



Homelessness and Complex Needs: Comparing Policies and Outcomes Across Great Britain

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Introduction

1. Homelessness-specific policies:

➤ England

➤ Wales

➤ Scotland

2. Comparing homelessness expenditure, drivers and outcomes across GB

3. The intersection between homelessness and other 'complex needs'

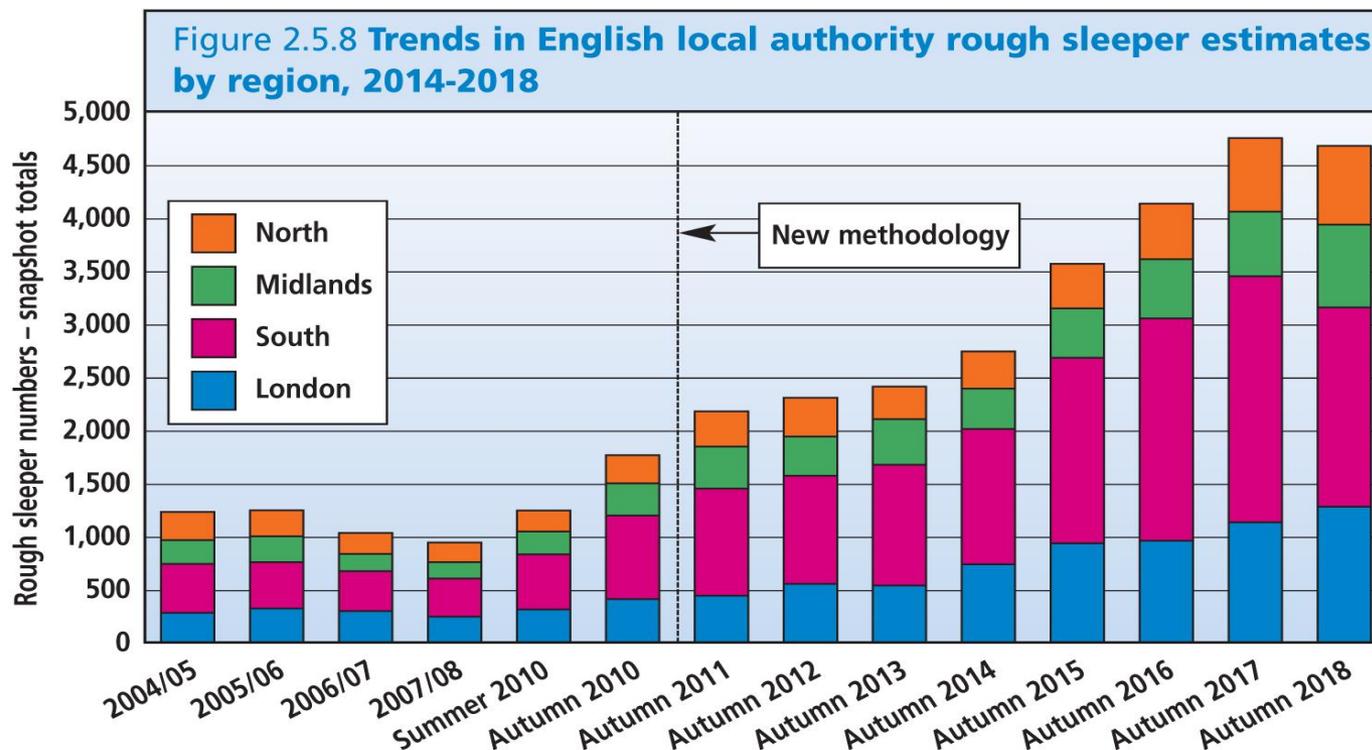
England: Pre-2010

- **Goals:** two-thirds reduction in rough sleeping (1998-2001); halve numbers in temporary accommodation (2003-2010)
- **Measures:** Rough Sleepers Unit + Housing Options
- **Outcomes:** targets achieved; reduction in rough sleeping sustained for almost a decade; dramatic reduction in statutory homelessness acceptances; 'sea change' in responses to youth homelessness

England: 2010-2017

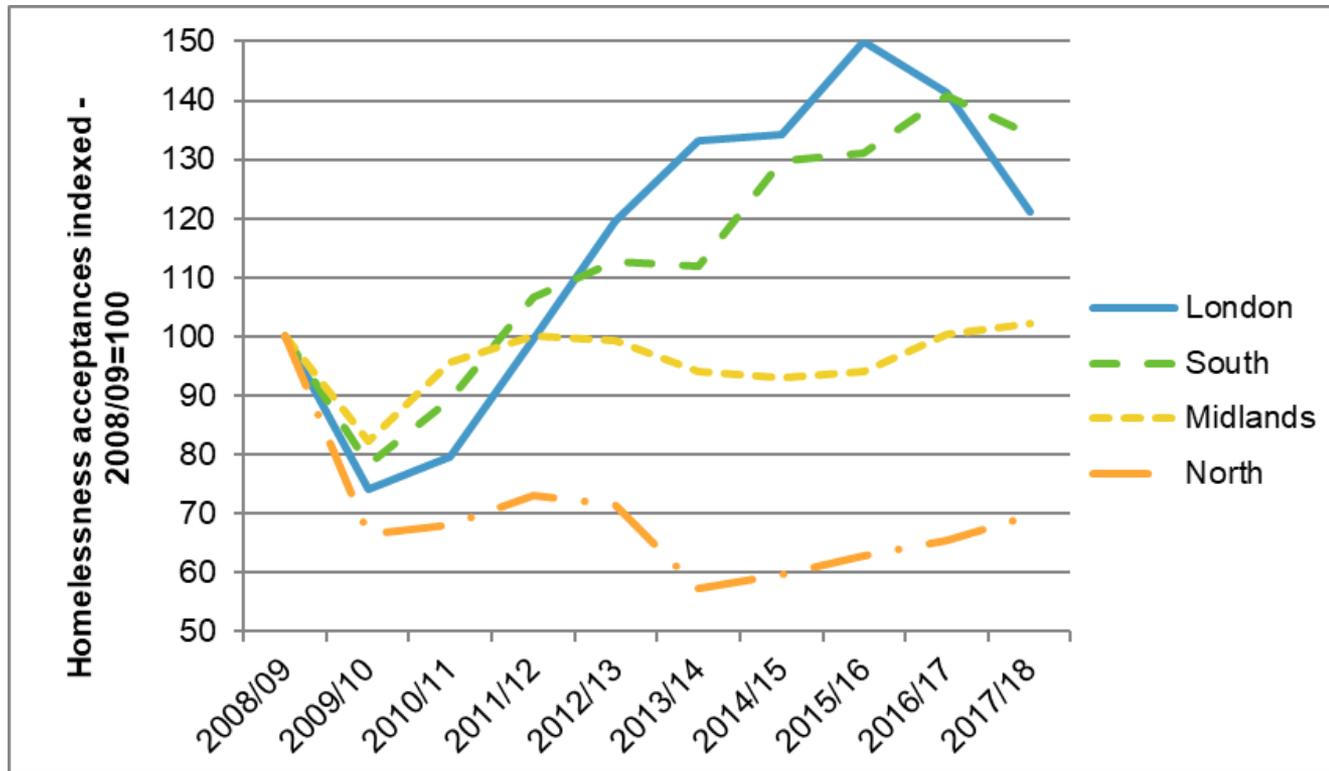
- **Goals:** No national goals, the turn to 'Localism'
- **Measures:** Localism Act 2011; a scatter gun of minor homelessness initiatives/ small uncoordinated pots of money; no strategic direction
- **Outcomes:** doubling of rough sleeping; substantial rise in statutory homelessness, concentrated in London and the South

England: rough sleeping

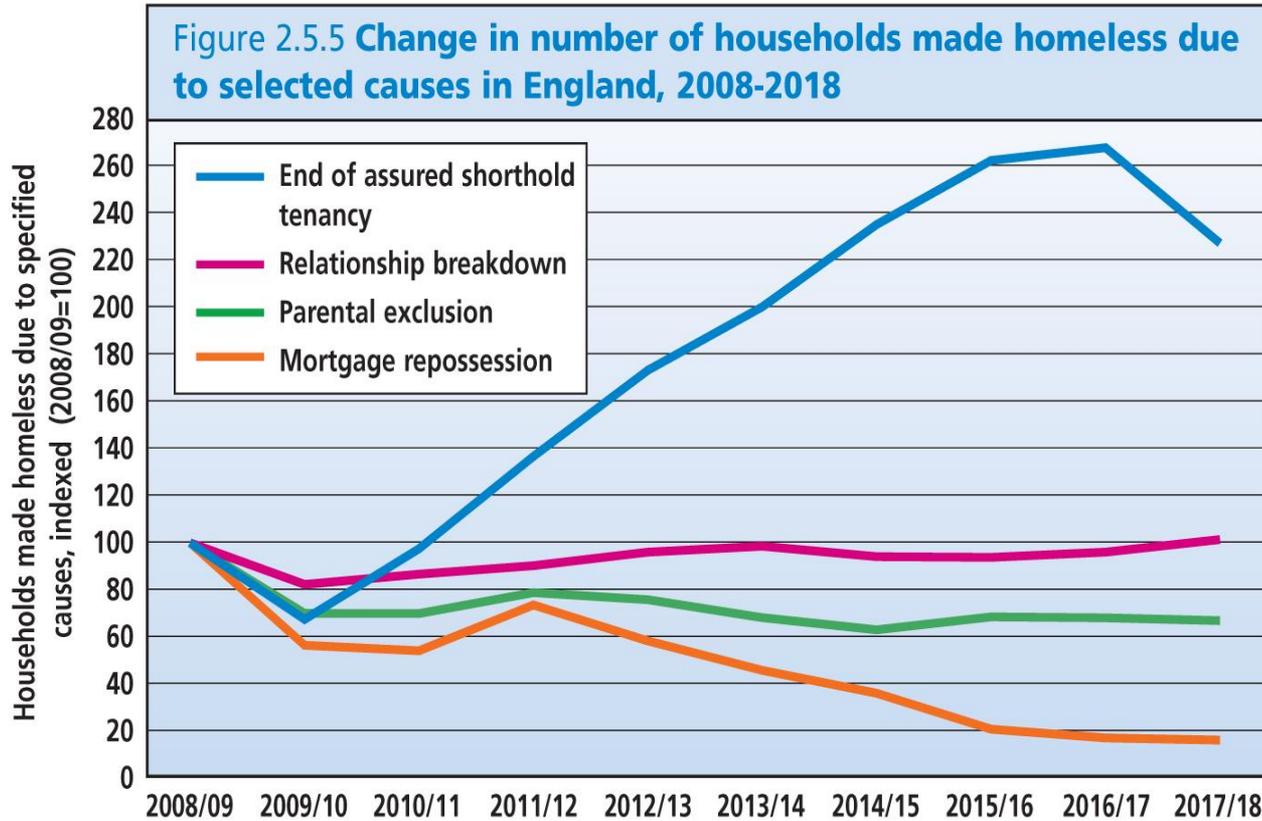


Source: 2004/05-2007/08 – collated from Audit Commission Best Value Performance Indicators returns;
 Summer 2010 onwards – MHCLG.

England: regional divergence



England: immediate causes



Source: Collated from DCLG statutory homelessness statistics.

England: 2017-

- **Goals:** prioritise prevention; rough sleeping to be halved (by 2022)/eliminated (by 2027)
- **Measures:** Homelessness Reduction Act (2017); 'Housing First' pilots (2017); Rough Sleepers Strategy/Initiative (2018)
- **Outcomes:** HRA – early indications positive, official evaluation underway; RSI - internal evaluation indicates beneficial effects

Wales: Goals and Measures

- **Goals:** prioritise prevention + reduce statutory homelessness (2014); reduce rough sleeping (2017 onwards)
- **Measures:** Housing (Wales) Act 2014= overhaul of homelessness duties to emphasise universal prevention + relief duties (including towards single people); new Homelessness Action Group (2019)

Wales: Outcomes

- Positive evaluation of new legislation: more proactive, flexible, problem-solving services
- Much better service for single people
- Sharp reduction in homelessness acceptances
- But less help for people 'complex needs' - increase in rough sleeping (from low base)
- Action Group – only just been set up, but heavily influenced by recent developments in Scotland

Scotland: 1999-2009

- **Goal:** all unintentionally homeless people in Scotland entitled to permanent rehousing
- **Measure:** abolition of 'priority need' (2003-12)
- **Outcomes** = significant service improvement for single people; decline in rough sleeping/repeat homelessness; but massive and sustained increase in use of temporary accommodation

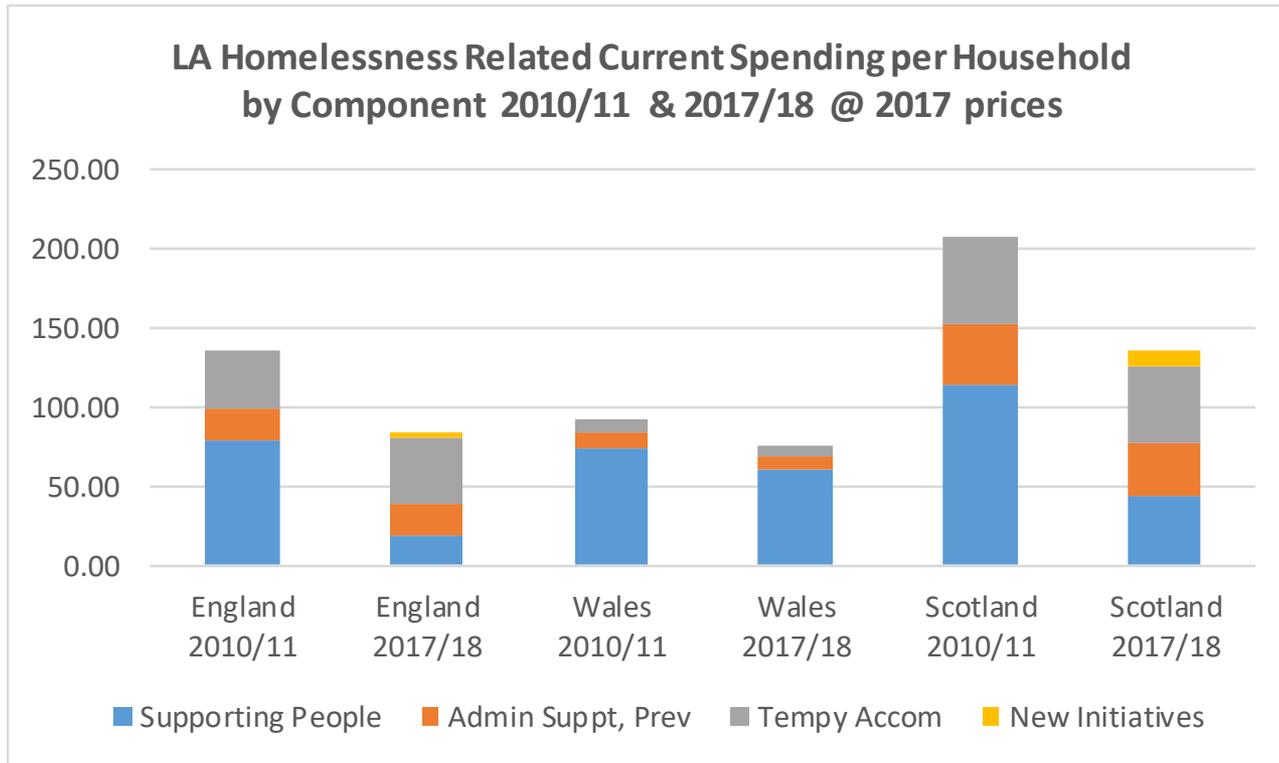
Scotland: 2010-2018

- **Goal:** reduce statutory homelessness and temporary accommodation
- **Measure:** (belated) introduction of “light touch” Housing Options (2010)
- **Outcomes** = reduced/then stable levels of statutory homelessness; but persistently high levels of temporary accommodation

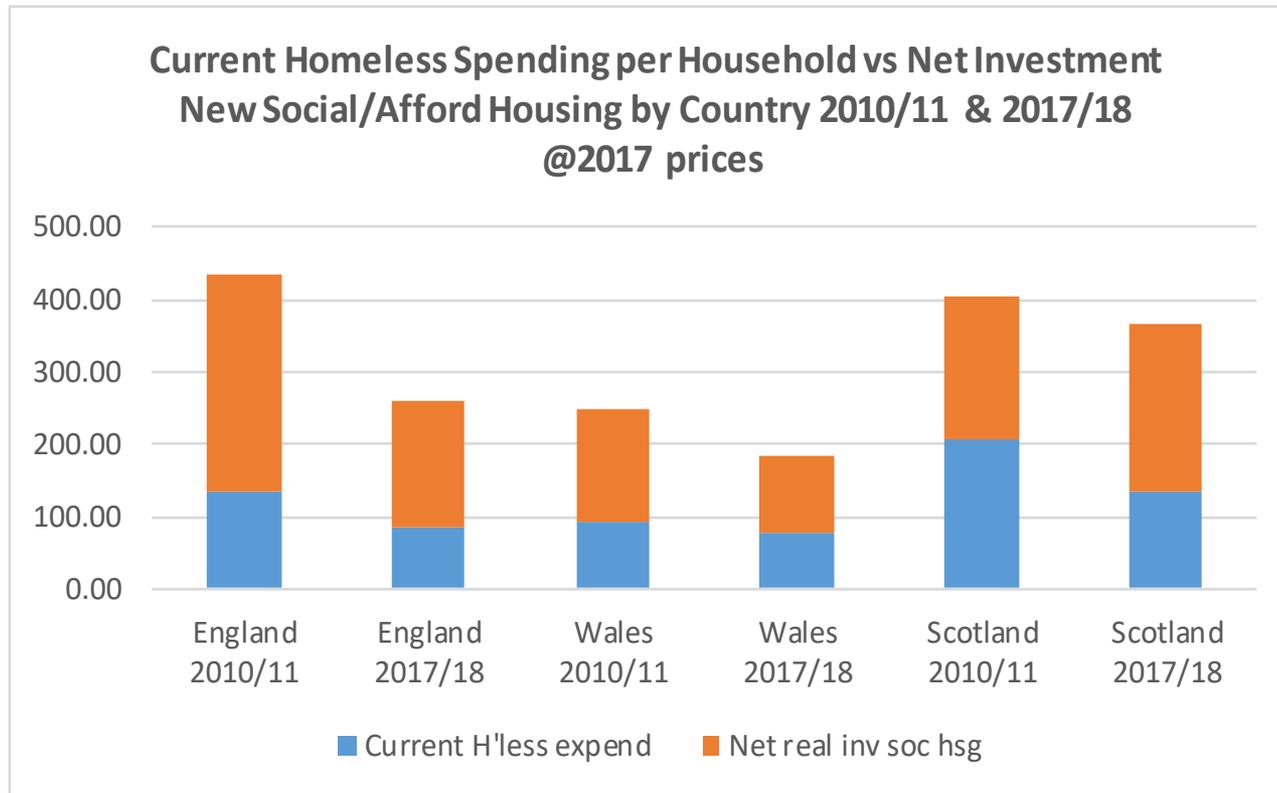
Scotland: 2018-

- **Goal:** more pro-active prevention; system change towards 'rapid rehousing'
- **Measures:** Homelessness and Rough Sleeping Action Group; Rapid Rehousing Action Plans; national Housing First programme; new homelessness prevention legal duties
- **Outcomes:** too soon to say; but should particularly improve position of complex needs group

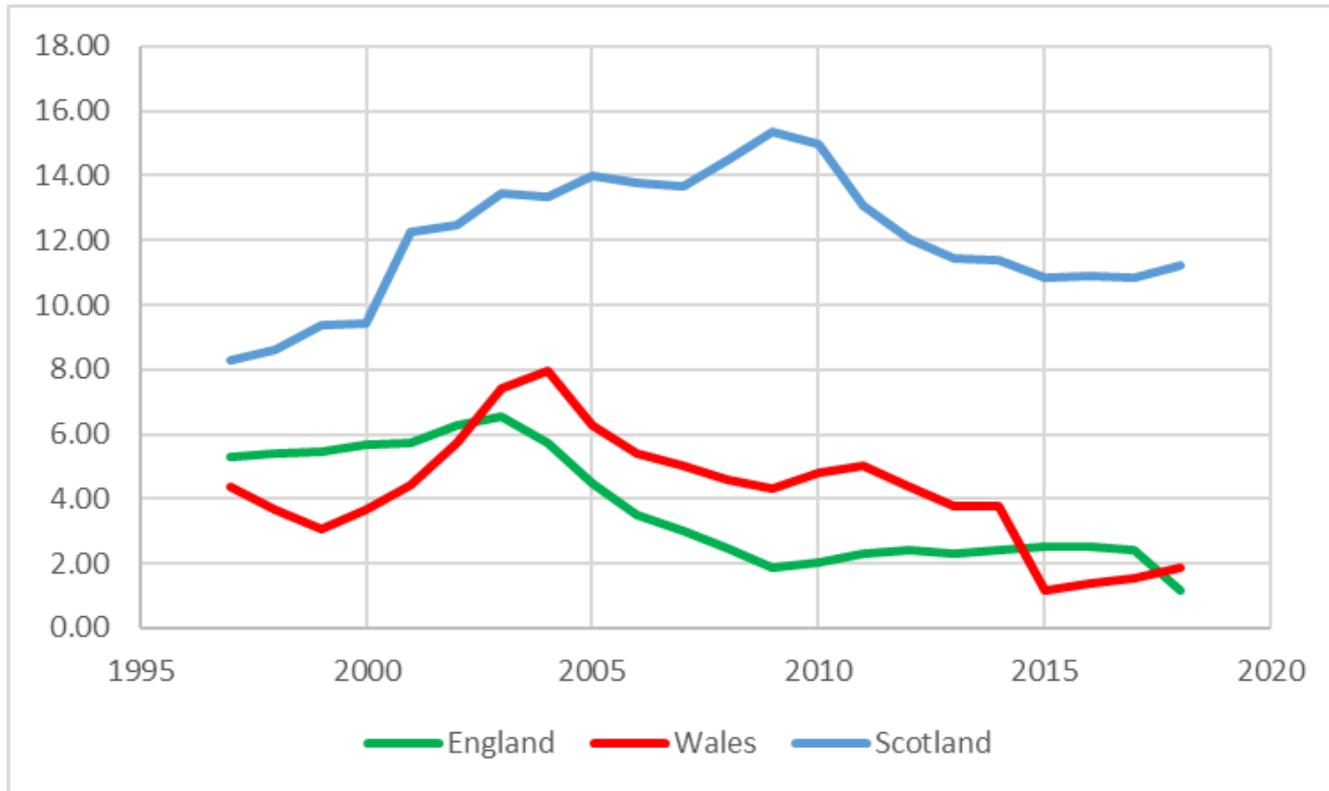
Current expenditure on homelessness by country 2010-18



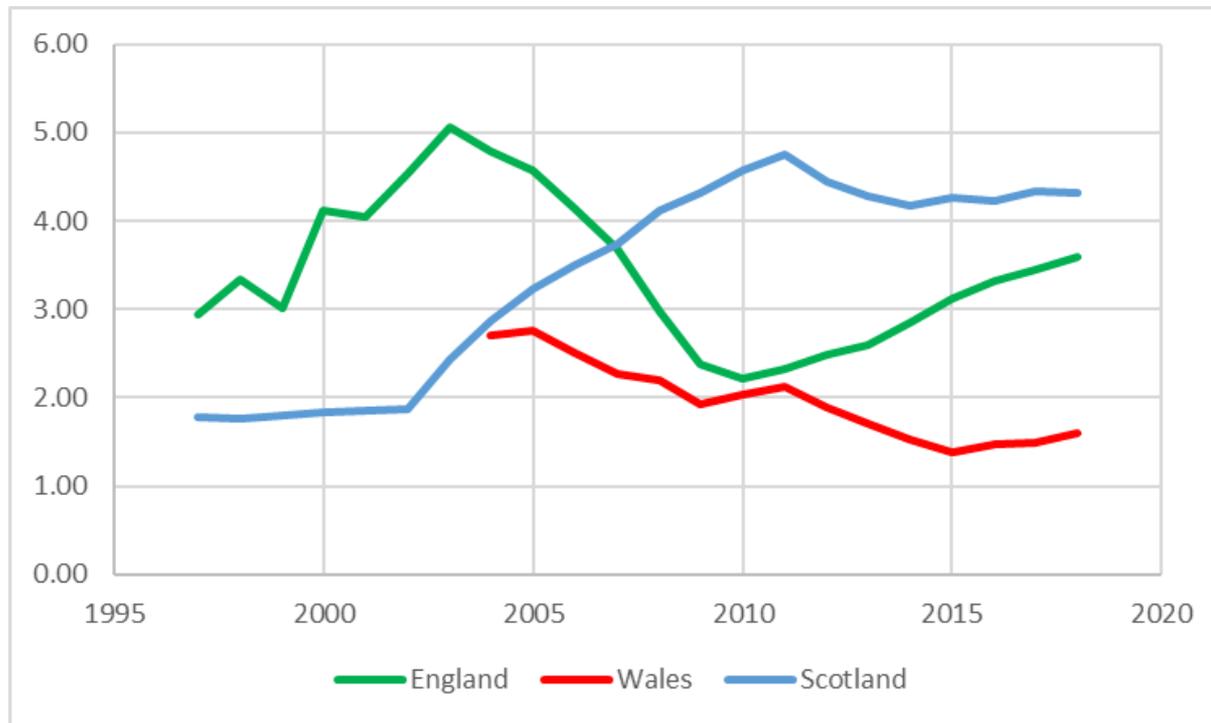
Current vs Capital Investment



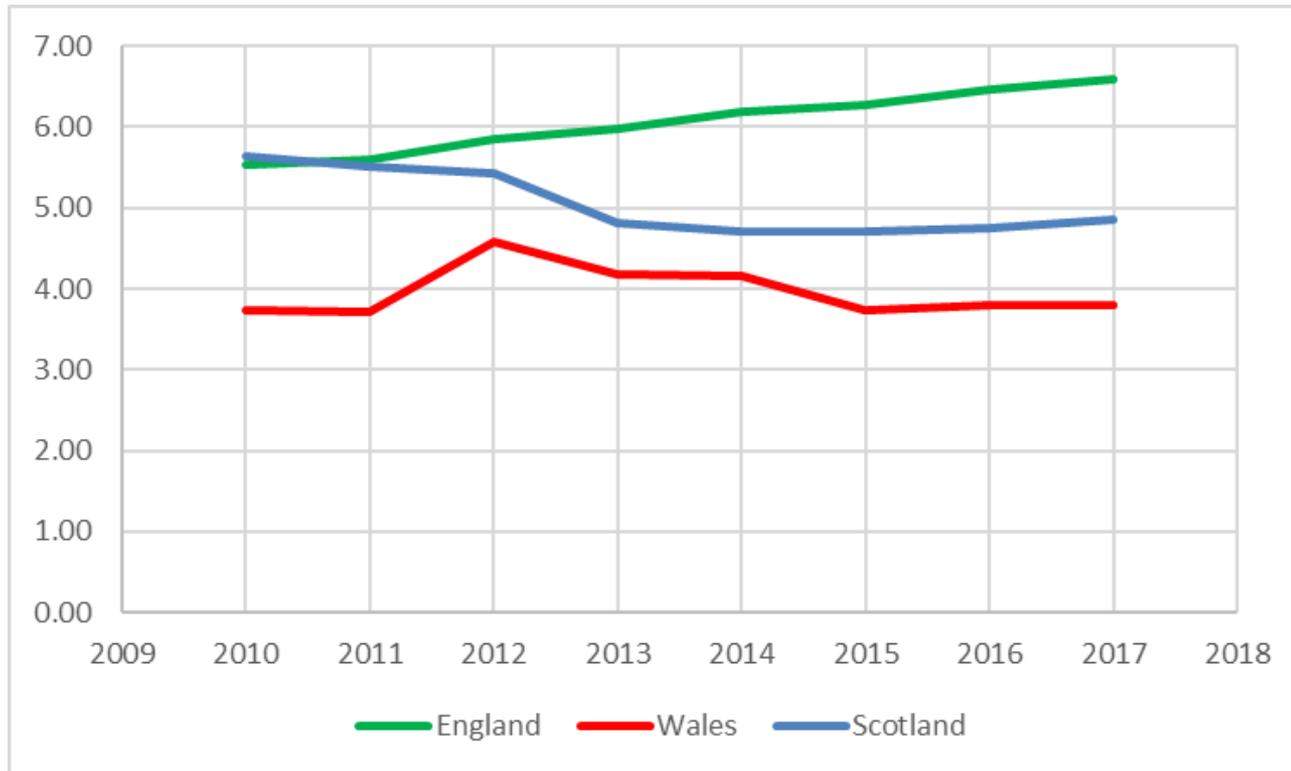
Homeless priority need acceptances per 1000 households by country 1997-2018



Homeless households in temporary accommodation per 1000 households by country 1997-2018



Core homelessness estimates by country (2010-2017)



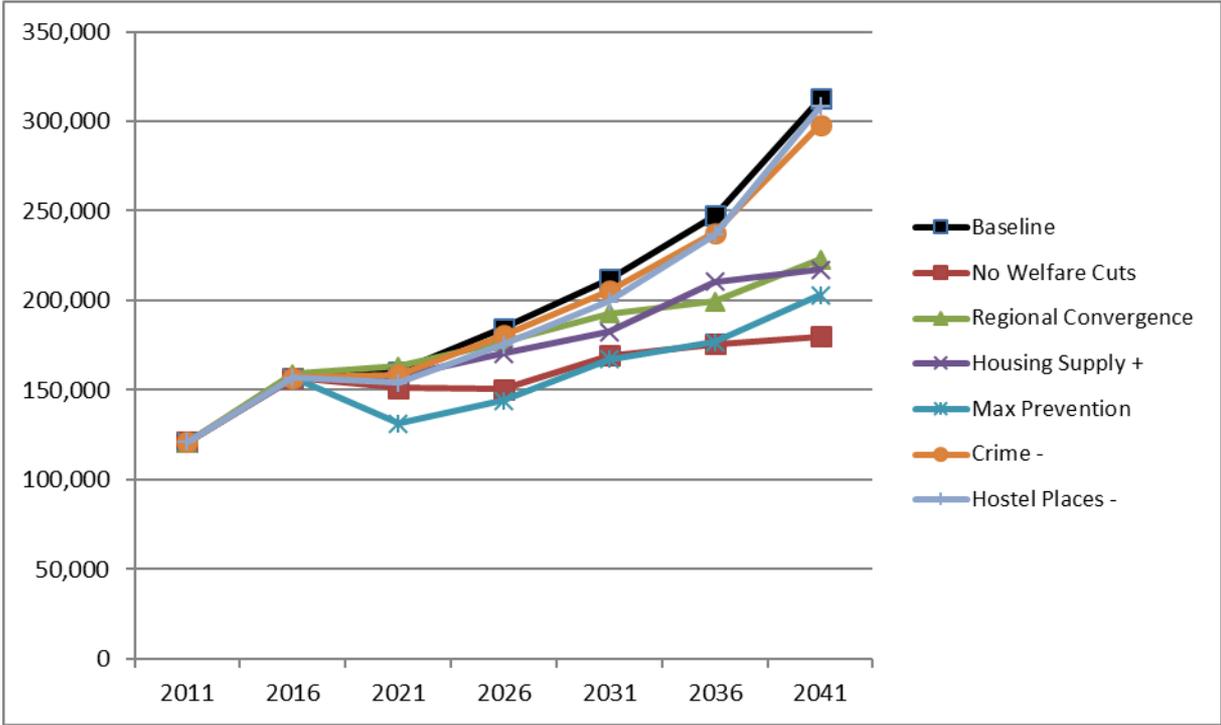
Who is most at risk of homelessness?

- Findings support a predominantly structural analysis of homelessness, without discounting individual causation in specific cases:
 - (childhood) poverty – is key
 - health and support needs (e.g. addictions) – contribute but explanatory power less than that of poverty
 - social support networks - ‘buffer’ moderate economic effects to some extent
 - where you live also matters – odds highest in areas of housing pressure, but much less important than individual/household factors
- Demolishes the ‘two pay cheques’ myth:
 - the odds are systematically stacked for/ against different people
 - for reasons largely outside their control
 - making homelessness *predictable* but not *inevitable*
 - we can use this knowledge to a) target prevention (policy), b) challenge structural inequalities (politics)

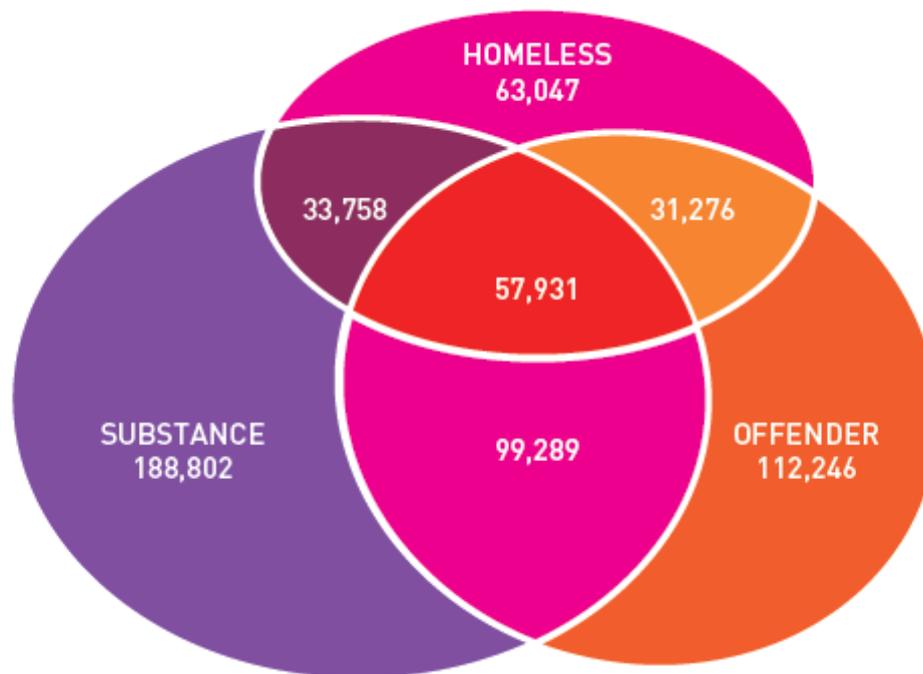
Factors driving trends in homelessness across GB

- Based on *Homeless Monitor* reviews of context, surveys of frontline services, and modelling work based on LA panels and micro survey data (cf *Housing Studies* 2018).
- *Rough sleeping* – age (yng), gender (m), single households, current and past poverty, crime rates/ record, unemployment, in-migration, unsuitable TA
- *Hostels etc* – supply /funding determined (declining)
- *Homeless acceptances* - migration, household types, ethnicity, earnings/low income, qualifications (-), disability, welfare cuts, house prices and social rented supply (-), crime rates, hostels & other communal estab's, prevention activity (-).
- *Unsuitable TA* – level & change in acceptances, SR supply (-)
- *Sofa surfing* - demographics (age, migrancy, household types), poverty (income, financial difficulties, past poverty, unemployment, job growth/decline), housing (tenure, crowding, social housing supply -), criminal record, and institutional accommodation

Core homelessness projections with different scenarios, Great Britain(2011-2041)



Homelessness and Complex Needs –England 2010/11

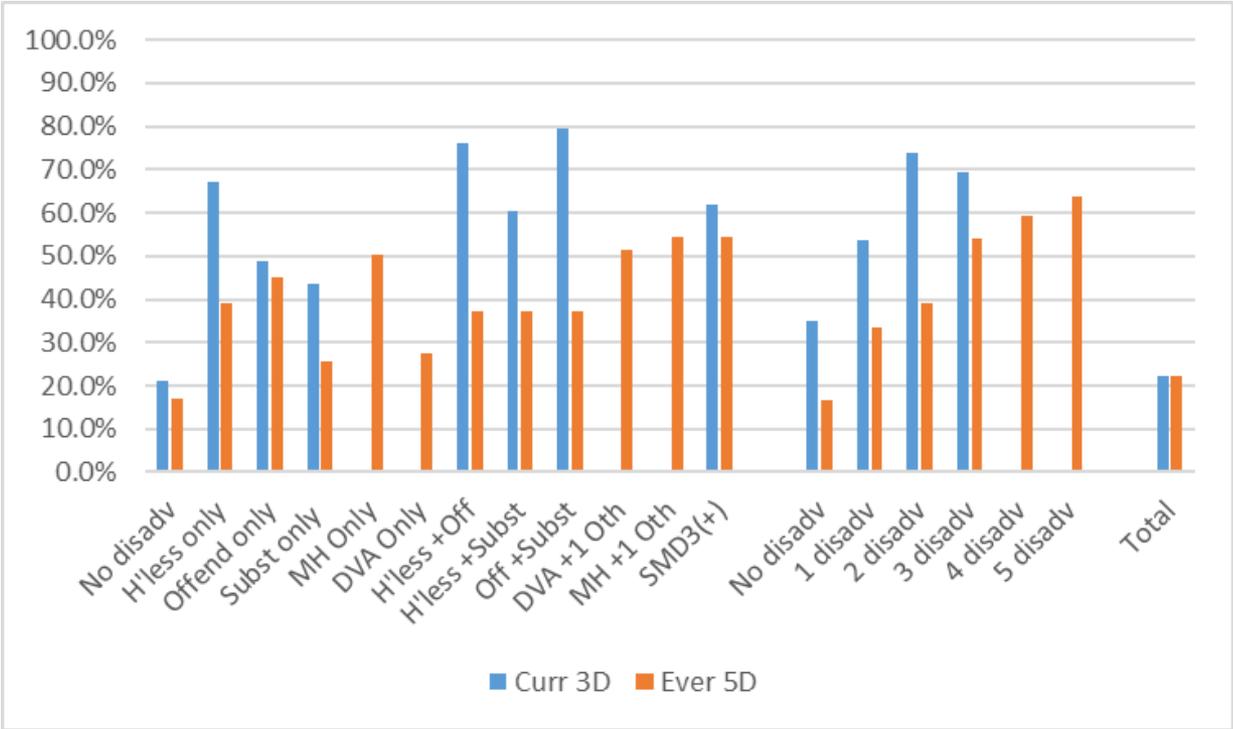


Homelessness and Complex Needs - Scotland c.2014

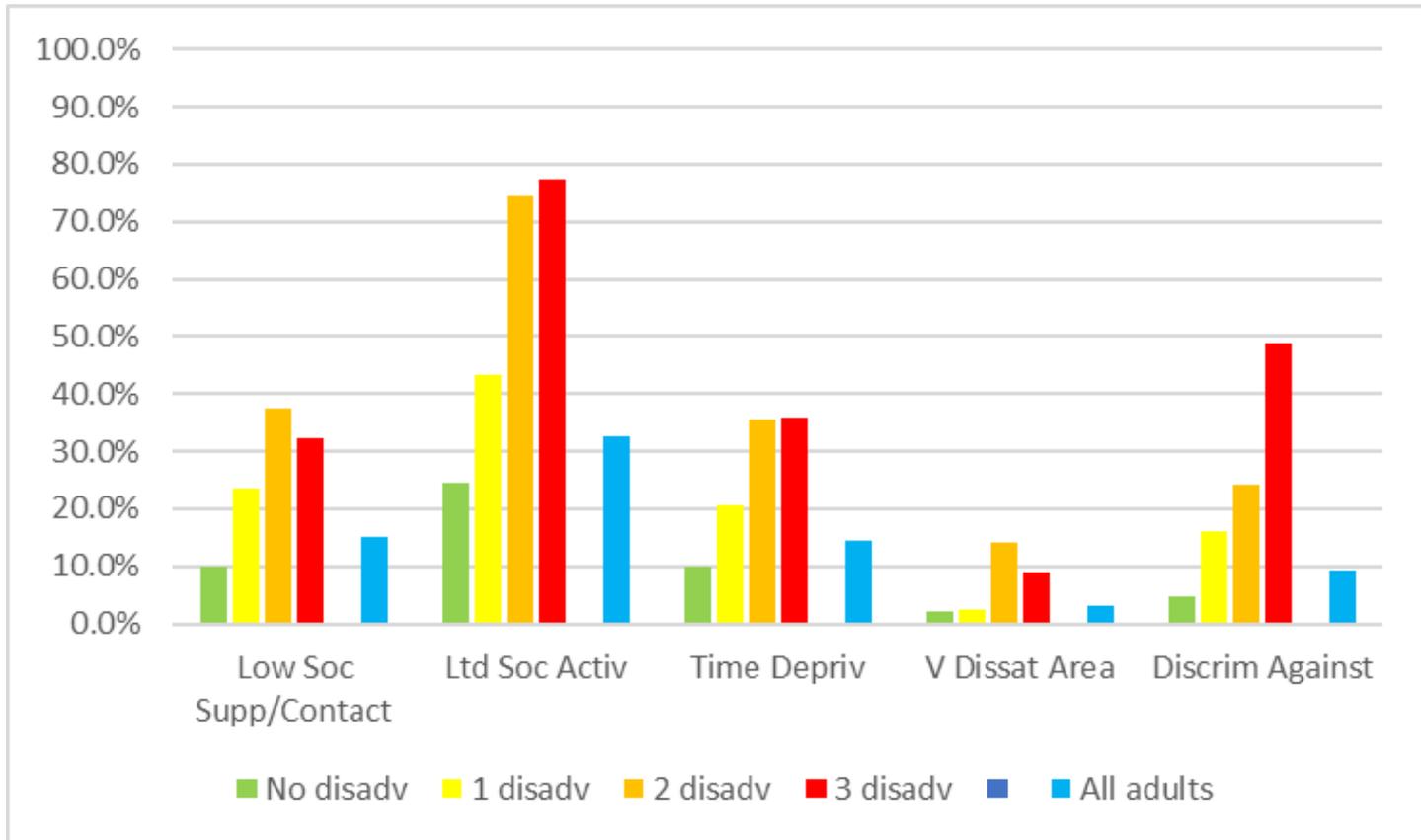


Background Experiences	SMD1	SMD2	SMD3
Childhood			
In care	6.5%	17.4%	17.8%
Homeless family	3.7%	9.7%	13.7%
Left home < 16	4.5%	12.9%	16.3%
Left home > 16–17	18.6%	28.2%	30.7%
Ran away	10.3%	28.3%	41.9%
Starved	12.7%	9.5%	17.3%
Abused	9.5%	22.4%	24.3%
Neglected	4.8%	15.1%	17.9%
Parent(s) violent	13.1%	27.9%	29.3%
Parent(s) drug/alcohol	9.1%	19.9%	29.0%
Parent mentally ill	5.0%	16.6%	16.9%
Not get on with family	19.4%	31.7%	29.5%
None of the above	43.3%	24.4%	15.2%
Education			
No qualifications	26.5%	34.5%	45.2%
Dyslexic	6.9%	11.6%	16.4%
Other learning difficulty	6.8%	14.0%	14.6%
Truanted	16.6%	47.3%	59.1%
Suspended	10.3%	25.7%	46.8%
Bullied	13.3%	21.6%	24.5%

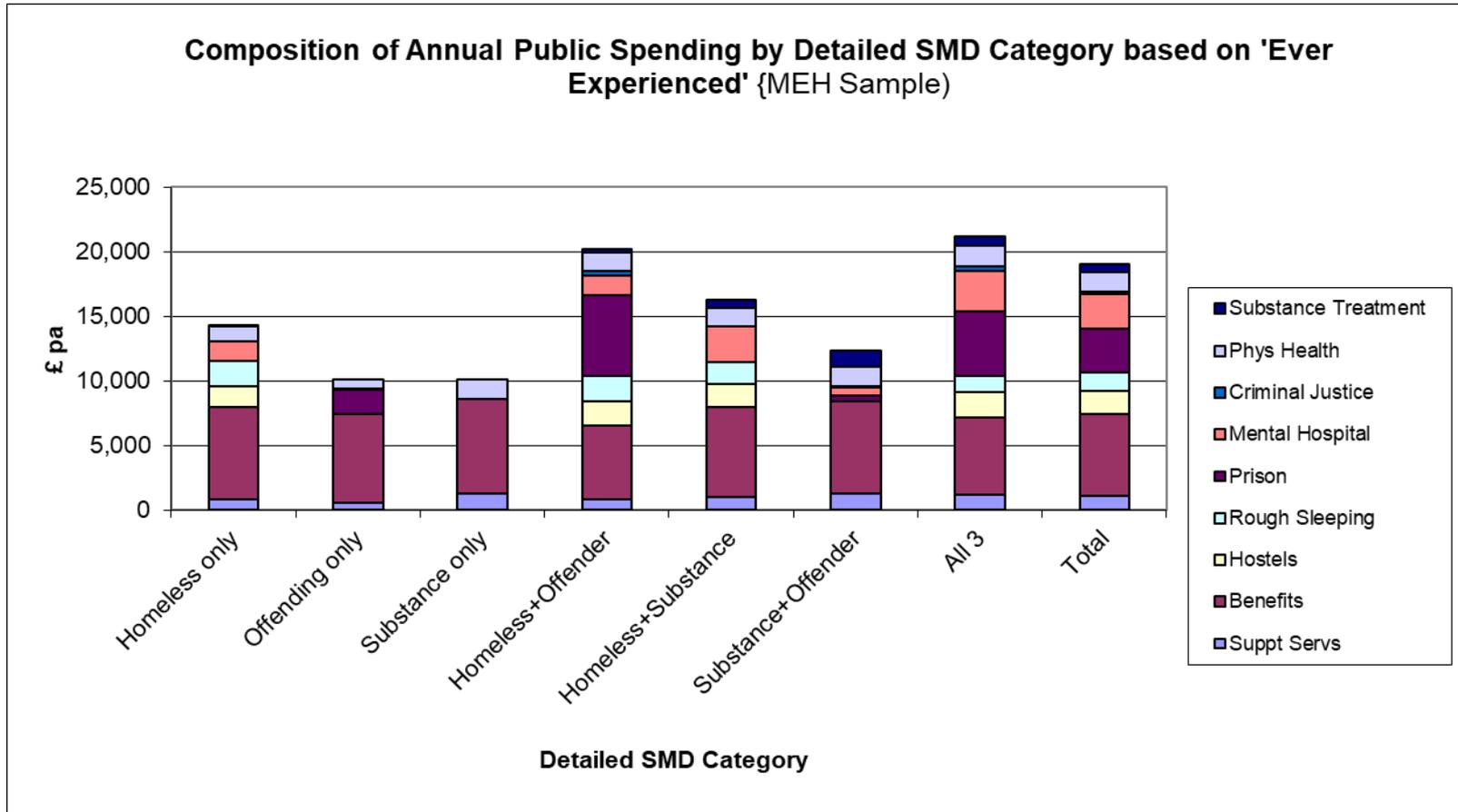
Current Low Income by Complex Needs Categories, Scotland



Social Exclusion Outcomes and Complex Needs



Excess public spending cost of complex needs, England 2010/11



Conclusions

- Distinctive homelessness policy ‘stories’ in each of the GB countries, but also a lot of policy mobility between them
- Targeted policies have profound impacts on homelessness trends and outcomes – witness the contrasts between the GB countries, and also the critical disjunctures over time
- But wider drivers are also critical – especially poverty, welfare reform and housing supply
- The more visible forms of single homelessness intersect strongly with other complex needs, such as substance misuse and offending, but these other issues are themselves also systematically related to poverty