ Still dying for a home, Crisis 1996

²⁷ Tackling Health Inequalities: A Programme for Action

www.dh.gov.uk/PolicyAndGuidance/HealthAndSocialCareTopics/HealthInequalities/ProgrammeForAction/fs/en

²⁸ http://www.bma.org.uk/ap.nsf/Content/_Hub+gmsnes

²⁹ The Support needs of homeless households, November 2003, Supporting People Summary 7. ISBN 1 85112 681 3, ODPM Literature Centre or see www.spkweb.org.uk

Children in homeless households and homeless young people are more likely to experience mental health problems than the general population. Untreated child and adolescent mental health problems can cause severe amounts of distress for individuals and their carers. Subsequent pressures may place demands on social services, schools and juvenile justice resources. Those working with homeless families and young people need to be able to identify when specialist help is required and to establish links with local Child and Adolescent Mental Health Services provision.

Many **single homeless people** who apply to local authorities have a wide range of needs including mental ill-health, substance abuse, physical illness, histories of family problems and abuse, educational problems, histories of institutional care and difficulties in sustaining accommodation. Problems with mental health were the most common need (almost half), ranging from depression, episodes of self harm, schizophrenia and paranoid delusions. Almost half of this group also had some form of physical health problem. Most people with such problems had consulted a mental health professional within the past six months. A large proportion was currently taking medication to help with their problems.

A 2002 report *Addressing the health needs of rough sleepers*³⁰ found that **rough sleepers** had:

- ◆ Poor physical health, for example higher rates of TB and hepatitis than the general population, poor condition of feet and teeth, respiratory problems, skin diseases, injuries following violence and infections.
- ◆ Mental health problems, for example serious mental illnesses such as schizophrenia, as well as depression and personality disorders. 30-50% of rough sleepers had mental problems.
- ◆ High levels of drug and alcohol dependency, with 50% being alcohol reliant and 70% misusing drugs.

Ill health – physical, emotional and mental – that results from homelessness, exacerbates the homeless state and makes it more difficult for people to find a way out of homelessness.

The Homelessness Trap

Numerous and multiple causes can result in homelessness for single people and families. Homelessness can compound the causes so that homeless people gain further problems that can make them more vulnerable, harm them and keep them in a state of homelessness. Lack of support services and inadequate accommodation provision add to the problems of homeless people. The result is often that people and families are caught in a homelessness trap. This has been referred to as the 'revolving door syndrome' for single homeless people. Repeat homelessness accounts for 7% of homeless applications in the SE Region (see Section 1.3.4.).

1.5 Reasons for the perpetuation of homelessness

The reasons that people first become homeless are often short-lived and in the past (see Section 1.2). The factors that keep people homeless are often sustained and in the present. There is a fundamental difference between the **'causes' of homelessness**, and the **'reasons that people remain homeless'**. The reasons that people remain homelessness

³⁰ *Addressing the health needs of rough sleepers*, Professor Sian Griffiths, Homelessness Directorate 2002
http://www.odpm.gov.uk/stellent/groups/odpm_homelessness/documents/page/odpm_home_601532.

are remarkably constant - **poverty** and a lack of **suitable housing options** combined with more personal causes (Evans, undated summary and Greve, 1991).

1.5.1 Poverty, homelessness, deprivation and social exclusion

Many aspects of the current review of the cost of social exclusion are associated with poverty and deprivation, their causes and solutions. These issues are at the heart of SE Region policies and strategies for regeneration, neighbourhood renewal and the removal of social exclusion.

Some of the strategies to prevent homelessness overlap with strategies to prevent poverty. Attention to providing **articulate and imaginative support for workless families and children living in poverty** throughout the SE Region are part of such strategies. Section 3.7 discusses support for homeless people.

High levels of deprivation in some areas of the South East Region may be linked to, or be a contributing factor to homelessness in those areas. However, in the SE Region, homelessness is also a characteristic of wealthy areas, where **high accommodation costs** contribute to homelessness. The number of priority need acceptances in each local authority area illustrates this and are dealt with in section 2.1. Priority need acceptances in all local authority areas of the region are shown in Annexes 1 and 2. Table 8 shows areas (24 in total) in the region with more than 5 acceptances per 1000 households of the population.

In different areas, because of differing social backgrounds, it is possible that different numbers of people become homeless. It has been shown already that homelessness is linked to family background and that correlations exist between deprived areas and homelessness.

In the South East Region, area-specific patterns of homelessness exist. Factors such as the proximity to London (commuter belts), the student populations of an area and the demand for seasonal tourist accommodation influence the availability of accommodation.

Within the SE Region there are great contrasts³¹. There are areas of relative affluence, but there are also places with high levels of unemployment, homelessness, weak economic prospects and a degraded environment. Areas of disadvantage are found in urban areas and rural areas alike, especially around the coast. There are also pockets of deprivation within affluent areas. Homeless people and families are part of the communities of all such areas. For these areas to play a growing and sustainable role in the regional economy, they need focused attention and investment in skills, business support, transport, housing and electronic communications for all sectors of the community. Services and skills developed need to be tailored to the needs of the target users and provided in appropriate locations and venues.

1.5.2 The housing situation and supply

A synopsis of the housing situation in the SE Region published in March 2003 by the South East Housing Federation in Brighton (SEHF, 2003³²), presents the following points:

- ◆ House prices in the SE are 'unaffordable for too many people'.
- ◆ Key workers are struggling, putting essential public services at risk.

³¹ South East Region Economic Strategy, Section A: Framework for Change

³² SEHF, 2003. *Facts about housing and housing associations in SE England: The evidence*. South East Housing Federation, 32 West Street, Brighton BN1 2RT. March 2003.

- ◆ Homelessness and housing needs are increasing fast.
- ◆ The right to buy continues to deplete the affordable rented housing stock.
- ◆ Not enough affordable new homes are being built.

Lower quartile house prices (flats/maisonettes – the most affordable houses to buy) more than doubled in price between 1997 and 2002. In 2001/02, nationally, **18,000 new affordable houses were built**, but over **50,000 affordable rented houses were sold** through the right to buy (SEHF, 2003).

The provision of **suitable housing options** for homeless people rests in the hands of those who plan the SE Regions housing strategy. This is discussed in Section 1.5.3.

Lack of **available, appropriate and affordable accommodation** in many areas is a prime cause of homelessness, particularly in the South East Region³³. A recent survey of homeless organisations in the South East Region³⁴ found that the main problem of many organisations was the lack of affordable housing for their clients.

High demand, high salaries amongst part of the population and proximity to London make the South East Region exceptional in these respects. High demand from high-income earners has pushed prices beyond the reach of many local people. This also happens in coastal towns where accommodation is purchased for holiday homes (for example, Whitstable on the north Kent coast).

Linked to general shortage of housing is the shortage of:

- ◆ registered social landlord (RSL) accommodation
- ◆ temporary accommodation
- ◆ move-on accommodation
- ◆ low demand accommodation
- ◆ direct access hostel and night shelter accommodation³⁵.

Registered Social Landlord is the name for landlords that are registered with the Housing Corporation (N.B. the Housing Corporation maintains a Public Register of Social Landlords³⁶). Registered Social Landlords include Housing Associations (HAs), local housing companies and co-operatives that are registered with the Housing Corporation. Housing Associations are run as businesses, but do not trade for profit.

Social housing has an important role to play in providing an affordable alternative for those who do not aspire, or cannot afford, to own or rent a home in the private sector.

Temporary accommodation is accommodation used by local authorities to house people accepted as priority need until permanent accommodation becomes available.

Move-on accommodation describes any form of accommodation suitable for people to move into from temporary accommodation, or accommodation appropriate for people who are housed in hostels and who may still need support before taking up independent accommodation.

Low demand housing is hard to let or sell and overlaps with unpopular housing, which also is hard to let or sell because of type or location, but is occupied by people with least choice

³³ SE Regional Housing Strategy 2004/05 to 2005/06. Government of the South East, Bridge House, 1 Walnut Close, Guildford, Surrey GU1 4GA. March 2004

³⁴ Matthewman (2004) Report to Regional Action and Involvement South East – Survey of Homeless Organisations in the SE Region, March 2004.

³⁵ Matthewman and Read (2002)

³⁶ www.housingcorp.gov.uk/resources/register/rsldata/1h0724.htm

and hence on the bottom rung of the ladder. The South East Region has 50,000 such properties.

A number of areas have noted the specific need for more **Direct Access hostel** accommodation, which provides immediate accommodation for homeless people without the need for referral from an advice or outreach agency. The main alternatives are B&Bs, sleeping rough in derelict buildings, on friend's floors, in vehicles (e.g. cars/buses/trucks), tents, night shelters, winter shelters, garages or sheds.

High prices

The link between homelessness and the cost of housing requires further elucidation. Homelessness may arise when households cannot access suitable accommodation through normal market channels.

The critical issue is sustainable levels of affordable housing.

As a result of the **shortage of affordable accommodation, high levels of unemployment** (particularly among young people) and **social security changes**, there has been a constant supply of homeless people (McCluskey, 1997).

Fitzpatrick, Kemp and Klinker (2000) summarise the situation:

“A range of housing, economic and social processes have pushed people to the fringes of British society where they have become vulnerable to homelessness. While it is clear that the housing market is an important factor in generating homelessness, it is equally clear that homelessness is not ‘simply a housing problem’, although it is more of a housing problem in some places (rural areas and London) than in others (northern metropolitan cities).”

In Thanet, the average pay of £18,700 would only raise a £65,500 mortgage from responsible lenders, when an average property (as at March 2003) was £126,086 (SE Regional Housing Strategy). People who cannot afford to buy because of high house prices are forced to rent accommodation. **High rented accommodation costs** and the **inability to pay rents cause homelessness**.

Influxes of people into areas that have seen economic growth can reduce the amount of affordable housing for local people, particularly in inner city/urban areas. In rural areas local people are often unable to compete with affluent outsiders who buy houses for holiday and weekend use (Greve, 1991). In Canterbury, the local authority's housing stock was reduced in the period prior to 1997 by 2,500 homes through the “Right to Buy” policy (CCC, undated). Between 1982 and 2002, **Milton Keynes** had the **greatest population growth** (58.3%) in England.

Student populations

High **student populations** in many areas of the South East region put exceptional pressure on accommodation. The South East region has twenty five universities and higher education colleges (including the Open University) (Annex 7). Around 28,000 higher education students³⁷ are housed in Canterbury, for example, in a town with a population of only 38,000 – one of the highest ratios in the world.

It would be appropriate for colleges and universities and colleges in the SE Region to invest in specialised student accommodation to relieve the pressure on other housing stocks. This is particularly important, since student accommodation is often only used for 30 weeks of the year, which in areas where there are accommodation shortages is a further loss. Dedicated student accommodation can be used by colleges and universities in vacations for conference and tourist lettings. Much of the private rented housing in the district is not

³⁷ See: Geoff Meaden, “Swamped by Students”. Canterbury Adscene. February 18 2005

available to those on very low incomes and benefits because of high rents and landlord preferences.

The institutions shown in Annex 7 accommodate over 180,000 full-time equivalent higher education students each year. Of the institutions, 15 are universities, which out of a total of 70 in England, is 21.4% (compared to the region having 17.7% of England's households). In addition, there are Colleges of Further Education. Clearly, the impact of students on accommodation is critical in the areas that have large student populations, such as Oxford, Brighton and Canterbury.

Where housing issues associated with high student populations are identified, it would be appropriate for strategic partnerships to be developed between local authorities, businesses, colleges and universities to invest in specialised student accommodation to relieve the pressure on other housing stocks.

Other factors

The demand relates partly to the attraction of the South East region to people from other parts of England, and this will be an on-going attraction. People attracted to the South East Region for seasonal employment (e.g. in coastal towns) often eventually contribute to the homeless population if they do not return to their original area.

The South East Region is the richest in England and borders London on four of its counties. The region's proximity to London is an important influence on homelessness and was noted by a number of organisations in previous research. High housing prices and shortage of accommodation have already been noted. A number of London boroughs use the South East Region (for example, Canterbury, Thanet and Wycombe) for placement of people in need of accommodation. Immigration into the region puts additional strain on housing stocks and the region absorbs a large share of people who come into England from Europe.

These and other factors are likely to increase the number of homeless people in an area. The sort of areas that are likely to have high homeless populations include the following:

- ◆ Areas with high population density, where there is deprivation and where services for the homeless are available.
- ◆ Areas with a shortage of accommodation at the lower end of the market.
- ◆ Areas where there is a high degree of migration by homeless people from London and other parts of Britain (either through local authorities exporting people to facilities or general population movement).
- ◆ Areas with a high prison populations - time in prison is a well known trigger of homelessness.
- ◆ Areas with a high student populations (i.e. university towns). Students occupy a high proportion of the cheaper private rented accommodation, and are often favoured as tenants by landlords over those on housing benefit.
- ◆ Areas with a high percentage of seasonal workers. Coastal towns attract migrant labour in season. They stay on, often adding to the homeless population.
- ◆ Tourist areas, tourists put pressure on B&Bs in the summer.

A survey carried out of local authorities in the SE Region³⁸ determined many of the factors that local authorities consider contribute to the creation of homelessness in their areas. Results were obtained for over thirty local authorities. It is not possible to summarise these and they are **shown in full in Annex 8**.

³⁸ Matthewman and Read (2002)

1.5.3 SE regional housing strategy

The SE Regional Housing Strategy³⁹ outlines the key challenges to providing enough housing at the right prices and in the right places in the SE Region.

Amongst the issues, the strategy notes that **house price inflation** has been great over recent years in all parts of the South East and has resulted in a growing affordability problem for people on low and medium incomes. For people who cannot work owing to lack of skills or circumstance, there is a real danger they may be faced with decaying houses, no real choice about where they can live and the possibility of losing their accommodation. In addition, key workers – teachers, police officers, nurses and others - cannot afford a place to live. Skills shortages suggest that their response is to move elsewhere, damaging the economic prosperity and undermining the social fabric of the region.

Some parts of the region (e.g. Oxford, Guildford and West Malling) are very affluent with high, well-paid employment and strong economies. These areas are places where the affordability of housing is a big problem and key workers find it hard to secure suitable accommodation. Other parts are relatively poor and quite deprived, for example in areas such as Thanet and Dover.

The aim of the housing strategy is to change the balance of incentives, so that developers build appropriate housing in the right areas and the planning system unlocks development opportunities in towns where they are needed. The strategy prioritises the following areas within the region:

- Thames Gateway
- Priority Areas for Economic Regeneration
- Hastings (Millennium Community)
- Other Urban Areas & Previously Developed Land
- Western Policy Area
- Ashford
- Milton Keynes
- Rural Priority Areas
- Small Rural Towns
- Rural Settlements below 3,000 population
- Districts with highest levels of B & B.

Funding will address:

- ◆ Local Authorities with particular affordability and homelessness problems, where developments will be supported across a range of tenures to meet identified housing need.
- ◆ Urban Renaissance/with key priorities being those local authorities with neighbourhood renewal status - Southampton, Brighton, Portsmouth and Hastings. Sussex and East Kent coastal towns will also merit priority for funding alongside investment in the major urban areas of Oxford, Reading and Slough.
- ◆ The growth areas of Thames Gateway, Milton Keynes/Aylesbury Vale and Ashford, have been allocated separate resources through the Sustainable Communities Plan to assist in the provision of local infrastructure and land reclamation.
- ◆ **Key Strategic land releases** are planned over the next 5 years, where investment will help deliver homes to meet a range of housing need and realise balanced and sustainable communities. Work is underway on developing a comprehensive list of key housing sites across the region and this will be developed further in the full strategy. The

³⁹ SE Regional Housing Strategy 2004/05 to 2005/06. Government of the South East, Bridge House, 1 Walnut Close, Guildford, Surrey GU1 4GA. March 2004

strategy does not mention unutilised **NHS and MOD land resources and property**, which could be brought into use for social housing in the SE Region.

- ◆ Housing need in rural settlements.
- ◆ Priority for Key Housing Groups:
 - **Key workers** who deliver public services (including health, education and crime) are a primary key worker target group and a **wider group of workers** who provide essential services (such as refuse collectors) will be supported.
 - **Homeless and other priority groups** including those who are in priority housing need.
 - **Supported people** who may need additional care and support in housing provision, including older people, teenage lone parents, victims of domestic violence and drug users.

These last two priority groups are large and include those in the region who are vulnerable to social exclusion and declining standards of living. A secured housing stock is needed to serve the needs of the group, protected from the right to buy and ring-fenced as a regional resource to meet the needs of individuals and families in crisis.

Land releases

Land releases are another way to aid provision for housing. An example of **key strategic land releases** in the SE Region, is the use of **Princess Mary's hospital at RAF Halton**⁴⁰, by Aylesbury Vale District Council in Buckinghamshire, which is described in the next box.

Release of Ex-MOD property

Princess Mary's Hospital at RAF Halton has been declared surplus to the Ministry of Defence's requirements. Government advice and the Buckinghamshire County Structure Plan policy give clear support to the re-use of "brownfield" sites within urban areas close to public transport links. Princess Mary's Hospital falls within this category. It is within reasonable walking and cycling distance of the facilities of Wendover and Halton. As such, it is appropriate that it be redeveloped for housing and associated uses.

The Council proposes that land be developed for a minimum of 300 dwellings and community and employment uses... providing for a mix of housing types and sizes, including in particular at least 10% as low cost market housing, and providing for a minimum of 20% and up to 30% as affordable housing. The Council will assess the ... local need for low cost housing and the character of the site and its surroundings. **The Council also wishes to ensure that the affordable dwellings are occupied by 'qualifying persons' and are retained for successive 'qualifying persons'.**

Aylesbury Vale is presented as an example of good practice regarding its homelessness strategy and policies (see Aylesburyvalcdc.gov.uk).

The Regional Housing Strategy has five key themes:

- ◆ Increasing the overall housing supply to meet supply targets, including the supply of affordable housing.
- ◆ Improving the affordability of housing in the region through for sale, rent or shared ownership (which includes the need for inexpensive housing for key workers).

⁴⁰ Aylesburyvalcdc.gov.uk/our-environment/the-development-plan-and-local-plan/the-local-plan/chapter7-wendover

- ◆ Tackling areas requiring regeneration and neighbourhood renewal.
- ◆ Tackling homelessness and the need for supported housing.
- ◆ Improving the quality and sustainability of the housing stock.

Under, homelessness and supported housing, the strategy notes that in 2002 there were 129,234 households on **local authority waiting lists** in the south east, which represents an increase of 17,809 (14%) since 1999.

Paragraph 3.4.5 of the strategy states that, “Any increase in affordable housing supply in 2004/05 and 2005/06 needs **to target reducing local authority waiting lists**, reducing the use of unsuitable and expensive forms of temporary accommodation and providing the necessary support structures and revenue investment where required”.

Paragraph 3.4.11 states, “Homelessness and supported housing are inextricably linked. Many households and individuals presenting themselves as homeless are in need of additional support, for example for drug and alcohol problems, domestic violence and debt”.

These priorities of the **Regional Housing Strategy** need acting on with urgency as contributions to the wider aims of the **SE Region Social Inclusion Statement** to remove the deprivation that arises from homelessness and to provide more secure homes and futures for families and children currently experiencing social exclusion.

As a way to ensure this urgency, at the same time as the Regional Housing Strategy was published (March, 2004), the SE Regional Housing Board published its **Green Paper: the key issues**⁴¹. This consultation document raises many questions and provides an excellent opportunity for the homelessness sector to influence housing policy in the region for the rest of the decade.

Housing associations

Housing associations have an important role to play in finding a solution to the housing crisis⁴². There are about 350 operating in the SE Region, which are committed to sustainable housing provision and development. Housing associations cater for poorer families in the need of a house or flat to rent, people with physical and mental disabilities, homeless people, public service workers and young people living independently for the first time. This strategy sits well in the present climate of government funding for ‘sustainable community development’ – the policy of the ODPM^{43, 44} - in which it is clearly affirmed that too many people do not have access to decent affordable housing in decent surroundings and that government policies are in place to tackle this. Policies include the following key components:

- ◆ The development of decent houses in decent places (to ensure all social tenants have a decent home by 2010, to improve conditions of vulnerable people, to improve services from landlords and to ensure all communities have clean, safe and attractive environments).
- ◆ To regenerate areas where there is low demand and where homes have been abandoned.
- ◆ To tackle housing shortage (particularly in London and the SE), by creating conditions in which private house builders will build new houses of the right type in the right places and to make the best of existing housing stock.

⁴¹ SE Regional Housing Strategy 2006-2009 www.raise-networks.org.uk/inform/docDisplay.cfm?iDocID=654 for pdf of the Green Paper

⁴² SEHF, 2003. *Facts about housing and housing associations in SE England: The evidence*. South East Housing Federation, 32 West Street, Brighton BN1 2RT. March 2003.

⁴³ Sustainable communities: Building for the future. ODPM, 2003

⁴⁴ Sustainable communities in the SE: Building for the future. ODPM, 2003

- ◆ To ensure that in tackling housing shortage, the countryside is protected, that its quality is enhanced and that the 'urban sprawl' does not spread.

2. Numbers of Homeless People and Costs of Homelessness in the South East Region⁴⁵

2.1 Number of homeless people

The quarterly statistics published by ODPM represent the number of households who approached local authorities and were found to be homeless through no fault of their own and to have a priority need for accommodation under the provisions of the homelessness legislation⁴⁶.

Annex 1 shows the total priority need acceptances for each region for comparison between 1991/2 and 2002/03. These are summarized in Table 5, which shows the trends between 1991/92 and 2002/03 and the proportional change. In 2002/2003 the total figure for the SE Region was **14,560 households** accepted as priority need.

The number of households accepted as priority need in the South East region has stayed relatively static over the period 1991-2003, with only a marginal increase from 13,770 to 14,560 (Annex 1). A similar pattern is seen in the East Region and South West Region. In London, the Midlands and the North, acceptance figures have dropped markedly over the period. This suggests different influences and issues on homelessness in the South East.

Annex 2 shows the priority need acceptances for 2002/2003 for the SE Region. All SE local authorities are shown and totals for the SE Region and ethnic breakdown for priority need acceptances is given.

Annex 3 partly duplicates the information given in Annex 2, but provides a quarterly breakdown. "Other Accommodation" is a combination of "Other" and "LA/HA" in Annex 2.

Table 5: Homeless households in priority need by region

<i>Region</i>	<i>1991/1992</i>	<i>2002/2003</i>	<i>% Change</i>
England	139,630	129,320	-7
South East	13,770	14,560	+6
North East	7,910	6,870	-13
North West	21,450	15,060	-30
Yorkshire & Humberside	12,560	15,060	+20
East Midlands	10,130	8,220	-19
West Midlands	17,680	14,650	-17
East	8,970	11,130	+24
London	38,220	30,960	-19
South West	8,940	12,850	+44

Source: Annex 1

Table 6 shows a quarterly summary. Between **January and March 2003, 3,770 households** in the SE Region were accepted for re-housing by local authorities. This figure is 12% higher than the previous year. Nearly half of these households were placed in

⁴⁵ Much of the discussion in this section is taken from different parts of the Homelessness Directorate (ODPM) website for homelessness.

⁴⁶ www.odpm.gov.uk (regional homelessness statistics)

temporary accommodation. Table 6 shows regional trends in homelessness acceptances between March 2002 and March 2003.

Table 6: Trends in Homelessness acceptances in the SE Region (first quarter of 2002 and 2003)

Region	2002		2003		% Change on Year
	Homeless households in Priority Need Jan – Mar 2002	Number / thousand Jan – Mar 2002	Homeless households in Priority Need Jan – Mar 2003	Number / thousand Jan – Mar 2003	
South East	3,370	1.0	3,770	1.1	+ 12%
North East	1,470	1.4	1,920	1.8	+ 31%
North West	3,430	1.2	4,200	1.5	+ 22%
Yorks & Humber	2,870	1.4	3,950	1.9	+ 38%
East Midlands	1,940	1.1	2,080	1.2	+ 7%
West Midlands	3,950	1.8	3,930	1.8	- 1%
East of England	2,640	1.2	2,910	1.3	+ 10%
London	7,220	2.3	8,120	2.6	+ 12%
South West	2,840	1.4	3,300	1.6	+ 16%
TOTAL	29,730	1.4	34,170	1.6	+ 15%

Source: ODPM website

The totals for **ethnic origin** and **type of temporary accommodation** for the financial year 2002/2003 are shown in Table 7.

Table 7: Summary of local authority actions under the homeless provisions of the Housing Act in the South East Region⁴⁷

Category	Number Households accepted as Priority Need		
	1999/2000	2002/2003	% Change
Ethnic Origin	-	-	-
White	-	12,780	-
Afro/Caribbean	-	360	-
Indian/Pakistani/Bangladeshi	-	530	-
Other	-	430	-
Ethnicity not known	-	520	-
TOTAL	12,630	14,630	16
Type of Temporary Accommodation			
B&B	910	1,350	48
Hostel (including women's refuges)	1550	1,570	1
LA/HA housing stock	3,860	5,960	54
Private accommodation	2,630	2,930	11
Other	960	950	-1
TOTAL	9,910	12,760	29
Homeless at Home	660	1,290	95

Table 7 shows that households were living in a range of temporary accommodation, with **23% (2,930)** in privately leased or rented housing, **12% (1,570)** in hostels or women's refuges, **11% (1,350)** in bed and breakfast hotels, **48% (5,960)** in other forms of housing

⁴⁷ WWW.odpm.gov.uk (housing/housing statistics/live tables/social housing including homelessness. Support table Local authority action under the homeless provisions of the Housing Acts. Financial year 2002/2003

(including local authority and housing association homes let on a temporary basis) and **7% (950)** in other accommodation.

The areas of greatest homeless acceptances in the SE Region are shown in Table 8 and Map 1.

Homelessness in the region is very varied. The average number of acceptances as homeless and in priority need per 1000 households in all South East local authority districts and unitary authorities in 2003 was 4.3 people accepted (with a range of 0.7 to 10.9) (Annex 2).

Possible reasons that homelessness has not declined in the South East are in-migration of homeless people from London and other parts of Britain, inflated prices for accommodation (rent and to buy) and associated financial problems that people have to maintain property leading to loss of accommodation. There is no reason to believe that other causes of homelessness (i.e. relationship breakdown and loss of accommodation because friends and relatives can no longer provide it) are any different in the South East Region. This is an aspect that is worthy of further investigation.

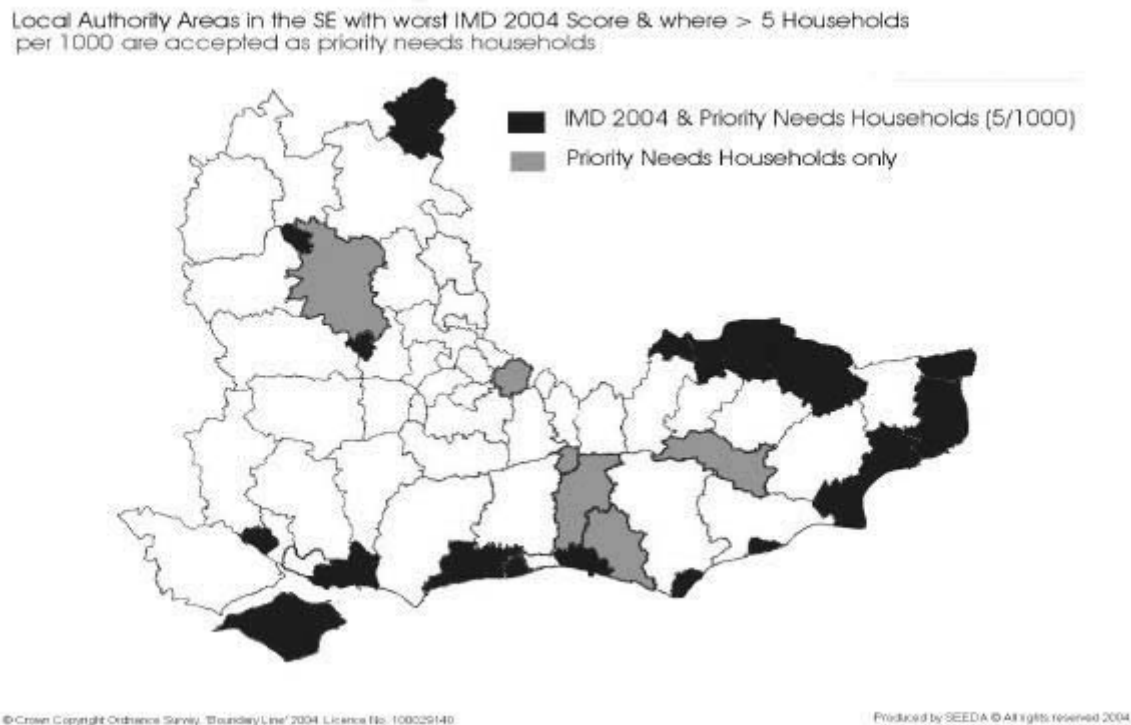
Table 8 shows those local authority areas shown in Annex 2 with more than 5 homeless acceptances per 1000 households in the local authority area. 23 local authority areas fitted this criterion between 1999 and 2003. The top 10 areas in 2003 from highest to lowest were **Hastings, Oxford, Portsmouth, Gosport, Brighton & Hove, Crawley, Southampton, Shepway, Swale and Eastbourne** (see Map 1).

Table 8: All local authority areas in the South East Region that had more than 5 households accepted as priority need per 1000 households (1999 - 2003)

Area	1999-2000	2002-2003	% Change
South East Region	3.8	4.3	+13
Brighton & Hove	8.1	7.3	-10
Milton Keynes	5.2	4.3	-17
Isle of Wight	5.5	5.2	-5
Medway	1.7	5.5	+224
Portsmouth	7.0	8.7	+24
Reading	6.9	5.3	-23
Southampton	8.3	6.4	-23
Eastbourne	9.5	5.9	-38
Hastings	4.6	10.9	+137
Lewes	5	3.8	-24
Gosport	7.8	8.6	+10
Havant	5.9	4.1	-31
Gravesham	1.3	5.1	+292
Shepway	3.4	6.3	+85
Swale	2.3	5.9	+157
Thanet	1.1	5.3	+382
Tunbridge Wells	6.8	5.7	-16
Adur	9.4	5	-47
Crawley	5.5	6.8	+24
Mid-Sussex	2.5	5	+100
Oxford	6.9	10.7	+55
South Oxford	3.5	5.2	+49
Elmsbridge	3	5.3	+77

Map 1 shows the local authority areas in the SE Region with the worst indices of multiple deprivation (IMD) and where there are more than 5 households per 1000 households accepted as priority need.

Map 1



43 local authority areas in the SE Region were below the regional average of 4.3 households in priority need in 2002/2003 and 23 were above the regional average as shown in Table 8.

Half of all households accepted as homeless during the first quarter of 2003 were in **“priority need”** because they were families with dependent children. A further **11%** of households included a pregnant woman.

The rising trend in homelessness (shown in Tables 5, 6 and 7) is not unexpected and is likely to be attributable in part to a broadening of the statutory safety net to ensure that more vulnerable people get the help they need. The Priority Need category has been extended to vulnerable people leaving the armed forces, prisons/young offender institutions and young people leaving local authority care.

Families with children in B&Bs

The Government set a target that by March 2004 no homeless family with children will be accommodated in B&B hotels except in an emergency and even then for no longer than 6 weeks.

At the end of March 2004, only 26 homeless families with children had been in B&B for over 6 weeks nationally. Five of these were in the SE Region⁴⁸ (Table 9). From 1 April, 2004, the

⁴⁸ Number of families with children in B&B accommodation on 31 March 2004

achievement of this target will be reinforced and sustained by new legislation, which means local authorities can no longer discharge their homelessness duties by placing families in B&B for longer than 6 weeks.

All local authorities that failed to meet the target provided details of the families concerned. A number of families are described as 'housed pending review outcome'. In these cases the families had submitted an appeal against the authority's decision on their homelessness application. In such instances the local authority can choose to house the family under discretionary powers.

Table 9: Numbers of families with children in B&B accommodation on 31 March 2004 in the SE Region

Local Authority	No. of FWC in B&B	No. in B&B > 6 weeks	Comments
South East	136	5	
Arun	5	2	1 FWC moved out of B&B on 7 April 1 FWC housed pending review outcome then moved out of B&B on 28 April
Crawley	11	1	FWC moved out of B&B on 1 April
Swale	7	1	FWC moved out of B&B on 22 April
Surrey Heath	2	1	FWC moved out of B&B on 8 April
Milton Keynes	16	0	
New Forest	10	0	
Gosport	9	0	
Thanet	8	0	
Brighton and Hove	6	0	
Ashford	5	0	
Eastbourne	5	0	
Dartford	4	0	
Gravesham	4	0	
Isle of Wight	4	0	
Portsmouth	4	0	
Rushmoor	4	0	
Cherwell	3	0	
Maidstone	3	0	
Southampton	3	0	
Worthing	3	0	
Elmbridge	2	0	
Hart	2	0	
Lewes	2	0	
Test Valley	2	0	
Tonbridge and Malling	2	0	
Wokingham	2	0	
Basingstoke & Deane	1	0	
Bracknell Forest	1	0	
Canterbury	1	0	
East Hampshire	1	0	
Eastleigh	1	0	
Sevenoaks	1	0	
Shepway	1	0	
Spelthorne	1	0	

2.2 Costs of homelessness

The Homelessness and Housing Support Directorate estimates that local authorities across England spent **£186.3 million** on local authority homelessness services in 2001/02. Table 12 shows a higher figure of **£220 million** based on Home Office estimates, spent on local authority homeless services across England. This amounts to £16.7million in the SE Region. These costs do not include those of voluntary/community organisations.

Costs of homelessness include:

- ◆ expenditure on temporary accommodation
- ◆ expenditure on local authority homeless services
- ◆ the cost of outreach services
- ◆ the social costs of deprivation
- ◆ poor education and demoralisation of vulnerable individuals and families in need of support and accommodation.
- ◆ cost of specialised health services for homeless people
- ◆ the cost of housing benefit for people staying in hostels and night shelters
- ◆ the costs of outreach, resettlement, floating support and supported housing (for previously homeless people who are still in need of support, but not because of substance abuse or mental health issues)
- ◆ cost of homeless organisations in the South East Region (more than 60 of these are drop-ins, day centres, night shelters or advice centres⁴⁹).

In March 2003, the then Homelessness Directorate commissioned research to estimate the short and long term costs of statutory homelessness. The key objectives of the study were to:

- ◆ estimate the costs of statutory homelessness to service providers, in terms of the direct housing costs of temporary accommodation and related support.
- ◆ make the best possible estimate of the likely longer terms cost to the public and to families themselves of becoming homeless and being placed in temporary accommodation, such as in terms of poorer health and educational attainment.
- ◆ assess the cost effectiveness of different forms of temporary accommodation.

2.2.1 Costs of homeless organisations

For people who find it impossible to live a settled way of life, hostels are needed to provide emergency access to beds and shelter, as well as opportunities for resettlement and support.

Many organisations that provide such accommodation and services rely on Supporting People/housing benefit income, which is covered by the costs of local authority temporary accommodation. The next box describes one such organisation.

In the report on homelessness in the South East Region commissioned by RAISE in 2002⁵⁰, 253 organisations were listed that support different categories of homeless people in the South East Region. The list was by no means exhaustive.

Included in the list were 8 ex-offenders hostels, 114 hostels, night shelters and supported housing projects, 34 young people hostels and foyers and 71 day centres/drop-ins/advice centres.

⁴⁹ Matthewman and Read (2002)

⁵⁰ Matthewman, RW and Read, P (2002)

Using low estimates for total costs, Table 10 shows an estimate of the support costs incurred by these organizations for homeless people.

The total estimated cost of running support organisations for homeless people in the SE Region of £72.2 million per annum is undoubtedly low and does not include costs such as health clinic costs in day centres, mental health costs, and drug and alcohol rehabilitation costs in related organisations that work in partnership with front line homeless organisations.

The Canterbury Open Centre

The 'Canterbury Open Centre' is one of three projects managed by the **Scrine Foundation** in Canterbury. The three projects are: The Canterbury Open Centre, a combined Day Centre and 21 bed Night Shelter that provides a 24 hour service to homeless clients. Guildford Lodge, a 21 room bed Guest House that provides a "move-on" accommodation facility and Athelstan Road, an independent living project that is a five room hostel. The total expenditure of the Scrine Foundation in 2003/2004 was in the region of 1.5 million.

The following calculation of costs for the **Canterbury Open Centre** is based on a minimum staff team of 15 people to run the Centre and provide the 24 hour support service. There are 8 (to 10) Homeless Intervention Workers (salary £16,000), one support team manager (salary £18,000), one manager (salary £20,000), one cook (salary £16,000), three specialist support staff (salary £18,000) and a fund raiser/volunteer co-ordinator (£18,000). The specialist support workers are shared with other projects, and so only half their costs are allocated to the Canterbury Open Centre. The total (minimum) staff costs are £227,000 per annum. In fact, in 2002 (before the Scrine Foundation expanded to take on two further projects to increase the bed spaces to 46) the total staff costs were £375,315. These costs included more support staff, an administrator and a senior manager, the costs of which are now shared between all projects. Additional running costs include building refurbishment and maintenance, kitchen costs, office administration, telephone, heating and cleaning costs. In 2002 the total costs were **£526,693** and in 2003 were **£707,543**. [Source: The Canterbury Open Centre, Annual Review, 2003⁵¹]

⁵¹ Canterbury Open Centre, Palmer House, 13 Station Road East, Canterbury CT1 2RB. 01227 464904

Table 10: Estimated Support Organisation Costs for Homeless People in the SE Region of England, 2004

<i>Type of Organisation</i>	<i>Number</i>	<i>Average Annual Estimated Cost</i>	<i>Total Cost/ annum</i>
Ex-offenders hostel (20 bed unit)	8	£350,000	£2,800,000
Hostels, night shelters and supported housing projects (20 bed unit)	114	£350,000*	£50,400,000
Young people's hostels and foyers (20 bed unit)	34	£350,000	£11,900,000
Day centres/drop-ins/advice centres	71	100,000	£7,100,000
Total Costs in the South East Region			£72,200,000

*NB. This is a conservative estimate of only 70% of the Canterbury Open Centre Cost in 2002 for a 20 bed unit.

2.2.2 Cost of Temporary Accommodation provided by Local Authorities

In England as a whole, the cost of providing Bed & Breakfast accommodation rose from around **£12.5 million in 1997/98** (about 10% of total net expenditure on homelessness) to around **£52.8 million in 2001/02**, representing roughly **28% of total expenditure on homelessness**. This is an obvious drain on local authority funds.

The costs of temporary accommodation for homeless people in the SE Region are in excess of £16 million. **Three estimates** are provided here for 2002/2003.

1. Expenditure on emergency temporary accommodation in a number of LAs is shown in 2002 (Table 11). 21 LAs provided information⁵².

Brighton and Hove had the largest expenditure on Bed and Breakfast accommodation in the South East Region, which stood at £2,135,185 at the time of the survey in 2002. Because the figure is so large, it was not included in the calculation of averages, or projected total expenditure, because it would skew the total and averages. The median (the middle value) is perhaps a better indicator of usual levels of expenditure. However, Brighton & Hove deserve priority attention regarding this expenditure on temporary accommodation.

Excluding Brighton and Hove, the range of reported expenditures is £20,000 to £717,269, with a mean per local authority of £170,733 per annum. In the SE Region there are 12 unitary authorities and 55 other local authority districts and boroughs. From this sample, it can be estimated that the total expenditure on **all forms of temporary accommodation** for the **South East Region** was **£11,439,111 per annum** in 2002 (i.e. 67 x 170,733).

⁵² Matthewman and Read (2002)

Table 11: Expenditure (£) for temporary/interim accommodation

Local Authority	Expenditure (£) (total or to date of survey)	Number single people/families	Average length of Stay (days)	Mean per person/Family
Reading	717,269 (plus staffing costs)	420	32	1,707
Portsmouth	216,000	202	44	1,069
Epsom & Ewell	20,000 (for B&B)	58		345
Thanet	59,740 (to date plus 57,000 committed)	51	46	1,171
Eastleigh	25,465	120	110	212
Lewes	80,085	129		620
Dover	63,090 (exc. HB)	82	56	769
Eastbourne	84,000 (01/02 budget)	339	20	248
Wealden	37,000	82	22	451
Brighton & Hove	2,135,185 (to date)	1,400	36	1,525
Havant	100,000 (2000/01))	245	720	408
Worthing	252,823	72	98	3,511
Cherwell	240,000	168	570	1,429
Arun	150,000	31	63	4,838
Rushmoor	92,568 gross (43,450 net)	17	56	2,555
Elmbridge	115,662	70	52	1,652
Medway	526,635	522	154	1,009
Aylesbury Vale	209,708	97	115	2,162
Tonbridge/Malling	73,000	36	28	2,028
Basingstoke/Deane	230,000	69	28	3,333
Total	£3,243,927 (excluding B&H)	2,810		1,154
Mean per LA	£170,733 (excluding B&H)	148		1,154
Median	£100,000 to £115,000			

Italics = Above Average

2. The estimate of £11,439,111 per annum from Table 11 is confirmed by using the figures for the number of households accepted as priority need and housed in temporary accommodation **in 2003** from Table 7 of 12,760 households. Using the average cost per household from Table 11 of £1,154 per household, this amounts to **£14,713,500 per annum**.

3. Further confirmation is provided by Home Office estimates⁵³ of expenditure for hostel accommodation as shown in Table 12 for 2002. In the SE Region, this was estimated at £16,722,420 per annum. The data on which the results shown in Table 12 were based had nil returns for a number of local authority areas and hence are considered to be low estimates.

⁵³ Homelessness Statistics 2001/02 Actuals: Home Office, Personal Communication Peter Stubbs

Table 12: Hostel accommodation expenditure by Local Authorities in the SE Region

	SE Region (£)	Total England (£)
Gross Hostel Expenditure	2,738,262	61,787,988
Total Hostel Income¹	-3,296,590	-50,527,472
Net Hostel Expenditure	-558,328 ²	11,260,516
Capital Charges	335,082	4,575,809
Housing Dept. Admin/Welfare allocation	5,727,595	57,269,834
Central Depts. Admin/Welfare allocation	1,478,782	23,853,782
Net B&B expend.	7,805,132	72,540,877
Net Leasehold Dwelling Expenditure	430,039	14,409,575
Other net Expenditure	1,504,118	36,145,919
Net Homelessness Expenditure	16,722,420	220,056,312

1. Shown as negative expenditure

2. Income exceeded expenditure

These three estimates of £11.4, £14.7 and £16.7 million, while only in broad agreement, provide a confident basis for asserting the high cost in the SE Region of providing temporary accommodation for homeless people.

2.2.3 Costs of Repeat Homelessness

As well as the damage to individuals that can be caused by **repeat episodes of homelessness**⁵⁴, the cost of a tenancy failure to local authorities is also great. The Audit Commission have estimated that each tenancy failure could cost the local authority just over **£2,000**, including unrecoverable arrears, legal costs, cleaning and redecoration, repairs, lost rent on the empty property, staff time and the subsequent homelessness application⁵⁵. The cost of temporary accommodation has to be added to this and usually involves a net cost to authorities. The cost of temporary accommodation was estimated at £76 (with a range of £43-107/unit) (2001/02 Actuals). An analysis carried out by Camden, reviewing their tenancy support services, compared the cost of various alternatives, using estimates from social services, Housing, the Supporting People Team and an audit report. They estimated that a failed tenancy cost £2,100, and B&B cost £163 a week (**£4,238/six months**), while tenancy support cost **£48 per week per client**⁵⁶. Additionally, Manchester and Dundee City Councils have separately estimated that a repeat homelessness application costs nearly £1,000 in staffing costs alone⁵⁷.

Hence, the total estimated cost of a repeat case of homelessness is £2000 + £48 + £4,238 = **£6,286**.

It is estimated that 7% of homelessness is repeated (Section 1.3.4) in the SE Region. With 12,760 cases of priority need in the SE Region in 2003 (Table 7), this amounts to 893 repeat cases per annum at a total cost of **£5,613,398 per annum**.

Safeguards need to be put in place to ensure that families that have gone through the system receive the necessary support and do not become homeless again.

⁵⁴ Homelessness statistic: December 2003 and repeat homelessness.

www.odpm.gov.uk/homelessness/policybriefingsandrelatedtopics

⁵⁵ Audit Commission, Home Alone: the role of housing in community care, 1998.

⁵⁶ Office of the Deputy Prime Minister, Supporting People: the support needs of homeless households, 2003.

<http://www.spkweb.org.uk>

⁵⁷ Office of the Deputy Prime Minister, Supporting People: the support needs of homeless households, 2003.

<http://www.spkweb.org.uk>

2.2.4 Other Costs

Longer-term costs to individuals and public services (which are difficult to quantify) include:

- ◆ **Physical health costs.** Homelessness can lead to poorer physical health (see Section 1.4), such as foot and skincare problems, poor dental health, respiratory and other problems. Children living in temporary accommodation are almost twice as likely to be admitted to hospital than children in settled housing. Rough sleepers are four times more likely to die from unnatural causes. It is estimated that the cost of processing a person through an Accident and Emergency Unit is **£800**.

One client from a homeless centre in the South East Region passed through the local Accident and Emergency Unit 54 times in one year and was arrested 27 times in the same year.

- ◆ **Mental health costs.** Both rough sleepers and those placed in temporary accommodation may experience mild depression or anxiety. For instance, rough sleepers are thirty five times more likely than the rest of the population to commit suicide.
- ◆ **Costs of educational underachievement.** Children living in temporary Bed & Breakfast accommodation can have their schooling disrupted as a result of moving to a different area. The lack of anywhere for children to study has also been identified as a problem that directly affects educational attainment.
- ◆ **Cost to the police and criminal justice system.** Many homeless people have been in prison and return to prison from periods of homelessness.

2.2.5 Summary of Costs of Homelessness in the SE Region

Table 13: Summary of the costs of homelessness in the SE Region

Source of Cost	Number	Unit cost	Total Cost (£)
Rough Sleepers (100 x £16,000)*	100	16,000	1,600,000
Temporary Accommodation (local authority)			16,722,420
Homeless Organisations Running Costs			72,200,000
TOTAL			90,522,420
Repeat homelessness costs	893	6,286	5,613,398

* These include health costs

3. Approaches to homelessness prevention

3.1 Homelessness strategies

Approaches to finding solutions to homelessness in the South East Region can be grouped under two main headings:

- ◆ Assisting people to cope (e.g. provision of integrated and joined-up support services, attention to prevention of homelessness and tenancy support for people moving into accommodation).
- ◆ Provision of affordable and appropriate accommodation (social, supported and private).

Issues to do with affordable housing are discussed in Section 1.5. Assuming that there is enough accessible and affordable housing available to meet the demand, then to deal with homelessness, there needs to be a stronger emphasis on tackling the personal and social causes of homelessness.

The government “advice note” **Achieving Positive Outcomes on Homelessness**⁵⁸ (April 2003) defines homelessness prevention as activities **that enable a household to remain in their current home, where appropriate**, or that **provide options to enable a planned and timely move and help to sustain independent living**.

An example of a Homelessness Strategy is that of the Aylesbury Vale District Council⁵⁹. This is a 40 page document that lays out the council's plan for dealing with homelessness under the following headings:

- ◆ The Strategic Framework
- ◆ Results of the homelessness review
- ◆ The objectives of the Homelessness Strategy
- ◆ Priorities for Action Points
- ◆ Monitoring
- ◆ Action Plan.

All local authorities are required to develop a homelessness strategy. The Homelessness and Housing Support Directorate provides guidance and support for setting up a homelessness strategy.

Preventing homelessness is one of many activities where local authorities will benefit from effective **local partnerships** as a result of producing their homelessness strategy. It is important that **social services, primary care trusts, drug action teams, outreach teams, housing associations, private landlords, youth offending teams**, a range of **other local agencies** and **homeless people themselves** influence the development, production and implementation of homelessness strategies.

An effective homelessness strategy will:

- ◆ provide information on the scale and nature of homelessness in the area
- ◆ identify the additional accommodation and support required to meet those needs
- ◆ identify the services needed to prevent homelessness occurring or recurring
- ◆ identify the resources currently available to meet these needs
- ◆ identify additional resources required
- ◆ involve other public, voluntary and private agencies in partnership work
- ◆ spread best practice among agencies.

Methods of prevention will differ between local authorities depending on the causes of homelessness in that area and whether the local authority provides funding to external organisations.

There are three stages where intervention can prevent homelessness – **early intervention, pre-crisis intervention** and **prevention of recurring homelessness**.

Early intervention includes identifying those at risk and providing services that support the person/family and their environment. These services target people who are at risk by known indicators, but who do not yet have housing problems and who, with intervention, would

⁵⁸ Homelessness Directorate, *Achieving Positive Outcomes on Homelessness*, 2003.

⁵⁹ Aylesbury Vale District Council Homelessness Strategy, July 2003: Effectively Tackling Homelessness (see www.aylsburyvalcdc.gov.uk)

never become homeless. Particular emphasis needs to be placed on young people for early intervention.

Pre-crisis intervention can take the form of:

- ◆ advice services for families and young people
- ◆ proactive intervention such as negotiation with landlords to avoid imminent loss of home
- ◆ delaying loss of home to plan alternatives
- ◆ services targeted at known risk points such as those leaving local authority care, prison or the armed forces.

Advice services can offer information on housing options (including access to the private sector or social housing) before a presentation for a homelessness assessment. Many of those who present themselves as homeless do so as a result of parents, relatives or friends no longer being willing/able to accommodate them. **36%** of acceptances in the first quarter of 2003 were from this group. Appropriate advice might have helped to avoid many causes of homelessness.

The Rough Sleepers Unit identified that people **leaving the armed forces, prisons/young offender institutions** and **young people leaving local authority care** were more likely to become homeless. In addition to extending Priority Need to vulnerable people in these groups, a great deal of work has been undertaken to identify practical and realistic ways that local authorities and other key partners can prevent homelessness and rough sleeping⁶⁰.

Recurring homelessness could be prevented and paths out of homelessness could be made much simpler (Catholic Housing Aid Society⁶¹).

Tenancy sustainment is key to preventing repeat homelessness. Successful schemes focus on practical ways of sustaining the tenancy, rather than seeking to solve all the tenant's problems, and are assertive in engaging those who are at risk of losing their homes.

Tenancy sustainment covers a range of interventions. From April 2003, the **Supporting People** programme provided **£1.8 billion** for housing related support to help more than a million vulnerable people sustain independent living.

The housing related support services that can be funded through Supporting People that are relevant to homeless households include:

- ◆ Help, advice and support to locate and establish an appropriate home for independent living in the community.
- ◆ Help, advice and training in the day-to-day skills needed for living independently, such as budgeting or cooking.
- ◆ Information, advice and help in claiming benefits or accessing community care or health services that a household needs in order to live independently.
- ◆ Help in rebuilding or establishing friendships and relationships that can help counter isolation and help support independent living.

⁶⁰ Rough Sleepers Unit, Preventing tomorrow's rough sleeper: a good practice handbook. 2001 and . DTLR and Department of Health Care leaving strategies: a good practice handbook. 2002.
http://www.doh.gov.uk/qualityprotects/work_pro/care_strategies.pdf

⁶¹ www.chasnational.org.uk

3.2 Rent deposit schemes

For many people, a tenancy in the private sector provides a suitable housing option. However, the statistics show that a significant number of households in England (**4,580 or 13% of all acceptances**) become homeless as a result of losing that tenancy. Local authorities can help people into a new tenancy in the private sector by providing tenants with a **rent deposit**. At a relatively small cost to the authority, a household can obtain a suitable tenancy and avoid the trauma and cost of homelessness, which might include a lengthy stay in temporary accommodation.

3.3 Young homeless people

Young homeless people face different and additional problems to older people who find themselves homeless. They are without family support at the time when they are often only just learning to cope with living alone, so that a safe place to stay is only one of their needs. **Planning, budgeting, developing self-esteem and confidence, forming relationships, developing skills, gaining training and qualifications, and building a future** are additional needs⁶². Centrepont has carried out research into the common pressures faced by homeless young people and their peers, ways to improve services for care leavers and ways to simplify financial support for young people aged 16-19. New Deal for young people also addresses issues that overlap with these.

Many young homeless people have missed out on formal education and vocational training and so they need opportunities to develop skills, gain qualifications and move on to employment. To achieve their independence, support needs for homeless young people are great and usually require the involvement of a range of organisations working in partnership.

Specialised accommodation for young people includes foyers, which combine provision of accommodation with support and assistance with development of life skills and seeking training and employment. Hidden homelessness amongst young people may be particularly important in rural areas.

Equal Opportunity and Access to Life Skills

Support for young people is a vital part of homeless prevention strategies. All indicators point to the need to equip young people with the adequate life skills to allow them to live fulfilled and complete lives and to avoid social exclusion. No matter what their family's background or the circumstances of their birth, children and young people have a right to be equipped with the same life skills as everyone else. Strategies to prevent young people becoming homeless overlap with those to overcome child poverty and neighbourhood renewal⁶³.

Centrepont is represented in the SE Region by Centrepont South, which is in Oxford. Work is carried out in Worcestershire, Oxfordshire and London. There are a number of voluntary organisations that work with homeless young people, such as Moving Forward in Kent.

⁶² Centrepont Annual Report, 2001/02, Neil House, 7 Whitechapel Road, London E1 1Du.

⁶³ Social Exclusion Unit, Policy Action Team report 12 Young People
www.socialexclusionunit.gov.uk/publications/pat/pat12/summary

3.4 Jobs, Education and Training: Change A Life

Since its formation, in addition to investigating the underlying causes and trends of homelessness, the Homelessness and Housing Support Directorate has investigated new and innovative approaches to prevent and reduce homelessness and promote good practice. One such option is employment and training schemes, since work - be it paid or unpaid - is a key route out of homelessness and can help to prevent a return to homelessness. The issues surrounding gaining or regaining employment for homeless people are discussed in the ODPM publication **Improving employment options for homeless people**⁶⁴ and are covered in the sister report to the present one on returners to the labour market.

A range of support services are in place, both statutory and voluntary, that promote employment as part of a dedicated care programme. Information about the services available, including training and employment opportunities, can be found via the Homeless Pages website⁶⁵ and via the HEAT (Homeless Employment, Advice and Training) website⁶⁶.

The degree of support needed varies greatly from individual to individual. Some homeless people already have skills and experience from previous employment and need minimal support to prepare for work. Others need help to gain the necessary skills, experience and confidence to prepare them for employment. There are now a wide range of opportunities offered by mainstream training and employment providers that are specifically targeted at disadvantaged groups including homeless people. Many day centres have skilled staff to provide this sort of support.

There are also those who are not ready for mainstream employment, but who can benefit from volunteering or work experience. Social enterprises can provide opportunities to help people not ready to take up paid employment, start the process with meaningfully participation in work schemes.

In November 2000 the Rough Sleepers Unit launched the **Change A Life** campaign as a partnership between the **RSU**, **Crisis**, **Centrepont**, the **National Homeless Alliance**, the **Salvation Army** and **In Kind Direct**. It aimed to:

- ◆ encourage individuals and businesses to help, by giving time or goods to projects working towards long-term solutions for homeless people
- ◆ raise awareness of the high levels of drug misuse amongst people begging and the danger that giving money to people on the street may be trapping them in an addiction.

Many homeless people can benefit from schemes that improve employability by building confidence and self-esteem through education and training leading to work opportunities, which can support a permanent move to a more independent lifestyle. A good example of a scheme that promotes this, is Crisis's **Changing Lives programme** which has run for three years and provides training and support for many people moving from homelessness to secure and independent futures. The ODPM report of June 2003⁶⁷ lists many case study examples of schemes that assist people back to work.

⁶⁴ Homelessness statistics: June 2003 and improving employment options for homeless people.
Odpm.gov.uk/homelessness/About/homelessness/Briefingsandotherinformation

⁶⁵ www.homelesspages.org.uk

⁶⁶ www.homelesslondon.org.uk

⁶⁷ Homelessness statistics: June 2003 and improving employment options for homeless people.
Odpm.gov.uk/homelessness/About/homelessness/Briefingsandotherinformation

3.5 Utilisation of vacant dwellings

In 2003, in the SE Region, it was estimated that there were 2,900 vacant dwellings (1.3% of LA dwellings) and 1,700 vacant management properties available for letting immediately, or after only minor repairs (0.8% of LA dwellings) (see Annex 4).

In 2003, there were 3,886 RSL dwellings vacant (1.62% of total RSL dwellings in the SE Region) (see Annex 5).

3.6 Shared ownership

Shared ownership is an option that allows people to purchase a proportion of a property (around 25-50%), and pay rent to a housing association for the remainder of the property value. As the tenant/occupiers income grows, the mortgage proportion can be increased.

An example of this is SLFHA (**South London Family Housing**)⁶⁸, which has recognised the growing need from first time buyers for affordable housing, and as part of their five-year business plan, offer houses in South London, on a shared ownership basis. They see this particularly as a way for **key workers such as teachers** to find a home and work in south London.

3.7 Support Services Needed for Homeless People

Homeless people need a decent home, which is one that is warm, weatherproof and has reasonably modern facilities⁶⁹.

The Government believes that everyone should have the opportunity to have a decent home. It is aiming to make all council and housing association housing decent by 2010. It also wants to improve conditions for vulnerable households in privately owned housing.

In 1997 there were 2.1million houses owned by local authorities and housing associations that did not meet the decent homes standard. Local authorities had a £19 billion backlog of repairs

On the way to gaining a decent home, homeless people and homeless families need considerable support to overcome problems (see Section 1.5).

The need for support for homeless people has been highlighted by many voluntary organisations and local authorities. This may include essential first-step support at the Day Centre level, life-skills training, provision of advice and advocacy services, health care, homelessness prevention support, tenancy support to people who are re-housed, support to families in temporary bed & breakfast accommodation and floating support.

The distribution of services in the SE Region is patchy, with services usually found in urban centres. Rural areas are not well supplied, resulting in migration of homeless people from rural areas to towns. Areas with good service provision attract homeless people, especially rough sleepers. Towns such as Oxford attract homeless people from surrounding districts where there are fewer or no services.

Research⁷⁰ has identified a wide range of groups, needs and issues among homeless people which include the following:

⁶⁸ www.financesearch.co.uk/news/0/333/

⁶⁹ <http://www.odpm.gov.uk/housing/>

- ◆ Vulnerable lone parents, many of them young and with little or no social support networks.
- ◆ Women made homeless by domestic violence, with mental health and emotional problems, and often experiencing repeated homelessness.
- ◆ Neighbour disputes and victims and perpetrators of antisocial behaviour.
- ◆ Drug and alcohol problems.
- ◆ Mental health problems.
- ◆ Physical health problems.
- ◆ Poverty and debt.
- ◆ Unemployment.
- ◆ Literacy and educational difficulties.
- ◆ Children's behavioural and educational problems.
- ◆ Childhood histories of abuse and local authority care among parents in homeless families.
- ◆ A history of unsettled accommodation and repeated homelessness.
- ◆ Multiple needs combining two or more of the above.

The report (see footnote 70) provides examples of some very effective services. These include:

- ◆ Tenancy support that focuses on the factors that lead to a risk of tenancy failure. Some have been highly successful in preventing homelessness.
- ◆ Domestic violence services that provide specialist support to people who have experienced domestic violence.
- ◆ Money and debt advice, which is a key area of support work with tenants at risk of homelessness.
- ◆ Help with access to settled housing and finding the most suitable housing in an area where the tenant will not be socially isolated.
- ◆ Housing advice that can help to prevent homelessness. In the past such advice has tended to focus on the housing options and rights of clients rather than personal support needs.
- ◆ Family mediation, which can help to reconcile young people to their parents and prevent homelessness resulting from the breakdown of family relationships.
- ◆ Drug and alcohol services. ODPM has issued good practice guidance on drug services for homeless people, but there are currently very few services which specifically target homeless families. Where there are specialist drug and alcohol services for homeless people without children they have been effective in reducing the risk of homelessness.
- ◆ Mental health services. Mental health problems affect both homeless adults and children. Specialist services have helped clients to sustain tenancies that might otherwise have failed.
- ◆ Health services. There is a wide range of specialist health services for homeless people, including GPs, health visitors, Community Psychiatric Nurses (CPN) and nurses and surgeries in day centres. Housing advice services in hospitals can help to ensure patients do not become homeless on discharge.
- ◆ Social support. Social events, volunteer befriending and linking people into local social networks can help to reduce the social isolation which many homeless people experience.
- ◆ Children's services, which include child care and ensuring attendance at school when they move areas.

⁷⁰ The Support needs of homeless households, November 2003, Supporting People Summary 7. ISBN 1 85112 681 3, ODPM Literature Centre or see www.spkweb.org.uk

- ◆ Adult education services, which include vocational training and English language classes for refugees.
- ◆ Support services for families with very high needs. Many homeless families with very high and difficult to meet needs, such as chaotic life styles, a history of anti-social behaviour and rent arrears, have in the past been excluded from social housing. But some authorities have developed schemes that offer both high support and a regime of compliance to rules governing acceptable behaviour. These schemes have proved effective in stabilising such families.
- ◆ Former offenders' services. Some local authorities (e.g. Canterbury) have services such as housing advice sessions in prisons and specialist tenancy support for former offenders, including some for high-risk offenders who would not previously have been housed or supported.
- ◆ Services for current and former asylum seekers, which include specialist tenancy support and day centre services offering mutual support and language classes.
- ◆ Multi-agency services, which are developing in some areas include, for example, multi-disciplinary teams for the assessment of support needs and the co-ordination of services.

The development, expansion and improvement of support services that both prevent homelessness and repeated episodes of homelessness, include the following:

- ◆ Multi-agency working that encompasses information sharing/joint risk assessments at the allocation stage to ensure appropriate support is provided.
- ◆ Tenancy support including an appropriate and comprehensive floating support services for people once they are accommodated (for both families and single people).
- ◆ Mediation to avoid eviction and on going tenancy support to prevent homelessness.
- ◆ Practical on-going support given to Registered Social Landlords.
- ◆ Mediation or counselling to avoid breakdown in relationships, both between children and parents and between partners.
- ◆ Health care teams that ensure that people engage with appropriate health care providers.
- ◆ Seeking ways to core-fund agencies working in the voluntary sector with people who are homeless. The constant demand on these agencies to apply for funding (which is often short term) places a heavy burden on their already stretched services.
- ◆ Provision of advice services regarding debt, mortgage and rent arrears (possibly in the magistrate and county courts).
- ◆ Service provision in rural areas in order to reduce the population pressures on urban centres where service provision draws people in.
- ◆ It is recommended that local organisations use the Supporting People framework to develop a standard for achievement in the provision of services.

Supporting People

The Supporting People programme provides services, which help vulnerable people (including victims of domestic violence, older people and teenage parents) to **live independently in their own accommodation**. The programme commenced on 1 April 2003, and drew together nine different funding streams, including **Transitional Housing Benefit**. In February 2004, the Government announced the Supporting People allocation for 2004/05 of **£1.8bn**, to fund housing related support services for over one million vulnerable people.

An Independent Review of the programme examined the overall value for money of the programme and the variation in costs and services across local authorities. It made 39 recommendations⁷¹.

3.8 Partnership working between local authorities

A number of areas in the South East Region have identified that other local authorities utilise accommodation in their area⁷². Wycombe District reported that London Boroughs rent properties in their areas. This suggests there is a need for more co-ordinated action between local authorities, including the placement of individuals and families in accommodation in other areas and the sending (referral) of individuals to other areas to find accommodation (e.g. in Night Shelters) or to engage with services (homeless day centres and drug and alcohol rehabilitation centres).

4. Conclusions and Recommendations

1. The causes and background issues, which surround single people and families that are threatened with homelessness, become homeless and find it difficult to overcome homelessness, have been discussed. The causes of homelessness can start early in life in unsupportive and dysfunctional families and are exacerbated by inadequate development of life skills. Attention is drawn to the needs of homeless families with children. Compounding factors include drug and alcohol dependency and poor temporary living conditions. Homeless lifestyles add to lack of self-esteem, confidence and mental stability that compound homelessness. The support needs of homeless people and families deserve the highest priority for research and incorporation into accessible support services (including family support and tenancy support).
2. Homelessness in the SE Region is an enduring problem. Homelessness has declined in some regions of England over the last decade, but in the SE Region, in common with the SW and Eastern Regions, the number of priority need acceptances has slightly increased.
3. There is no reason to believe that people in the SE Region intrinsically are any different to anywhere else in England. What is different is that the SE Region attracts people from other parts of the country and that house prices (to buy and the rent) in the SE Region are very high.
4. A solution needs to be found to the problem of availability of affordable and appropriate housing for homeless people and others at the lower end of the market. In addition, property that is built to serve the lower end of the market, must remain available and not be released for sale onto the open property market.
5. Services for homeless people need first to be geared towards prevention. This means working with vulnerable families and individuals to tackle problems that lead to homelessness.
6. Services for people that are homeless need to be geared towards tackling the problems that brought about homelessness in the first place and to then preventing repeat homelessness. This includes worklessness and drug and alcohol addiction. Those

⁷¹ www.spkweb.org.uk/files/independent%20review.pdf

⁷² Matthewman and Read (2002)

homeless people with dual diagnosis⁷³ of mental health issues and drug and alcohol addiction require special attention.

7. Homeless people and families who gain new housing often require tenancy support.
8. The cost of dealing with homelessness after it has happened in the SE Region is high, and is one reason to do everything possible to prevent homelessness. The resources spent at present to tackle homelessness after it has happened could be better spent on prevention, when the benefits would be more widely felt throughout families, communities and society as a whole.

⁷³ see the Dual Dianosis website <http://www.rethink.org/dualdiagnosis/>

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SEU 2001 *Preventing Social Exclusion*, Social Exclusion Unit, March 2001.

Glossary of Acronyms and Terms

'Assertive' Provision	This refers to the provision of support services, which requires people to 'actively engage' with services if they use a Day Centre or Night Shelter.
BBU	Bed and Breakfast Unit
B&B	Bed and Breakfast: B&B accommodation is used as a temporary measure by councils, housing agencies and voluntary organisations
BVH	Best Value in Housing
DAA	Direct Access Accommodation: Direct access accommodation is accommodation that can be accessed by a person directly and by a referral agency on their behalf in an emergency situation. It is accommodation that may be secured on the day of presentation/referral if a vacancy is available. It is accommodation that does not operate a waiting list and is short term.
DAT	Drugs Action Team
Direct Access Hostel	Direct access accommodation provides immediate accommodation for homeless people without the need for referral from an advice or outreach agency
DTLR	Department for Transport, Local Government and Regions
Foyer	Foyers are locally based projects that provide affordable accommodation and access to training and employment for disadvantaged young people aged 16 – 25.
FS	Floating Support: Floating support is support to people in their own accommodation whether social or private rented housing. Support is reduced over time as the person is able to live independently.
GDP	Gross Domestic Product
HA	Housing Association: Housing Associations are the main providers of new social housing.
HA	Health Authority
HALS	Housing Association Leasing Schemes
HAMA	Housing schemes where housing associations are employed as managing agents for private sector properties, properties are using let at market rents
HAMA PLUS	HAMA Plus is a grant provided by the Housing Corporation to enable minor repairs to be carried out to properties that can be let under the HAMA initiative
HAZ	Health Action Zone
HB	Housing Benefit
HC	Housing Corporation: The Housing Corporation is responsible for investing money in housing associations and for ensuring that it provides decent homes and services for residents.
Hidden Homelessness	Hidden homelessness is that which is not visible to agencies or the general public because people find their own short-term solutions. It includes people temporarily accommodated in B&Bs, hostels, refuges and shelters as well as people living with friends and relatives. Many in this group do not present to statutory or voluntary agencies and are therefore not included in homeless statistics.
HIP	Housing Investment Programme: A Department of Transport, Local Government and the Regions programme to determine local

	authorities investment needs and to assess plans to meet housing needs in their area
HImP	Health Improvement Programme
HLC	Healthy Living Centre
HMII	Homeless Mentally Ill Initiative
HMOs	Houses in Multiple Occupation: A building in which a number of separate households are resident under separate tenancies or licences. Often involves sharing communal facilities
HR	Housing Register: A list of applicants waiting for housing association accommodation
JET	Jobs, Education and Training
Key Worker	The traditional definition of Key Worker includes those working in the public sector, such as nurses, teachers, fire fighters and police. The term Key Worker is not defined by regional authorities. Some people think this definition should be expanded to embrace other public and private sector employees.
LA	Local Authority
Low Demand Housing	Low demand housing is hard to let or sell because it is in poor condition or empty (see unpopular housing)
LRR	Local reference rents - are those that housing benefit will pay
LSP	Local Strategic Partnership
LSVT	Large Scale Voluntary Transfer of Stock
MORE	Motivating Offenders to Rethink Everything
Move-on Accommodation	Move-on accommodation describes accommodation appropriate for people who are housed in hostels and who may need support before taking up independent accommodation and accommodation suitable for people to move into from temporary accommodation
NASS	National Asylum Support Service
ODPM	Office of the Deputy Prime Minister
PAT	Policy Action Team
PCG	Primary Care Group
PCT	Primary Care Trust
P1E returns	Local authority returns under homelessness legislation
PMS	Personal Medical Services
Priority Need	This is the term used to describe people accepted by local authorities as a priority for allocation of accommodation.
PSA	Public Service Agreement
PW	Partnership Working
Rent Deposit Scheme	Rent deposit schemes provide people with the deposit for a private rented accommodation. This may be a cash deposit or a guarantee that money will be paid to cover and damage that might occur during the tenancy.
Rough Sleepers	People who have slept overnight without a proper roof over their heads. This includes people who have slept in cars and in buildings not intended for habitation.
RSI	Rough Sleepers Initiative
RSL	Registered Social Landlord: An organisation providing housing on a not for profit basis, registered with the Housing Corporation. Typically a Housing Association (see also Housing Association).
RSU	Rough Sleepers Unit

RTB	Right to buy
Sofa Surfing	Sofa Surfing refers to people who move around, staying with friends and relatives for short periods sleeping on sofas and floors.
SER	South East Region
SHG	Supported Housing Grant
SEU	Social Exclusion Unit
SHP	Single Homeless Person
Single Room rent	Single young people (16-25) are restricted to the local market rent for a single room in a shared house.
Temporary Accommodation	Temporary accommodation is that used by local authorities to house people who are accepted as priority need until permanent accommodation becomes available
Unpopular Housing	Unpopular housing is hard to let or sell because of type or location

Annex 1: Table 621 from DTLR Social Housing: homeless households in priority need, by region (1991 – 2003)

Number and Acceptances per 1,000 households

	England		North East		North West		Yorkshire		East Midlands	
1991/92 (1)	139,630	7.3	7,910	6.9	21,450	7.9	12,560	6.3	10,130	6.3
1992/93 (1)	136,230	7.0	7,240	6.9	19,980	7.3	14,760	7.3	10,320	6.4
1993/94 (1)	125,360	6.4	6,840	6.4	17,750	6.4	12,570	6.2	9,770	6.0
1994/95 (1)	116,850	5.9	5,870	5.5	16,750	6.0	10,700	5.2	8,960	5.4
1995/96 (1)	116,550	5.8	6,010	5.6	16,180	5.8	9,810	4.8	8,830	5.3
1996/97 (1)	110,810	5.5	5,430	5.0	14,690	5.2	8,940	4.3	8,940	5.3
1997/98 (R)	102,430	5.0	4,390	4.1	13,060	4.6	9,090	4.4	7,620	4.5
1998/99 (R)	104,260	5.1	4,460	4.1	13,100	4.6	8,210	3.9	7,660	4.5
1999/00 (R)	105,580	5.1	4,840	4.4	12,770	4.5	8,380	4.0	7,090	4.1
2000/01 (R)	114,670	5.5	5,160	4.7	13,190	4.6	9,320	4.4	7,430	4.2
2001/02 (R)	117,840	5.6	5,590	5.2	13,260	4.7	10,780	5.2	7,220	4.1
2002/03 (P)	129,320	6.2	6,870	6.4	15,060	5.3	15,060	7.2	8,220	4.7

	West Midlands		East		London		South East		South West	
1991/92 (1)	17,680	8.7	8,970	4.4	38,220	13.5	13,770	4.5	8,940	4.7
1992/93 (1)	17,050	8.3	9,310	4.5	36,220	12.6	12,440	4.1	8,910	4.6
1993/94 (1)	16,830	8.1	8,780	4.2	30,560	10.5	12,710	4.1	9,550	4.9
1994/95 (1)	15,690	7.5	8,530	4.0	27,920	9.5	13,110	4.2	9,320	4.7
1995/96 (1)	17,280	8.2	8,740	4.1	26,310	8.9	13,420	4.2	9,970	5.0
1996/97 (1)	15,510	7.3	8,380	3.9	25,930	8.7	13,540	4.2	9,450	4.7
1997/98 (R)	14,670	6.9	8,120	3.7	24,300	8.0	12,180	3.7	8,980	4.4
1998/99 (R)	14,000	6.5	8,680	3.9	26,580	8.7	12,670	3.8	8,930	4.4
1999/00 (R)	13,210	6.1	8,720	3.9	27,950	9.0	12,860	3.8	9,790	4.7
2000/01 (R)	13,820	6.3	9,810	4.3	29,710	9.3	14,910	4.4	11,360	5.4
2001/02 (R)	14,670	6.8	10,220	4.5	30,470	9.8	14,380	4.3	11,270	5.4
2002/03 (P)	14,650	6.8	11,130	4.9	30,960	9.9	14,560	4.4	12,850	6.1

(1) Figures prior to 1997 reflect decisions taken under the 1985 Housing Act; subsequent decisions made under the 1996 Housing Act, plus residual 1985 Act cases. Note: The totals may not equal the sum of components because of rounding.

(R) Revised (P) Provisional data. Source: ODPM Quarterly P1(E) returns. E-mail: homelessstats@odpm.gov.uk Latest update: 17.06.03

Annex 2: Supplementary Table: Local authorities' action under the homelessness provisions of the Housing Acts: 2002/2003

	Accepted as Priority Need										Eligible, but:					Other	Total	Hidden homeless
	No House holds	White	Af/Carib	I/P/B	Other	NK	Total	No HH /1000	Intenti onal	Not PN	Not Home less	Total	B&B	Hostels	LA/HA	PS		
South East	3,367	12,780	360	530	430	520	14,630	4.3	1,620	6,340	8,500	31,090	1,350	1,570	5,960	2,930	950	12,750
Bracknell Forest UA	44	78	2	1	1	0	82	1.9	9	3	20	114	14	14	40	8	4	80
Brighton and Hove UA	117	569	28	11	38	204	850	7.3	136	722	1,192	2,900	251	0	102	179	27	559
Isle of Wight UA	58	295	0	4	3	0	302	5.2	26	5	125	458	55	8	65	89	0	16
Medway UA	100	506	3	8	12	19	548	5.5	28	60	271	907	10	0	33	11	0	152
Milton Keynes UA	88	311	12	18	30	11	382	4.3	13	186	537	1,118	54	41	1,447	50	117	12
Portsmouth UA	79	506	18	16	61	87	688	8.7	63	922	555	2,228	24	20	0	13	0	1,592
Reading UA	62	226	49	33	21	3	332	5.3	34	65	195	626	18	121	92	190	18	6
Slough UA	50	88	19	50	9	2	168	3.3	50	35	64	317	0	43	153	120	23	19
Southampton UA	92	524	20	37	12	0	593	6.4	38	132	61	824	1	2	93	96	0	0
West Berkshire UA	59	190	2	5	2	1	200	3.4	13	22	75	310	0	22	114	1	29	221
Windsor and Maidenhead UA	55	23	0	0	0	12	41	0.7	0	0	52	93	3	0	9	0	22	34
Wokingham UA	60	145	2	8	11	22	188	3.1	13	22	21	244	21	10	18	0	10	3
Buckinghamshire																	11	14
Aylesbury Vale	67	116	4	4	6	10	140	2.1	7	11	14	172	3	70	33	0		
Chiltern	36	76	0	8	5	6	95	2.6	13	36	12	156	0	28	128	0	8	24
South Bucks	25	60	0	1	0	0	61	2.4	2	3	18	84	3	4	25	1	0	20
Wycombe	65	129	15	53	6	1	204	3.1	28	94	76	402	35	33	71	70	1	2
East Sussex																		11
Eastbourne	41	227	2	11	4	0	244	5.9	78	56	217	595	24	3	219	28	0	0
Hastings	38	382	6	3	23	0	414	10.9	47	216	144	821	66	45	68	0	0	85

Lewes	41	151	1	2	2	1	157	3.8	9	61	77	304	15	2	48	8	0	73	23
Rother	38	138	0	1	0	0	139	3.7	8	26	67	240	13	0	0	0	0	13	0
Wealden	60	283	3	1	5	1	293	4.9	23	145	30	491	9	0	138	14	0	161	71
Hampshire																			
Basingstoke and Deane	63	146	4	2	6	0	158	2.5	19	25	32	234	1	39	101	82	0	223	0
East Hampshire	45	174	0	2	0	0	176	3.9	12	96	116	400	10	3	65	69	0	147	14
Eastleigh	48	128	0	0	3	5	136	2.8	40	31	147	354	2	20	21	0	0	43	9
Fareham	45	175	0	1	0	0	176	3.9	13	107	144	440	47	13	20	27	5	112	17
Gosport	32	254	0	3	0	20	277	8.6	48	146	140	611	49	24	55	59	71	258	47
Hart	34	137	1	0	3	0	141	4.2	14	27	24	206	25	22	10	19	3	79	3
Havant	49	200	0	0	1	0	201	4.1	5	14	426	646	9	1	25	141	154	330	41
New Forest	75	247	10	5	11	14	287	3.8	42	43	102	474	14	34	171	217	0	436	0
Rushmoor	37	152	2	6	2	3	165	4.5	14	10	39	228	21	50	0	24	0	95	20
Test Valley	45	167	0	2	2	19	190	4.2	13	83	91	377	14	12	61	50	38	175	0
Winchester	44	68	1	0	1	2	72	1.6	12	22	90	196	1	37	26	0	2	66	0
Kent																			
Ashford	43	134	1	1	4	0	140	3.2	31	17	53	241	10	0	210	0	0	220	0
Canterbury	56	0	0	0	0	0	181	3.2	28	147	70	426	4	2	381	0	0	387	0
Dartford	35	146	4	9	2	0	161	4.6	28	671	295	1,155	11	0	11	12	0	34	9
Dover	44	115	2	0	1	0	118	2.7	19	24	109	270	19	7	64	17	0	107	4
Gravesham	39	177	4	14	5	0	200	5.1	15	51	25	291	23	24	0	0	0	47	136
Maidstone	58	178	1	0	1	0	180	3.1	26	9	12	227	2	0	489	0	0	491	0
Sevenoaks	45	101	0	0	5	14	186	4.1	25	21	90	322	43	13	40	10	3	109	61
Shepway	42	34	8	26	0	0	266	6.3	54	13	70	403	42	28	6	37	0	113	18
Swale	50	290	0	0	4	0	294	5.9	25	47	99	465	33	14	14	38	13	112	186
Thanet	56	285	4	4	5	0	298	5.3	33	28	211	570	8	22	49	0	17	96	10
Tonbridge and Malling	44	155	1	3	1	0	160	3.6	18	18	60	256	2	4	16	89	0	111	22
Tunbridge Wells	44	234	2	4	8	2	250	5.7	26	108	113	497	14	23	22	0	5	64	42
Oxfordshire																			
Cherwell	54	253	2	8	3	0	266	4.9	13	4	74	357	10	0	109	78	26	223	3
Oxford	53	423	38	27	29	53	570	10.7	69	466	333	1,438	0	73	44	735	92	944	7
South Oxfordshire	53	255	3	9	6	0	273	5.2	21	115	109	518	4	2	112	44	0	162	3
Vale of White Horse	47	142	1	2	0	0	145	3.1	9	20	23	197	14	2	283	12	2	313	0
West Oxfordshire	40	61	0	0	0	0	61	1.5	4	4	8	77	5	2	6	0	0	13	3

[illegible]

Annex 3: Table 625 Social Housing Households in accommodation arranged by LAs under the homeless provisions of the 1985 and 1996 Housing Acts by type of accommodation in the SE Region (1997–2003)

South East	Total Households ¹	Bed & Breakfast Hotels		Hostels	Private Sector Accom.	Other Accom.
1997	Q 1	6,390	550	1,570	2,380	1,890
	Q 2	6,480	540	1,570	2,330	2,040
	Q 3	7,040	710	1,540	2,310	2,480
	Q 4	6,990	650	1,440	2,270	2,630
1998	Q 1	7,680	720	1,600	2,340	3,020
	Q 2	8,080	790	1,580	2,370	3,340
	Q 3	8,540	850	1,540	2,490	3,660
	Q 4	8,750	780	1,510	2,460	4,000
1999	Q 1	9,020	770	1,560	2,490	4,200
	Q 2	8,150	760	1,550	2,510	3,330
	Q 3	8,870	890	1,540	2,710	3,730
	Q 4	9,060	830	1,520	2,670	4,040
2000	Q 1	9,680	940	1,600	2,880	4,260
	Q 2	10,040	920	1,550	3,000	4,570
	Q 3	10,720	1,090	1,660	3,080	4,890
	Q 4	11,300	1,130	1,620	3,390	5,160
2001	Qtr 1	11,560	1,250	1,550	3,390	5,370
	Qtr 2	11,660	1,300	1,680	3,350	5,330
	Qtr 3	12,490	1,370	1,690	3,380	6,060
	Qtr 4	12,060	1,220	1,630	3,070	6,150
2002	Qtr 1	12,230	1,210	1,580	3,300	6,140
	Qtr 2	12,350	1,260	1,660	3,090	6,330
	Qtr 3	12,320	1,450	1,400	3,500	5,970
	Qtr 4	11,120	1,340	1,550	3,520	4,730
2003	Qtr 1	12,750	1,350	1,570	3,680	6,160
	Qtr 2	12,980	1,530	1,620	3,710	6,120
	Qtr 3	12,790	1,530	1,670	3,750	5,860
	Qtr 4	12,950	1,220	1,470	4,170	6,080

Annex 4: Table 611 Social Housing: Local authority vacant dwellings, by region, 2001-03 (on April 1)

	Total Vacant Dwellings (1000s)	As % of total LA dwellings	Management ¹ vacant dwellings (1000s)	As % of total LA dwellings
North East				
2001	9.3	4.0	4.3	1.8
2002	8.4	3.7	4.4	1.9
2003	7.2	3.5	3.2	1.5
North West				
2001	19.5	4.7	8.6	2.1
2002	18.3	4.6	7.4	1.9
2003	12.5	3.8	5.4	1.7
Yorkshire and the Humber				
2001	14.6	3.7	8.3	2.1
2002	15.4	4.0	8.2	2.1
2003	11.4	3.3	4.9	1.4
East Midlands				
2001	6.1	2.4	4.1	1.6
2002	6.2	2.6	4.0	1.6
2003	5.4	2.4	3.5	1.5
West Midlands				
2001	10.6	3.3	5.3	1.7
2002	10.8	3.6	5.6	1.9
2003	7.1	2.8	4.0	1.6
East				
2001	3.9	1.4	2.6	1.0
2002	3.5	1.4	2.4	1.0
2003	3.5	1.5	2.2	1.0
London				
2001	11.1	2.1	4.0	0.7
2002	10.0	1.9	3.5	0.7

2003	10.1	2.0	4.0	0.8
South East				
2001	3.0	1.3	2.3	1.0
2002	3.3	1.5	2.0	0.9
2003	2.9	1.3	1.7	0.8
South West				
2001	2.2	1.4	1.6	1.0
2002	2.2	1.4	1.5	1.0
2003	2.4	1.7	1.4	1.0
England				
2001	80.3	2.9	41.2	1.5
2002	78.1	2.9	39.0	1.5
2003	62.6	2.6	30.4	1.2

¹ Management vacants are those properties available for letting immediately, or after only minor repairs.
 Sources: E-mail: housing.statistics@odpm.gsi.gov.uk ODPM Housing Investment Programme returns (annual)



Annex 5: Table 613 Social Housing: RSL vacants, by region, 1994 - 2003

Total vacant dwellings		1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
On 31st March:											
North East		1,095	1,341	1,501	1,833	2,060	2,032	2,104	1,952	2,792	2,944
North West		2,822	3,214	4,023	4,835	5,851	7,636	10,447	10,899	10,308	13,362
Yorkshire & The Humber		1,011	1,262	1,365	1,978	2,455	2,573	2,426	2,948	3,283	4,535
East Midlands		1,198	1,051	1,570	1,672	2,001	2,198	2,579	2,448	2,567	2,723
West Midlands		1,636	2,092	2,153	2,662	3,112	3,065	4,399	5,460	5,576	6,579
East		1,432	1,404	1,793	1,759	1,706	2,057	1,899	1,761	1,779	1,912
London		7,894	7,263	6,558	6,570	6,433	6,952	7,306	7,641	7,374	6,414
South East		2,279	2,117	3,124	3,600	3,654	3,858	3,627	3,763	3,634	3,886
South West		986	1,060	1,481	1,763	1,926	2,302	2,675	2,438	2,419	2,425
England		20,353	20,804	23,568	26,672	29,198	32,673	37,462	39,310	39,732	44,780
Vacant dwellings as a percentage of RSL dwellings											
North East		2.51	2.98	3.24	3.88	4.27	4.16	3.99	3.66	3.19	3.01
North West		2.22	2.37	2.77	3.17	3.68	4.29	4.92	4.85	4.45	4.49
Yorkshire & The Humber		1.78	2.05	2.14	2.97	3.54	3.52	3.24	3.33	3.78	4.00
East Midlands		3.13	2.48	3.47	3.51	3.97	3.79	3.76	3.30	3.15	2.98
West Midlands		2.30	2.41	2.37	2.64	2.73	2.43	2.94	3.05	3.04	3.09
East		1.95	1.60	1.93	1.82	1.70	1.96	1.67	1.51	1.37	1.36
London		4.30	3.82	3.32	3.23	2.94	2.91	2.92	2.82	2.74	2.30
South East		1.90	1.46	1.73	1.94	1.87	1.88	1.67	1.61	1.54	1.62
South West		2.01	1.79	1.94	2.09	2.19	1.88	2.01	1.67	1.67	1.64
England		2.67	2.44	2.51	2.71	2.80	2.83	2.94	2.83	2.74	2.76
Number of management vacants (available for letting)											
North East	556	703	986	1,218	1,454	1,309	1,210	1,221	1,221	1,886	1,577
North West	1,402	1,788	2,317	2,462	2,935	2,636	5,168	4,940	4,940	4,658	5,403
Yorkshire & The Humber	658	820	916	1,284	1,426	1,585	1,581	1,997	1,997	2,198	2,771

East Midlands	631	719	948	1,048	1,328	1,558	1,853	1,598	1,568	1,459
West Midlands	777	855	1,253	1,368	1,645	1,656	2,514	2,284	2,212	2,529
East	1,023	828	1,180	1,251	1,190	1,412	1,243	1,143	1,152	1,162
London	3,193	2,793	2,802	2,670	2,737	2,787	2,674	2,855	2,450	2,345
South East	1,494	1,427	2,107	2,354	2,258	2,334	2,260	2,183	2,252	2,365
South West	612	647	932	1,050	1,054	1,341	1,747	1,436	1,552	1,462
England	10,346	10,580	13,441	14,705	16,027	16,618	20,250	19,657	19,928	21,073

Source: Housing Corporation HAR/10 and RSR (Regulatory and Statistical Return)
Contact: Tel: 020 7944 3325 E-mail: hprices.rsls@odpm.gsi.gov.uk



Annex 6: Check List of good practice in reducing B&B

Source: BBU Newsletter 4, April 2002.

www.odpm.gov.uk/homelessness/aboutbedandbreakfast/newsletters/archive

1. Addressing the issue of **Housing Benefit (HB) verification** and the establishment of new HB claims for clients in Temporary Accommodation – widening the range of staff within the council able to verify claims, streamlining the process, tying in HB claims with the HPU assessment.
2. Undertaking, or proposals in place, for **leasing arrangements** via RSL or direct council PSL to access private rented sector stock. Where necessary, ensure risk sharing agreements with RSL or other partners and focus with RSLs on better arrears and tenancy management processes.
3. Regular **liaison with Rent Service** both from HB sections, Housing Departments and RSL partners to maximise flow of information on the market situation.
4. **Political support** and encouragement for reducing B&B and internal targets in place for reducing B&B locally combined with corporate commitment to meet them.
5. **Effective internal partnership working** within the authority, especially between HPU and HB departments but also allocations, empty property officer and housing advice.
6. Effective lines of **communication with private sector landlords** – for instance, private landlords' forum well attended, other forms of communications exist, do you know what your private landlords want to encourage them to make properties available as TA.
7. There is a procedure in place for ensuring that clients, especially families with children placed in B&B (and other forms of TA), have appropriate and necessary access to **health, education and welfare services**. In particular in relation to developmental health checks for babies and young children and that Primary care Trusts are notified of B&B or TA placements.
8. Internal procedures in place to maximise use of LA / RSL hard to let voids / empty property as TA along with general **void minimisation** procedures.
9. Review of **permanent allocations policies** to maximise lettings to homeless households whilst balancing the needs of other policies such as sustainable communities / regeneration etc. Is the authority monitoring existing nomination agreements with RSLs to ensure they are getting their full quota of nomination rights on subsequent lettings of permanent homes? What evidence / monitoring system does the authority have in place?
10. **Homelessness prevention** / assessment – how proactive is the authority in seeking to prevent homelessness, rather than reacting to applications? To what extent is advice given to help them stay out of homelessness and to assist them to meet their housing needs in the private sector or elsewhere?

Annex 7: Universities and Colleges in the SE Region

Berkshire: University of Reading (over 12,000 students); Brunel University (over 12,000 students on its four campuses). The Runnymede Campus is close to Windsor; Thames Valley University – two campuses in Ealing and Slough.

Buckinghamshire: University of Buckingham (around 800 students); De Montfort University DMU is one of Britain's largest 'new' universities with more than 30,000 students based at four UK centres, of which one, Milton Keynes, is in the South East region; Buckinghamshire Chilterns University College.

East Sussex: University of Brighton (over 18,000 students); University of Sussex.

Hampshire: University of Portsmouth (over 14,000 students); University of Southampton (over 15,000 students); Southampton Institute; King Alfred's College of Higher Education, Winchester.

Kent: University of Kent at Canterbury (almost 10,000 students); University of Greenwich - two of its five campuses, Dartford and Medway and the Kings Hill Institute are in the Region; Imperial College at Wye, University of London; Canterbury Christ Church University College (over 10,000 students in Canterbury and at the satellite campus outside Tunbridge Wells); Kent Institute of Art & Design - there three campuses (Canterbury, Maidstone and Medway).

Oxfordshire: Oxford Brookes University (over 13,000 students); University of Oxford (over 16,000 students and another 16,000 students participating in lifelong learning); University of Cranfield – Royal Military College of Science at Shrivenham.

Surrey: University of Surrey; Surrey Institute of Art & Design, University College - the Farnham and Epsom campuses are home to 3,000 students; Royal Holloway College, University of London (over 5,000 students).

West Sussex: University College Chichester has two campuses based at Chichester and Bognor Regis (approximately 4,200 students).



Annex 8: Issues to do with homelessness reported in a survey of local authorities in the SE Region

See. Matthewman and Read (2002)

South Bucks District

- ◆ The high price of private sector housing in the district compared with the average pay of key/manual workers.
- ◆ The need for a facility to deal with severely mentally ill clients.
- ◆ Temporary accommodation for homeless people. South Bucks is continuing to increase provision of temporary accommodation in order to reduce the need to use B&B accommodation.

Wycombe District

- ◆ There is a continuing trend that Wycombe become a commuter town for London.
- ◆ Bucks Chiltern University is expanding with over 10,000 students at the present time, the majority of whom require rented accommodation in the district.
- ◆ Accommodation of reasonable quality demands a high rent, and even low quality housing is in high demand because of the student population.
- ◆ At least two London boroughs (Hillingdon and Hammersmith) rent properties in the area for their homeless families via Frays Housing Association. This is also driving up the rents in the private sector because they are paying at London rates.

Aylesbury Vale District

- ◆ It is reported that people presenting as homeless are often sent to Oxford or Milton Keynes where there is service provision.
- ◆ The hidden homelessness of people sleeping on friend's floors is an identified issue in this area.
- ◆ Lack of affordable accommodation.
- ◆ Very little new build by Housing Associations within the district.
- ◆ Need a direct access hostel, night shelter, self contained temporary accommodation and affordable accommodation.

Milton Keynes Unitary Authority

- ◆ Reported little or no provision for people who are homeless over 25 years of age.
- ◆ Milton Keynes Primary Care Trust report no mental health provision specifically to people who are homeless, although they currently have Homelessness Officers seconded to the Community Mental Health Teams to assist in homeless cases. It is hoped to expand on this dependent upon resources and also to extend the remit of the Assertive Outreach Team to develop services in the area of homelessness.
- ◆ Shortage of affordable accommodation (for over 25s).

Cherwell District

- ◆ A relatively large number of low paid jobs in the service sector (e.g. warehousing), combined with rising house prices have increased the demand for social housing and increased the likelihood of homelessness.
- ◆ A short term pilot direct access emergency housing project (which ran Dec 1999 - June 2000) was full (17 bed spaces) throughout most of its operation indicating a need from those sleeping rough or moving around between friends/relatives on a regular basis.
- ◆ A need for emergency housing provision for single people.
- ◆ A need for day services for single homeless people (a project is currently being developed in partnership with an RSL and other statutory and voluntary agencies funded by the Housing Corporation and LASHG (Local Authority Supported Housing Grants)).
- ◆ The need for more provision and support for homeless young people with chaotic lifestyles.

Oxford District

- ◆ Oxford District receives people who are homeless from the other districts in the country which do not have the services available to cope with the local need.
- ◆ There is a regional migration circuit. Oxford stands on north –south (e.g. M1/M40 motorways) and the east – west (e.g. Northampton – Bristol) routes and so attracts many outsiders.
- ◆ Oxford City PCT provide primary health care services specifically to homeless people, which they report as being over-stretched (particularly mental health services).

Slough Unitary Authority

- ◆ The borough has a number of wards high on the index of deprivation and is the most deprived local authority area in Berkshire.
- ◆ Slough's housing stock predominantly dates from the inter-war period. The tenure breakdown shows a relatively small social housing stock, a high proportion of owner-occupation, and a significant private rented sector. Poor conditions in privately-owned and rented stock are concentrated in the central wards of the borough, which also have high levels of deprivation.
- ◆ Slough has a growing number of households (many of whom are on low incomes or are in receipt of benefits), continuing economic growth attracting additional households, rapidly rising house prices, high levels of over-crowding and additional pressure from the need to identify housing for asylum seekers. All of these factors lead to a continuing demand for additional social housing, underpinned by evidence of growing homelessness and rising numbers of people joining the Housing Register.

Reading Unitary Authority

- ◆ Several Reading wards fall within the 10% most deprived in the country in terms of both housing and education.
- ◆ Reading is a town of extreme housing pressure. The local housing market is in exceptionally high demand across all tenures, with house prices amongst the highest outside of London.
- ◆ There is a chronic shortage of affordable housing. Reading Housing Needs Survey estimates a shortfall of 7,025 dwellings between 2002 and 2007. In addition, Reading, in common with much of the Thames Valley, has experienced a very steep increase in housing prices. House prices in Reading have now reached a level where they are beyond the means of many people on moderate incomes.
- ◆ Reading Borough Council's Housing Strategy identifies approximately 1,000 people presenting as homeless each year. Around 60% of Council lettings are made to homeless households.
- ◆ Average earnings are higher than the national average. However, this masks a wide range of salaries and high house prices still put the ideal of home-ownership beyond the reach of most local people. Average one bedroom property prices in 2002 were around £100,000 and rents for one-bedroom properties are around £112 per week.
- ◆ The private rented sector charges market rents that are higher than the maximum mortgage repayments. However, people are unlikely to be able to save a sufficient deposit to enable them to buy a home.
- ◆ A significant proportion of households experience financial difficulties in their current housing. In one ward as many as 22% of residents have been in rent or mortgage arrears, and overall 23% of single parents have been in arrears over the last year.
- ◆ The market remains difficult to access for the majority of single homeless people.
- ◆ Private landlords are increasingly reluctant to take people on benefits.
- ◆ It was estimated that a single person (or sole wage earner in a couple) would require a salary of £34,000 to secure a 95% mortgage for a terraced property.
- ◆ Reading has the 4th highest incidence of drug-related deaths in the country, and report little provision locally for substance mis-users wishing to go into detox/rehab.
- ◆ Most council-owned land has been developed or disposed of.
- ◆ It is reported that most of those placed in B&B accommodation are sent to Slough. It is also reported that people are often sent to Oxford where it is known they may access specific services for people who are homeless.
- ◆ Agencies report issues with clients presenting with significant health and/or addiction issues. Whilst there is some primary care health provision at the Reading Drop-in, services are reported

as being over-stretched. Mental health is highlighted as not being properly assessed or provided for. It is also reported that it is very difficult to get a rapid response and assessment for people who are homeless in order that their health needs may be effectively addressed.

- ◆ People present as homeless having been discharged from the local prison (an under 24s remand centre). There is a particular issue on Christmas Eve when there is often a discharge of prisoners back into the community with no accommodation provision in place. A further issue is that prisoners are discharged with no medical support, and people have turned up at the Drop-in with mental health problems without medication, and physical conditions such as diabetes with no insulin.

Basingstoke and Deane District

- ◆ A lack and high cost of private sector accommodation.
- ◆ When the town was designed in the late 1960s there was very little accommodation built for single people.
- ◆ The number of houses in multiple occupation is approximately 1,650 which is considered to be low for a shire district with a population of 154,000.
- ◆ Due to the demolition and rebuild of the expanded town there is a lack of large houses which would be suitable for conversion to HMOs.
- ◆ There has been a reduction in the availability of short term accommodation for accepted homeless households due to demolition and new build which it is intended will be addressed in the long term with an overall increase in the number of units available in the Oakridge Regeneration project.
- ◆ The Direct Access Hostel is used as a homeless hostel by surrounding housing authorities who do not have move-on arrangements. Consequently the hostel becomes log jammed and is acting as a regional facility not a local one.
- ◆ The numbers of accepted homeless families in temporary accommodation other than B&B is increasing. The wait in temporary accommodation can exceed two years. Even though households receive priority through the housing register, they do not receive offers because very few vacancies occur in the area of the Borough which they have chosen.
- ◆ Need a general rent deposit scheme for non priority homeless.
- ◆ Insufficient floating support for homeless vulnerable households.
- ◆ Lack of move-on accommodation.
- ◆ Availability of short term accommodation for accepted homeless households.

Havant District

- ◆ Havant contains a large proportion of LA housing owned by a neighbouring authority (Portsmouth City Council).
- ◆ Economically Havant is not as well off as surrounding authorities and has a higher proportion of households that lack the means to secure housing independently through the market.
- ◆ Homelessness arises when households cannot access suitable accommodation through the market.
- ◆ Many households in Havant have no economically active 'head of household'.
- ◆ There is a shortage of private rented accommodation.
- ◆ Solutions are required to difficulties associated with securing tenancies from private landlords when dependent on housing benefit.
- ◆ High rents and property values.
- ◆ Accommodation is required in the borough for young people.

Rushmoor District

- ◆ A high proportion of single people and couples who need affordable accommodation, as the district has a young, rather than an ageing, population.
- ◆ Rushmoor is an LSVT (Large Scale Voluntary Transfer of Stock) authority and despite a Supported Housing Grant programme of about £3m per year, the total RSL housing stock has declined because tenants with the preserved right to buy in the transferred stock continue to buy at a rate higher than predicted.
- ◆ Shortage of RSL accommodation.

- ◆ Specialist floating support services for teenage mothers, young people in general and young people with drug and alcohol problems.
- ◆ Direct access accommodation for over 25s.

Eastleigh District

- ◆ The area has one of the highest levels of home ownership (86% of households are owned). As a result property prices are high.
- ◆ A small percentage of properties are available in the private sector, with rents ranging from £450 for a one bed-roomed flat and £800 per month for standard family accommodation.
- ◆ Affordable accommodation.
- ◆ Direct access hostels.

Winchester District

- ◆ Winchester Night-Shelter commented in its 2000-2001 Annual Report that it was not possible to obtain a definitive figure for rough sleeping owing to the itinerant group of people being counted. Concern was expressed that staff from homeless organisations such as the Night Shelter had not been consulted in annual counts.
- ◆ Lack of specialist mental health support has been highlighted as an issue that needs to be addressed as a matter of urgency.
- ◆ In rural areas of Hampshire (e.g. Winchester) there is homelessness that is difficult to record and quantify. It is suggested that homelessness in rural areas is often ignored and the importance of homelessness played down. The indicators for urban homelessness do not apply in rural areas and counts are not made in the rural areas where hidden homelessness is common but hard to quantify
- ◆ Move-on accommodation.

Isle of Wight Unitary Authority

- ◆ Reported lack of provision by the Local Council for single homeless people.

Portsmouth

- ◆ A lack of affordable accommodation.
- ◆ Multiple health needs of client group.
- ◆ Affordable accommodation.
- ◆ Hostel accommodation for single men.
- ◆ Accommodation for young people (move on and supported).
- ◆ Health services specifically for people who are homeless and identified with multiple needs.

Adur District

- ◆ Adur is a relatively small coastal authority situated between Brighton and Hove City Council and Worthing District Council. The area suffers from many of the problems encountered by its larger neighbours including high demand levels, high property values and limited private sector accommodation.
- ◆ The area has a low private rented sector with under 10% of accommodation falling within this category, the majority being within the owner occupied sector.
- ◆ The most significant problem faced by homeless applicants is the 'accessibility' of affordable accommodation. Recent house price increases have outstripped incomes putting owner occupation out of the reach of many low/middle income households.
- ◆ Private rented accommodation is in short supply and landlords are restrictive in the type of applicant they will accept.
- ◆ Typically, landlords will not accept households on benefit, and will insist on credit checks, references and guarantors.
- ◆ There are problems with the cost/quality of local emergency temporary accommodation (B&B). Significant competition exists between Councils for limited vacancies.

Crawley District

- ◆ Crawley is a new town that developed twenty years ago around the employment prospects that were offered in the area by Gatwick airport. Much new housing was built around this time, but now is very expensive.
- ◆ A lack of private rented accommodation, most of which been bought up by companies such as British Airways.
- ◆ No availability of old housing that may be turned into flats and no unused housing stock.
- ◆ There is no rent deposit scheme currently operating.
- ◆ People who work in Crawley tend to be low waged (e.g. working at Gatwick.). Average incomes are less than £20,000 per annum. Average house prices are £150,000.
- ◆ Whilst unemployment figures are low, many families have multiple jobs in order to earn enough and social problems (e.g. parenting) result from this. It is estimated that a family needs an income of £30,000 per annum to be able to get into the housing market.
- ◆ People are attracted to Crawley from other parts of the country seeking employment, but often discover that they cannot afford to live in the town.
- ◆ There is an affordability problem in Crawley for low-income households. Access to home ownership is beyond the reach of 86% of new forming households.
- ◆ The private rented sector makes little contribution to access to affordable housing in Crawley.
- ◆ A high proportion of households in the black and minority ethnic communities in Crawley (37%) live in overcrowded conditions.
- ◆ From 1996 to 2006 there will be a 74% increase in the number of over 80 year olds living in the borough, with a higher likelihood of having care and support needs. The need for further sheltered housing has to be assessed in partnership with social services.
- ◆ There is an expected need for 1,087 affordable units per annum in the borough over the next 5 years if all needs are to be met.
- ◆ There is an overall mismatch in the town between demand from new households for flats (44.5%) and supply (17.3%). There is also a mismatch between demand for terraced houses (28.5%).
- ◆ Over 70% of businesses in the town find it difficult to recruit staff and 50% of businesses consider that housing issues impact on recruiting problems. This affects the skills shortage issue.

Arun District

- ◆ Insufficient levels of new social housing and lack of suitable move-on accommodation result in B & B supply becoming increasingly silted up.
- ◆ Housing options for people on low incomes are limited.
- ◆ Demographic information identifies Arun as having the highest number of elderly persons in West Sussex and 5.5% of private sector properties are occupied by persons over 65 and in need of immediate work.
- ◆ Empty Property Targets have been held back by the constraints of government legislation and lengthy compulsory purchase order procedures as well as limitations set by Data Protection legislation.
- ◆ Delays in housing benefit are creating knock-on effects for private rented accommodation.
- ◆ House price increases – encouraging sale of rented properties – reduce the numbers of properties available for assured short-hold tenancies.
- ◆ There is a lack of suitable, affordable private sector accommodation.
- ◆ A high percentage of the homeless population in the area use mental health services causing strain on available resources.
- ◆ The area has a high number of people in part-time employment linked to tourism.
- ◆ B & B's, hostels and night shelters are occupied for long periods, as there is little move-on accommodation.
- ◆ Hidden homeless people are difficult to access, as is the identification of their needs.

Horsham District

- ◆ Major household growth is planned for West Sussex and much is likely to be concentrated in the Horsham District area.
- ◆ Since December 2000, new applications are arriving at more than 112 per month.
- ◆ Horsham District has the highest average house prices in the whole of Sussex.

- ◆ Causes of priority acceptances during 2000/1 were split between losing private accommodation and relationship breakdown.
- ◆ The number of owner occupiers getting into debt (other than with their mortgage) causing them to sell the home has increased. This trend seems to be in direct correlation to the increase in house prices.
- ◆ Most people favour the town of Horsham. The Housing and Planning Services have published a guide to the villages to provide information about the District's villages.

Worthing District

- ◆ Worthing is the largest town in West Sussex and the second most deprived local authority area.
- ◆ Owner-occupied housing accounts for 80% of all dwellings and private rented housing for 10%.
- ◆ The South coast around Worthing is an area of high demand, which has had an impact on the private sector, as many households have been priced out of the owner-occupied market.
- ◆ Social housing in Worthing is owned and managed by a number of Registered Social Landlords (RSLs) – currently 26. Close partnership working between the Council and the RSLs to develop and manage social housing is required.
- ◆ There is a continuing upward trend in the number of households turning to the Council for housing assistance.
- ◆ 35% of households in 2002 had no income, and of those that do, the average is £9,680 per annum, excluding benefits.
- ◆ Overflow of in-migration from rest of country to the South East, from London to the Sussex coast, and from other towns along the coastal strip – pushing up housing prices.
- ◆ Accommodation for the elderly, families, young people and single pregnant teenagers (such as affordable supported flats and move-on accommodation) is a problem.
- ◆ A rent guarantee scheme (for non-statutory homeless households).
- ◆ Homelessness prevention support, more tenancy support to homeless people re-housed, support to families in temporary bed & breakfast accommodation and floating support.

Eastbourne District

- ◆ Information gathered from street counts of people who are homeless has identified the need for supported housing for drug and alcohol users.
- ◆ Eastbourne attracts people who wish to re-locate to the South coast, particularly those who obtain seasonal employment in local hotels. This affects the rate of homelessness in the winter months.
- ◆ Eastbourne has a campus of Sussex University and students occupy much of the cheaper rented flats, reducing availability to other groups.
- ◆ This problem is exacerbated by the placing of hundreds of asylum seekers in Eastbourne by out-of-town authorities.
- ◆ The population has seen a sharp rise in the number of people aged between 20 and 64, which has resulted in a consequential rise in demand for family houses and accommodation suitable for couples and single people.
- ◆ The overall numbers of people over retirement age are much higher than the national average, producing a constant demand for accessible housing and associated support services.
- ◆ An increase in housing demand from key workers is expected, as a number of new companies have relocated to Eastbourne.
- ◆ Eastbourne has a low wage / high housing cost economy. Although it has a higher than average private rented sector (10% of all property), much of it is inaccessible to people on low incomes due to the level of deposits and rent in advance. The problem for young people is exacerbated by the single room rate imposed by the housing benefit rules.
- ◆ There has been a significant increase in the incidence of homelessness amongst single vulnerable people. This group now comprises 50% of all acceptances of a statutory housing duty under current homelessness legislation.
- ◆ Supported temporary housing for very vulnerable people who become homeless in an emergency is required. The LA is currently seeking to address this need by forming a partnership between local statutory and voluntary agencies and local private landlords.

- ◆ The major gap in this area is move-on accommodation. Temporary housing becomes silted up with people who are ready to move on to more settled housing, but for whom suitable affordable alternatives are not available.
- ◆ Lack of adequate affordable housing resources means that the housing waiting lists are excessively long. Applicants can expect to wait for at least 3 years for a 1 bed-roomed flat, and over 4 years for a family house. Despite many years of considerable investment in affordable housing, development is not keeping pace with demand. The recent housing needs survey demonstrates that Eastbourne will need 1,789 new units of affordable housing by 2006.

Wealdon District

- ◆ There is a high percentage of owner occupation and a low percentage of privately rented accommodation in Wealdon.
- ◆ The district suffers from all the usual difficulties associated to rural areas, such as lack of provision for mental health service, no provision of direct access hostel accommodation and lack of accommodation.

Lewes District

- ◆ The average wage ratio to house purchase price is the greatest in the country and there is a general lack of affordable housing.
- ◆ Selling stock through the RTB policy is occurring faster than stock is being replaced by Housing Association development.
- ◆ Although the number of applicants coming to the LA for assistance has levelled off in recent years, the number of acceptances continues to grow.
- ◆ There is great difficulty finding private sector rented accommodation within housing benefit levels in Lewes.
- ◆ The distribution of previous locations of recent movers (last five years) indicates that Lewes attracts households moving in from outside the area. 47 per cent of recent movers came from outside the district, 18 per cent from Brighton and Eastbourne, 4 per cent from the rest of East Sussex and 25 per cent from outside East Sussex.
- ◆ 52 per cent of home owners and 48 per cent of private renters moved into the District from outside the area within the last five years. A substantial number of owner occupiers may have moved into the area for retirement reasons, as East Sussex is a favourite for retired people.

Rother District

- ◆ Over 17% of respondents of the Rother Housing Needs study expressed a possible need for separate accommodation in the local area within the next 5 years. If the 33% sample is 'grossed up', then the total expressed needs for separate accommodation in the District over the next 5 years amounts to over 2000 (2043) households.
- ◆ The largest single group (over 50% of respondents) expressing need was formed by young people seeking to leave home and live independently. However, there were also significant numbers of couples without children (19%), larger (3 or more) adult households (9%), and older (over 60) couples (over 20%).
- ◆ It is significant that less than 14% of all households expressing housing needs were on the District's Housing Register. Most respondents were either not interested in Housing Association accommodation, were unaware of the Register, or felt that they were unlikely to be accommodated in their desired location, especially single people. This confirms the limitations of the Housing Register for indicating total needs.
- ◆ Housing needs in Rother extend much wider and deeper than is apparent from the existing Housing Register. Many of the people in need are those living in villages who do not see any realistic possibility of obtaining a home there.
- ◆ Many of those in need cannot purchase accommodation because of high property prices relative to local incomes.

Brighton & Hove Unitary Authority

- ◆ A high student population (24,000) has resulted in the private rented sector being larger than the national average at 20% of all stock.

- ◆ Many letting agents / landlords can decide who they wish to let to, and often exclude people on benefits.
- ◆ Being within commuting distance of London, the housing market in Brighton & Hove is heavily influenced by the buying power of people working in London, making home ownership difficult to enter by anyone but high wage earners, thus leaving many people in the Private Rented Sector.
- ◆ 46% of homeless acceptances during 2000/01 were due to people losing private rented accommodation. High rents in the sector are increasingly pricing low income earners out of the market.
- ◆ The average wage in Brighton & Hove is lower than in the rest of the South East. In addition there are many workers that are paid towards the low end of the scale.
- ◆ Affordable accommodation and developments of housing in any sector within Brighton & Hove are restricted by the natural boundaries of the sea and South Downs.
- ◆ The price of land is expensive, thus making it a challenge for RSLs to compete with private sector companies.
- ◆ The number of empty properties that become available within the LA stock is decreasing.
- ◆ Smaller properties are more likely to become vacant rather than larger properties adequate for families. There has always been a shortage of 3 and 4 bedroom properties compared to need on the housing register / homeless acceptances. This situation is exacerbated further as tenants of these properties are not able to move into the private sector where housing costs are high.
- ◆ The unusually high numbers of vulnerable single people accepted as homeless in Brighton & Hove requires a high level of supported accommodation which the Council does not have access to in the numbers needed.
- ◆ The buoyant private housing market in the City has a direct impact on the numbers of homeless households accepted, as housing benefit rates do not keep up with local rents.
- ◆ Brighton and Hove PCG report the provision of primary health services specifically to people who are homeless, and buy in specialist drug and alcohol services and a CPN. A local GP and Mental Health Facilitator reports a high local need with limited resources.

Guildford District

- ◆ Guildford illustrates the difference between rural and urban homelessness. In East Surrey (e.g. Leatherhead) there are ten hostel beds, where as in West Surrey (Guildford) there are 150 (Information from the Guildford Action Drop-in Centre).
- ◆ In the Guildford area there are 200 beds available in total in hostel/shelters, of which 150 are in Guildford. Other areas have fewer services and so people gravitate to Guildford. This creates a core of people, for example heavy drinkers, who then attract more people of a similar nature.
- ◆ Accommodation in Guildford is very expensive. There are the law courts, many nurses, students, businesses and industries that have set up bases in Guildford, all creating a high demand on housing and pushing prices up. This means that even if people are beginning to sort themselves out, they still cannot afford accommodation.

Elmbridge District

- ◆ High prices of accommodation make it difficult for people to buy houses. Prices start from £160,000.
- ◆ The lack of affordable accommodation affects the retainment of Key Workers in the area.

Epsom and Ewell District

- ◆ In Epsom and Ewell, there is a chronic shortage of affordable housing and rents are high in the private sector.
- ◆ There are reported difficulties in accessing private rented accommodation with a 4 week delay in Housing Benefit and high rents not being covered by HB levels.
- ◆ Landlords are reluctant to accept households on benefits.
- ◆ A need for more provision for non priority need households (e.g. night hostels).
- ◆ There is a need to centralise services.

Waverley District

- ◆ There is no reported provision of primary health care specifically to people who are homeless (see Section 4.8).
- ◆ It has been suggested that the inadequacies in housing and the effects this has on the 14-21 year age group should be addressed and this has been identified as an area in need of much effort.

Thanet District

- ◆ There is a reluctance of private landlords to house homeless people/households high unemployment.
- ◆ Placement by other LA areas (using available private sector accommodation).
- ◆ High number of asylum seekers.
- ◆ High levels of deprivation.
- ◆ Shortage of suitable and affordable accommodation for young single homeless (under 18).
- ◆ Need ways to overcome the reluctance of private landlords to accept homeless clients.

Tunbridge Wells District

- ◆ There is little or no long term support reported in the Borough for households who have been homeless and resettled into suitable accommodation.
- ◆ There is an identified gap in provision for 16 to 17 year olds who are difficult to place once the council has accepted that it has the full two year duty toward them.

Tonbridge & Malling District

- ◆ Homelessness continues to be a significant problem and is directly related to the inadequate supply of affordable housing.
- ◆ The cost of purchasing property and of privately rented accommodation in this area is beyond the means of a large proportion of the borough's population, for example households in receipt of benefits or low-income households.
- ◆ There is a lack of affordable accommodation in the borough both privately rented and to purchase. Landlords of privately rented accommodation are selling properties to maximise their profit margins in the current boom.
- ◆ Homeless applications have continued at a high level over the last few years, typically between 250 and 300 homeless applications per annum, resulting in an average of 150 households where the council has a duty to provide housing.
- ◆ Private landlords are becoming increasingly unwilling to let properties to households who are in receipt of benefits.
- ◆ RSL accommodation demand in the borough exceeds supply.
- ◆ An Advice Centre was established in May 1999 in Tonbridge, and since then the number of referrals has risen to an average of over 450 people per year. Many of these have mental health issues and a number of people needed specialised supported accommodation.

Canterbury District

- ◆ There is now a high incidence of young people becoming homeless. In Dover the Outreach Team recently reported a problem with rough sleeping. The problem of hidden homelessness is considered to be 'acute'.
- ◆ There is a difference between East and West Kent in attitudes and provision for homeless people. In Thanet there are identified growing pockets of deprivation and the problems are considered as serious.
- ◆ Tenancy sustainment needs to be funded properly.

Dover District

- ◆ The Port of Dover seems to be the main factor attracting people to the area. There are numbers of people who are trying to get away from a difficult life experience in another part of the country.
- ◆ In addition, the amount of seasonal work available in the summer attracts people for employment.

- ◆ Three of the wards in the area rank among the 10% worst deprived wards nationally in terms of multiple deprivation and a further 5 wards fall within 11-20% of the most deprived wards nationally.
- ◆ 64% of households responding to the Needs Survey had an income below the national average of £20,000, with 29% below £10,000. 35% of households responding were in receipt of financial support.
- ◆ Floating support is being piloted with single people in order to ascertain whether this can reduce homelessness by enabling vulnerable households to maintain their tenancies.

Medway Unitary Authority

- ◆ Whilst there is a reasonably sized private sector market in the area there is a shortfall between Housing Benefit levels and rents.
- ◆ Medway's position and availability of private sector accommodation results in other local authorities using the area to secure temporary housing for their clients.
- ◆ There are an increasing number of young single and single vulnerable client groups. There is little supported provision for these groups to access housing without pursuing the homelessness route.
- ◆ The number of parental evictions is on the increase with issues such as financial pressures, lack of opportunities from the housing waiting list and problems with drug and alcohol dependency being the main causes of family breakdown.
- ◆ Increasingly RSLs refuse or are unwilling to have challenging clients (i.e. sex offenders, other high risk offenders, those with former tenant arrears or those with a history of anti social behaviour. Development programmes with RSLs has declined.
- ◆ There is a loss of affordable private rented housing and a reduction in the new build programme.
- ◆ An increase in the number of young people presenting themselves as homeless.
- ◆ Young vulnerable people often cannot access support needs, with only the most vulnerable qualifying for social services.