homeless link

#StateOfTheSector

Support for
single homeless
people in England
Annual Review 2015

Full report

Support for single homeless people in England
ANNUAL REVIEW 2015

CONTENTS

KEY FINDINGS

With one in ten people in England reporting that they have had personal experience of being homeless, many people will require support and help for homelessness at some point in their lives[1]. While homelessness can happen to anyone at any time, the causes of homelessness and the subsequent support people need varies. The kind of assistance that people are eligible for will also depend on their circumstances and some people may find it difficult to access the help that they need. In particular, this applies to people who become 'single homeless' – people without dependents who are not eligible for statutory support under homelessness legislation. Many of these individuals rely on services in the homelessness sector to provide them with accommodation and support to help them address the issues that led to, or maintain, their homelessness.

For the past eight years Homeless Link has been tracking provision for single people in the homelessness sector, looking at the needs of people experiencing homelessness and the support available. This is based on information and evidence from services on the Homeless UK database[2] and our membership base[3]. The research helps gauge how services respond to fluctuations in demand and funding, and to shifting expectations regarding the role of homelessness services. This evidence is necessary to help services, commissioners and policy-makers plan for people's needs in a rapidly changing environment.

This report provides the latest data and evidence from our annual review. The research is based on two surveys with 357 homelessness accommodation providers (a response rate of 28%) and 104 day centres (a response rate of 50%), a self-completed data return from 250 homelessness accommodation providers (a response rate of 20%), analysis of Homeless UK and UK Advice Finder databases, analysis of secondary data sources, and case studies collated through telephone interviews with staff working in homelessness services[4]. Key findings include:

People who use homelessness services
- 70% of people using accommodation projects are men. 49% are young people aged between 16 and 24. Over one in five (22%) have a history of offending, and 19% are people who have recently slept rough.
- 38% of people using accommodation projects have complex or multiple needs, 30% have drug problems and 23% have alcohol problems. 32% of clients in accommodation services have mental health problems, just over one in ten (13%) have physical health problems and 8% have a learning disability.

Availability and use of homelessness services
- There are currently 1,253 accommodation projects for people who are single homeless in England, a small decrease of 1% from last year. There has also been a reduction in the number of bed spaces available in accommodation projects – 1,994 fewer than last year, a decrease of 5%.
- The number of day centres in England has reduced by 4% since last year from 216 to 208.
- The two biggest reasons for accommodation based services declining referrals or refusing access to clients were either that the person was assessed as being too high risk to other clients or staff (77%) or that their needs were too high (76%). In contrast day centres have much lower rates of refusing access across all categories. The two biggest reasons reason was someone being intoxicated with drugs and alcohol (61%), while just over half (52%) of day centres refused access because the client's needs were assessed to be too high, or a risk to staff or other clients.

Resources and funding for homelessness services
- 51% of accommodation projects said the main primary funding source remains housing-related support (or Supporting People as previously known).

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[1]Experience of homelessness – from omnibus survey by Populus for Homeless Link, 11-12 September 2013
[2]The Homeless UK database holds information about accommodation projects, while not a comprehensive coverage it is the most accurate source of homelessness services in England
[3] Homeless Link has over 550 members who work directly with people who experience homelessness in England
[4] A more detailed methodology can be found in the appendix and chapter 1

- 41% of accommodation projects have experienced a decrease in their funding since the last financial year. 40% reported no change, and 8% had an increase in funding this year.
- Day centres' funding streams remain more diverse than accommodation projects. 23% of day centres receive health funding (compared to 4% of accommodation projects). Fundraising is the most common primary source of funding, with 57% of day centres reporting this.

Outcomes for people who become homeless
- The outcomes achieved by people using accommodation projects have improved across nearly all categories since last year. Over a third of people (34%) using accommodation projects were engaged in education or training (compared to 23% last year). Gaining paid employment still remains the least common outcome for people using homelessness services, but there has been an increase from 10% to 14% since last year.
- However, access to move-on accommodation remains an issue. 62% of accommodation projects said that local pressures on the housing market or limited supply of suitable rental properties were the main barriers to move-on. On average, accommodation projects reported that 25% of people currently staying in their services were ready to move on but had not yet been able to. Over half (58%) of those had been waiting for more than three months.

Changes and delivery of single homeless support and services
- A range of approaches are being used to improve the accommodation and other longer term options available. Over half (55%) of accommodation projects either use or are exploring shared accommodation schemes. 52% use or are exploring rent deposit and bond schemes and 34% use or are exploring Housing First.
- Social investment methods such as social bonds are not currently being widely used. 12% of projects reported that they use or are exploring social investment. 5% of accommodation projects said they are commissioned on a payment by results basis.
- Just over a fifth of accommodation services (21%) said they jointly commission services with other providers in their area which they do not provide in-house and 58% said they jointly deliver services with other providers in their area. Day centres have slightly lower levels of joint commissioning (7%) and nearly half (47%) jointly deliver services with other providers in the area. Both accommodation projects and day centres quite widely share information about their clients with other providers in the area (85% and 60% respectively).

Impact of welfare changes
- Accommodation projects reported seeing a wide range of benefit issues experienced by the people using their services. The most common benefits problem experienced by people using homelessness services was sanctions, reported by 90% of services, an increase from 69% last year. 61% of accommodation projects say the proportion of people being sanctioned has increased.
- 61% of accommodation projects said their clients could easily gain access to local welfare assistance schemes but nearly half of accommodation projects did not know if there was going to be a local welfare assistance scheme in their area next year.

Future developments
- Participants reported a range of gaps in provision affecting services in their area and the people they support. A number of changes within and outside the homelessness sector are having an impact on demand and on the level of support available to people. Similar challenges were reported to previous years, such as difficulties accessing appropriate accommodation and high levels of sanctions. In some cases these issues have intensified.
- Cuts to funding mean that many services are struggling to maintain a good level of service on a lower budget. Less availability of external support services are also having an impact, with mental health provision repeatedly described as lacking by a large number of respondents. Within this context, many services are adapting by reducing costs where they can, sometimes limiting the level of support they can offer.

- Innovative approaches and new ways of working are enabling some services to enhance their provision within a changing environment, but in many cases participants reported that less money may result in a reduced service with potentially higher levels of homelessness.

Limitations of the data

While we have ensured that the data is as accurate as it can be within the research framework it should be interpreted with some caution based on the caveats outlined below.

The Homeless UK database is updated on a continual basis to ensure the database is accurate. The telephone survey is collected from a sample drawn from the Homeless UK database, and is a close match to the sector as a whole. The standard error for the sample data presented is +/- 4.39, which means that each of this year's figures may in reality be higher or lower by 4.39 percentage points.

The self-completion data return and day centres survey are based on results from those out of the whole sample (1,253 projects for the data return and 208 for day centres) that responded to the survey and were not selected through a sampling framework. The day centres survey has a response rate of 50% but the data return from accommodation projects is much lower at 20%. However, there were some questions which were asked in both the accommodation project telephone survey and the data return and when these were cross referenced they returned results within 2% of each other. While some caution should be drawn from the low response rate, the similarities across both data sources show that results are indicative of the single homelessness sector as a whole.

CHAPTER 1: INTRODUCTION

This report provides analysis of support available for single people in the homelessness sector. It is the eighth consecutive year the research has been conducted and it examines support services available to single people experiencing homelessness, funding for these services, their capacity, and changes to the provision of this support. The research can be used by service providers, local authorities, commissioners and policy makers to understand where services fit into the national picture, and provide key evidence on the characteristics of people who become homeless and their support needs.

This year's report focuses on services and provision between October 2013 and September 2014 and what has changed since the previous year (October 2012 and September 2013). Details of previous publications of the research since 2008 can be found on Homeless Link's website: http://www.homeless.org.uk/facts/our-research/services-and-support-research

Methodology

There were six elements to the fieldwork which was carried out between October 2014 and January 2015:

1. Telephone survey of 357 accommodation projects in England representing 28% of the projects on the Homeless UK database. Projects were stratified by region, and then randomised to produce a sample for the telephone survey.

2. Self-completed data return from 250 accommodation projects, a response rate of 20%.

3. Web survey of 104 day centres, a response rate of 50%.

4. Secondary data analysis of statutory homelessness (P1E) data and rough sleeping figures published by DCLG and the Supporting People data published by the Centre for Housing Research, University of St Andrews. A review of other relevant literature and policy documents is included as part of this in chapter 2.

5. Analysis of Homeless UK and UK Advice Finder databases which hold information on approximately 1,253 accommodation projects. While not a comprehensive coverage it is the most accurate source of data about homelessness services in England. The data was accessed in November 2014 to provide comparative year on year analysis from previous publications of the annual review.

6. Five case studies gathered through purposive telephone interviews to provide in-depth examples of different types of provision for people who become homeless in England.

While we have ensured that the data is as accurate as it can be within the research framework it should be interpreted with some caution based on the caveats outlined below.

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they returned results within 2% of each other. While some caution should be drawn from the low response rate, the similarities across both data sources show that results are indicative of the single homelessness sector as a whole.

Structure of the report

Drawing on secondary data sources and publications, chapter 2 explores the different categories of homelessness, the number and distribution of people experiencing homelessness in England as well as the impact external socio-economic changes are having on this group. Chapter 3 uses data from the Homeless UK database, as well as the accommodation project telephone survey, day centre survey and data return to examine who uses single homelessness services in England, the availability of homelessness services and day centres, and how accessible they are. The rest of the report uses data from the accommodation projects telephone survey, day centre survey and data return. Chapter 4 explores the range of funding sources homelessness services receive, the changes in levels and sources of funding and the variation in staffing levels in accommodation services and day centres. Chapter 5 shifts the focus to the impact of welfare reform and explores where people in homelessness services move on to, including the barriers to finding independent accommodation. Finally, chapter 6 examines the main changes and gaps in provision which respondents reported. This chapter is based on analysis of open text responses to the accommodation and day centres survey and looks at the challenges and how services are adapting to these.

CHAPTER 2: SINGLE HOMELESSNESS IN ENGLAND

Key headlines
- During July-September 2014, 27,970 homelessness applications were made, of which 50% were accepted as homeless.
- In the same period, more than five thousand (5,060) households were found to be homeless but not in priority need, comprising 18% of the number of households seeking help. A further 8% were found to be intentionally homeless.
- 2,744 people were sleeping rough on a given night in autumn 2014, an increase of 14% from autumn 2013.
- The largest category of people receiving housing-related support is people who are single homeless with support needs (24% or 35,271 individuals between April 2013 and March 2014).

This chapter explores the different categories of homelessness and then looks at the existing evidence on the numbers and distribution of people experiencing homelessness in England, and the impact that changes in the social, political and economic environment are having on this group.

Types of homelessness
Although the term 'homeless' is often applied in everyday language to people who sleep rough, the legal definition is much broader, encompassing anyone who has no home in the UK or anywhere else in the world available to occupy. This not only includes people without a roof over their head but people whose accommodation is insecure; those facing eviction, living in temporary accommodation, squatting, people at risk of violence, those housed in property potentially damaging to their health, and those who cannot afford their current accommodation. The range of circumstances denoting homelessness means that there are several categories of homelessness, defined and measured in different ways. These are outlined below.

Statutory homeless Households deemed to be homeless, eligible for support from their local council and in priority need.

Single homeless Those who are homeless but do not meet the priority need criteria to be housed by their local authority under homelessness legislation. They may live in supported accommodation, e.g. hostels and semi-independent housing projects, sleep rough, sofa surf or live in squats. They may also be referred to as non-statutory homeless.

Vulnerably housed People without accommodation, people in temporary, insecure or poor quality accommodation including overcrowding, or those who are threatened with homelessness.

Street homeless People sleeping rough.

Hidden homeless People not recorded in official statistics, who tend to reside in squats, on the floors or sofas of friends and families, or sleep rough in concealed locations.

People experiencing homelessness may move in and out of these categories as their circumstances change and their needs change accordingly. The only people who by law are entitled to be provided with housing are the 'statutory homeless' who meet the criteria for 'priority need'[5]. In these circumstances, local authorities have a statutory duty to find accommodation for the applicant. When homelessness applications are declined

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[5] Priority need categories set out under the Housing Act 1996 and the Homeless (Priority Need) Order 2002 are pregnant women and those with dependent children, homeless as a consequence or flood, fire or other disaster, aged between 16 and 17 unless owed an accommodation duty by children's services, care leavers under 21, a 'vulnerable' person as a result of old age, mental illness or disability, leaving prison or Armed Forces, being in care, at risk of violence or threats of violence.

applicants are placed into one of three categories; 'intentionally homeless', 'not in priority need' and 'not homeless'. A large proportion of the people designated as 'not in priority need' are likely to be single homeless, without dependents, and who are not considered 'vulnerable'[6]. They may also make up a large proportion of those who are 'intentionally homeless'. Without statutory support, these individuals may sleep rough, be hidden homeless, or be supported by the projects and services that form the focus of this report.
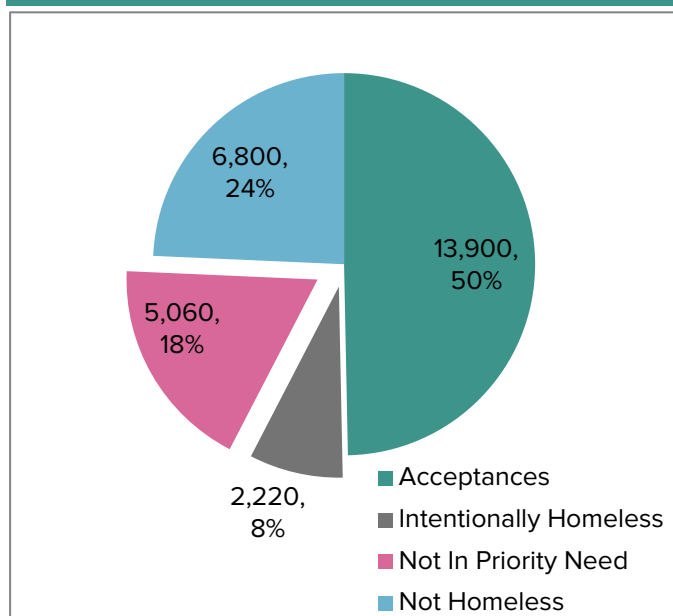
How many people are single homeless?

Due to the transient nature of the homeless population it is difficult to capture the total number of people who are single homeless in England. One possible benchmark is the number of 'non-priority' cases logged by local authorities which has been consistently at 20,000 in recent years[7].There are a number of limitations for accurately reporting the number of people who are single homeless, as data collection is not consistent between agencies and organisations and there is likely to be overlap between categories, while some individuals are not included at all. This lack of consistency is not unique to the UK; few European and other developed countries systematically collect data on homelessness making comparisons of trends with other countries unreliable. Despite these limitations, a general picture of single homelessness in England can be drawn from published data on statutory homelessness, housing-related support and rough sleeping.

Homeless but not owed a statutory duty

During July-September 2014, 27,970 homelessness applications were made, with 13,900 households being supported to find accommodation. More than five thousand (5,060) households were found to be homeless but not in priority need, comprising 18% of the number of households seeking help (Graph 1). A further 8% were found to be intentionally homeless. These proportions have remained reasonably constant over the years, although absolute numbers fluctuate (Graph 2). Consequently, about one in four people turned away by the council each quarter are likely to be single people who must seek support elsewhere or face sleeping rough.

Graph 1: Statutory homelessness decisions, Q3 2014	Graph 2: Declined applications and applicants not in priority need, Q3 2014

Source: DCLG Live tables on homelessness
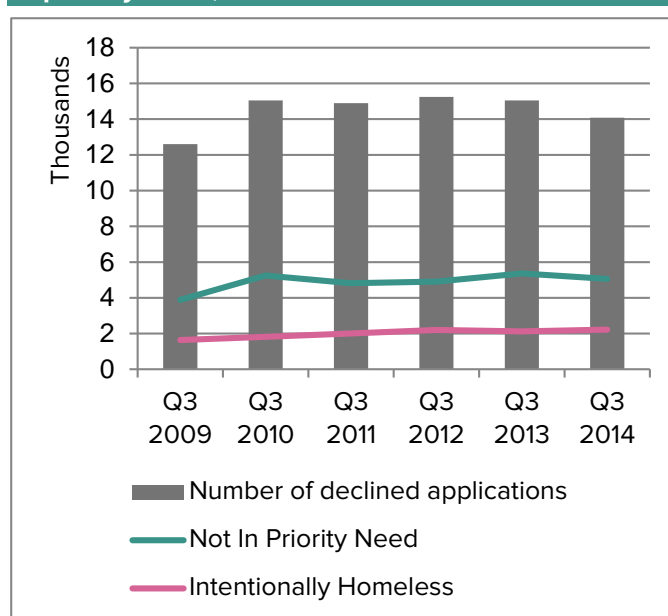
Source: DCLG Live tables on homelessness

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[6] Vulnerability criteria: old age, physical disability, mental illness, young person (16/17 year olds, 18-20 care leavers), victims of domestic violence

[7]Fitzpatrick, S., Pawson, H., Bramley, G., Wilcox, S. and Watts, B. (2015) The homelessness monitor: England 2015, Crisis, Joseph Rowntree Foundation, Heriot-Watt University, University of New South Waleshttp://www.crisis.org.uk/data/files/publications/Homelessness_Monitor_England_2015_final_web.pdf

Homeless and receiving housing related support

Some single people will receive support from housing-related support services. Although data is available on people who enter these services, data collection has not been mandatory since April 2011 and is therefore partial and incomplete. Housing-related support services are funded by local authorities' area based grants.

People receiving housing-related support are categorised according to their primary need, with the largest category in 2013/14 consisting of people who are 'single homeless with support needs' (Graph 3). This group comprised about a quarter of people accessing housing related support – 35,271 individuals. A further 2% were categorised as sleeping rough (included in the 'other' category)[8].

Graph 3: Client groups accessing housing-related support April 2013–March 2014
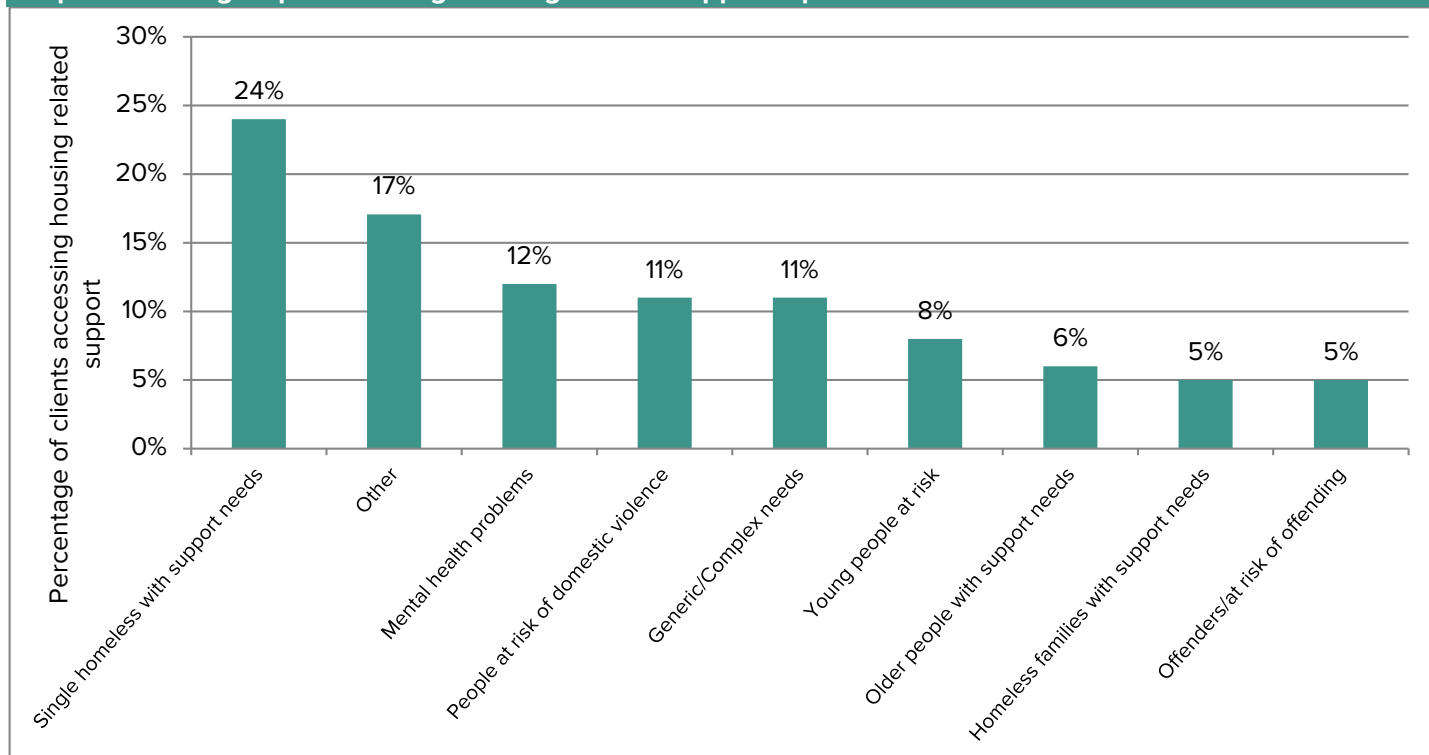
Source: St Andrew's Housing Related Support data, N=143,977

People sleeping rough

Annual 'counts and estimates' are carried out on behalf of the Department for Communities and Local Government to provide a snapshot of the number of people sleeping rough on a single night in England. Since recording began in autumn 2010 numbers have been increasing each year, with autumn 2014 showing a 55% increase on 2010 (Table 1).

Table 1: Number of people sleeping rough on a single night		
Year of count	**Number of people sleeping rough**	**Percentage change on the previous year**
2010	1,768	N/A
2011	2,181	+23%
2012	2,309	+6%

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[8] Changes to mandatory reporting for housing related support means that this data is now only collected by 82 out of the 152 top tier administering authorities in England

| 2013 | 2,414 | +5% |
| 2014 | 2,744 | +14% |

Source: DCLG Homelessness statistics

Although it is not possible to estimate the total number of single people who need support from homelessness services, data indicates that single people form a significant proportion of those who are homeless but ineligible for statutory support, and those who receive housing-related support.

Homelessness in different regions

Data shows that the numbers of statutory homeless households and people sleeping rough is higher in London than in other regions of the country. This reflects London's comparatively large and transient population. Taking into account population size, London still has the highest number of statutory homeless households and the highest numbers of people sleeping rough (Graph 4). However, there is no discernible pattern in other regions. For example there are relatively high rates of rough sleeping across the south east and south west but below average levels of statutory homelessness compared to other regions.

Graph 4: Homeless acceptances and rough sleeping by population size and region

Legend:
- Homeless acceptances Q3 2014, per 10,000
- Rough sleepers autumn 2014, per 100,000
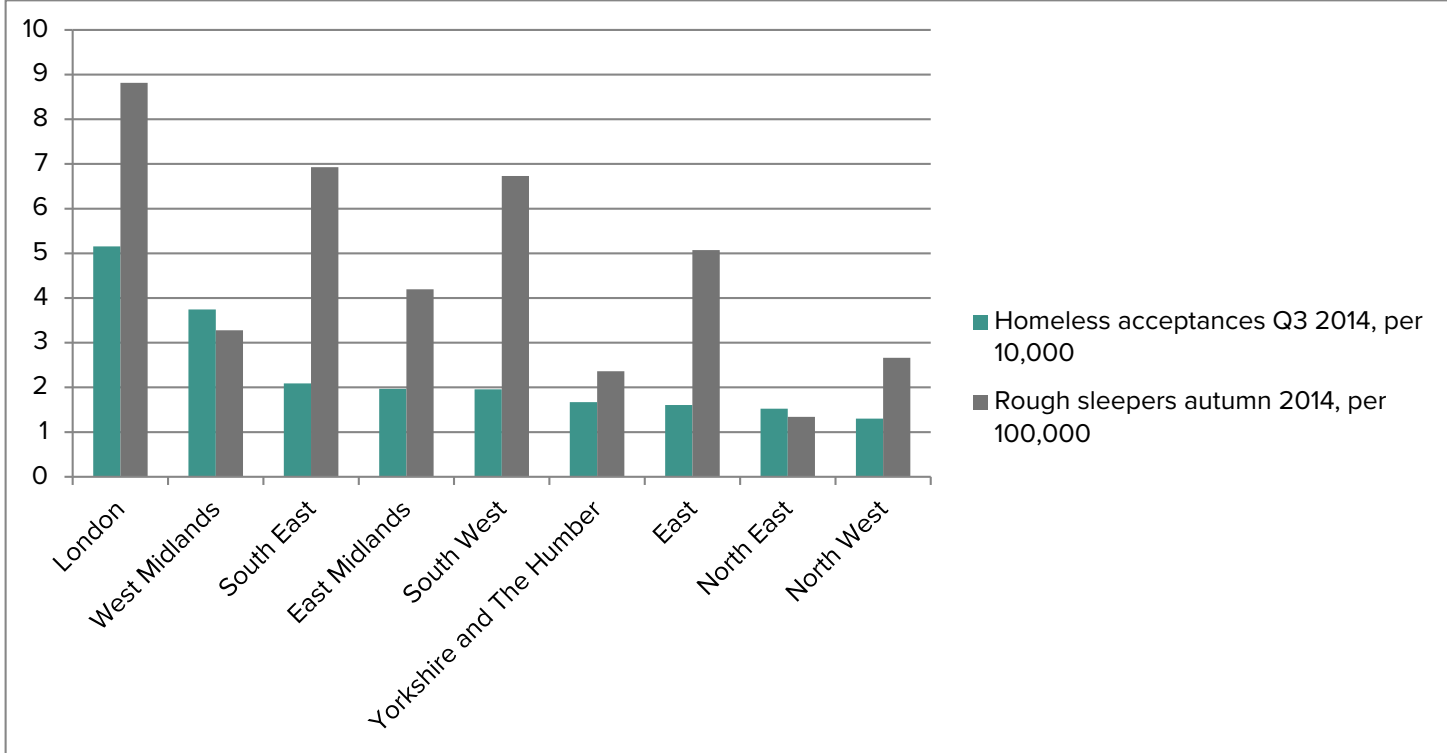
Source: DCLG and ONS population estimates for England and Wales, mid-2013

More than one fifth of people sleeping rough are in London, with Westminster consistently reporting the highest numbers of any local authority area in England (Table 2). Although the snapshot of people sleeping rough on a single night showed a 3% decrease for London in 2013 compared to the previous year, the latest data from CHAIN suggests that rough sleeping in London is increasing[9]. During the period July-September 2014, the number of people sleeping rough was up 15% compared to the same period the previous year[10].

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[9]CHAIN is the Combined Homelessness and Information Network, a database capturing data on rough sleeping in London managed by the charity St Mungo's Broadway.
[10] CHAIN, *Street to Home Annual Reports* http://www.mungosbroadway.org.uk/chain/street_home_annual_reports

The population demographics are also different in London. People who become single homeless in London are significantly older than those in other regions, with nearly 60% being over 40 years old, and are more likely to be non-white and non-UK national[11].

The variation in types of homelessness and population demographics by region suggests that service needs will also vary by region. However, the data shows that rough sleeping across England and in the capital is increasing, placing extra strain on services during a period of cuts and recession.

Table 2: Local authorities with the highest levels of rough sleeping, Autumn 2014		
Local authority	**Region**	**Rough sleeping figures 2014**
Westminster	London	265
City of London	London	50
Hillingdon	London	45
Manchester	North West	43
Brighton & Hove	South East	41
Bristol	South West	41
Cornwall	South West	40
Canterbury	South East	38
Kensington & Chelsea	London	34
Exeter	South West	34
England		**2,744**

Source: DCLG Homelessness statistics

External influences on single homelessness

The causes of homelessness are both structural and individual[12]. Structural factors include poverty, inequality, housing supply and affordability, unemployment, welfare and income policies. Individual factors include vulnerabilities and support needs such as poor physical health, mental health problems, alcohol and drugs issues, bereavement, offending, experience of care and/or prison. Structural and individual factors are often interrelated and difficult to disentangle from each other[13]. Individual factors can arise from structural disadvantages including poverty and lack of education. Interpersonal factors, such as family and social relationships can also be put under pressure by structural factors. However there has been criticism that a mixture of individual and structural factors fails to properly identify the causes of homelessness but merely list them out[14]. Further research has made the case that the causation of single homelessness is a nuanced and complex interplay of individual actions, support needs, characteristics and wider structural factors[15].

Given how interrelated individual and structural factors are, addressing both of these is important for helping people move out of homelessness. Projects and services often work closely with clients to help them address psychological, social and mental health needs, and this is explored later on in the report. This section however, is focused on the external and structural factors that can cause or exacerbate single homelessness.

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[11]Mackie, P. and Thomas, I. (2014) *Crisis Nations apart? Experiences of single homeless people across Great Britain*, Crisis http://www.crisis.org.uk/data/files/publications/NationsApart.pdf

[12] Johnson, B., Murie, A., Naumann, L. and Yanetta, A. (1991) *A typology of homelessness*, Edinburgh: Scottish Homes.

[13] Fitzpatrick, S. (2005) Explaining homelessness: a critical realist perspective, Housing, Theory and Society, 22 (1) p. 1 – 17 Jones, A. and Pleace, N. (2010) *A review of single homelessness in the UK 2000-2010, Crisis*. http://www.crisis.org.uk/data/files/publications/ReviewOfSingleHomelessness_Final.pdf

[14] Neale, J. (1997) 'Theorising homelessness: contemporary sociological and feminist perspectives' in Burrows, R., Pleace, N. and Quilgars, D. (eds) *Homelessness and Social Policy*, London: Routledge.

[15]Jones, A. and Pleace, N. (2010) *A review of single homelessness in the UK 2000-2010, Crisis*. http://www.crisis.org.uk/data/files/publications/ReviewOfSingleHomelessness_Final.pdf

Housing supply, affordability and access

The supply and demand of housing has altered in England over the past three decades. Supply has failed to keep up with demand and it is widely recognised that there is an undersupply of new homes[16][17]. The mismatch between supply and demand means that property prices are growing at a much faster rate than incomes, especially in London and the south east[18]. In the year to November 2014, house price inflation was 10.4% in England[19]. One measure used to determine affordability is the ratio between lower quartile house prices to lower quartile household income. In England this has increased from 5.23 to 6.45 between 2003 and 2013, and in Inner London the ratio is as high as 9.79[20].

Despite the disparity between supply and demand for homes there has been a steady decline in the number of affordable homes built since 2010/11 (68,480 were built in 2010/11, falling to 42, 270 in 2013/14)[21], while at the same time housing costs continue to rise. For certain housing tenures affordability is worse. On average owner occupiers spend 20% of their gross household income on their housing costs, in the private rented sector this increases to 40% (and 47% when housing benefit is removed) and in the social rented sector this is 30% (and 42% when housing benefit is removed)[22]. Insufficient affordable housing is one of the structural causes of homelessness and also prevents people from moving out of homelessness. Single people who are homeless often struggle to access social housing as they are not in 'priority need' and often the only option available to them is the private rented sector. In addition to the constraints of supply of affordable properties to rent there are a number of barriers to accessing the private rented sector for people on low incomes and in receipt of housing benefit. Private landlords are reluctant to let to people on housing benefit[23] [24] and accessing or saving up for a cash deposit or rent in advance is often unaffordable[25]. These difficulties have led to issues with single people moving on from homelessness accommodation projects when they are ready to[26].

Cuts to services

Reductions in funding have been occurring in recent years due to the need to make efficiency savings to address the deficit. Research by the National Audit Office in 2014 showed government funding for local authorities has fallen by 28% in real terms over the 2010 spending review period and the reduction will reach 37% by 2015-16[27]. In 2009 the ring-fence for funds for people who need help to live independently in the community – Supporting People – was removed and the programme is now wholly decentralised. Spending in this area has fallen by a median of 45.3% between 2010/11 and 2014/5[28]. As there is no statutory duty for housing-related services there is a risk that homelessness services may not be prioritised over other services, such as adult care. Reducing funding can also impact on a local authority's capacity to carry out monitoring and

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[16] Shelter (2013) *Solutions for the housing shortage: How to build the 250,000 homes we need each year*, http://england.shelter.org.uk/__data/assets/pdf_file/0011/689447/Solutions_for_the_housing_shortage_-_FINAL.pdf

[17] Europe Economics (2014) *How to Increase Competition, Diversity and Resilience in the Housebuilding Market?* http://england.shelter.org.uk/__data/assets/pdf_file/0010/788842/2014_Europe_Economics_Competition.pdf
[18]ibid
[19] ONS House Price Index, November 2014 http://www.ons.gov.uk/ons/dcp171778_391092.pdf
[20] DCLG: able 576 Ratio of lower quartile house price to lower quartile earnings by district, from 19971-7
[21] DCLG Table 1000: Additional affordable homes provided by type of scheme, England
[22]DCLG: English Housing Survey, Annex Table 2.5: Mortgage/rent1 payments as a percentage of weekly household income, 2012-13
[23] Beatty, C., Cole, I., Crisp, R. and Powell, R. (2013) *Monitoring the impact of changes to the Local Housing Allowance system of Housing Benefit: Interim report*, Research Report 798 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/203106/rrep838_pt5.pdf
[24] Crisis (2010) *Policy Briefing: Housing – The Private Rented Sector* http://www.crisis.org.uk/data/files/publications/Private%20Rented%20Sector%20Briefing.pdf
[25] Smith, M, Albanese, F., and Truder, J. (2014) *A Roof Over My Head: The final report of the Sustain project. Sustain: A longitudinal study of housing outcomes and wellbeing in private rented accommodation*. Shelter, Crisis funded by the Big Lottery Fund http://england.shelter.org.uk/__data/assets/pdf_file/0005/760514/6424_Sustain_Final_Report_for_web.pdf
[26] Homeless Link (2014) *Support for Single Homeless People: Annual Review 2014* http://www.homeless.org.uk/sites/default/files/site-attachments/Support%20for%20Single%20Homeless%20People.pdf
[27] NAO (2014) *Local government report, The impact of funding reductions on local authorities* http://www.nao.org.uk/wp-content/uploads/2014/11/Impact-of-funding-reductions-on-local-authorities.pdf
[28] Ibid

performance management, making it harder to evidence service effectiveness and adopt an evidence-led approach[29]. In this context, it becomes more crucial for homelessness services to understand and demonstrate the impact of their work as they compete with other services for resources.

Welfare reform and benefit cuts
The coalition government has introduced a number of changes to the welfare system as part of their aims to reduce the deficit and provide greater incentives to encourage people into work. Many reforms have been regarded as detrimental to the most vulnerable members of society, including people who are single homeless[30] [31]. However, evidencing the impact of welfare reform is challenging, as changes have been introduced in the wider context of the economic downturn and pressures on budgets; isolating the contribution of reform to single homelessness requires a longitudinal systematic approach to research.

Limited research has focused on the experiences of single people who become homeless. Despite this, evidence points to particular impacts for people already living on the margins of society, with for example research showing that sanctions and changes to housing benefit are having a negative impact on people struggling with homelessness[32] [33] [34]. The evaluation of the new LHA regime found that for existing claimants only 11% of the reduction of LHA payments was attributable to landlord rent reductions, with most of the reduced entitlement having to be met by the claimants[35]. The impact of this was that almost half of people cut back on household essentials and nearly a third borrowed money from family or friends.

There is also evidence from outside the sector that homelessness may be increasing; for example, a rise in the use of food banks has been reported by charities and NGOs, with homelessness reported as one of the contributing factors[36]. An increase in the number of people living in poverty can also place an extra strain on services that tend to provide support primarily but not exclusively to people who are homeless (e.g. soup kitchens) as they face an increase in the number of people approaching them for support[37]. An overview of welfare reform changes with most relevance to people experiencing homelessness is outlined in Table 3.

Table 3: Welfare reform and the impact on people who are homeless	
Benefit affected	Reform
Job Seekers Allowance and Employment Support Allowance	Increased conditionality for receiving JSA and ESA, and longer-term sanctions.
Local Housing Allowance –helps people pay their rent in the private rented sector	Rises in LHA rates to be capped at 1% in 2014-15 and 2015-16 .
	LHA rate capped to 30th percentile of market rent.
Shared Accommodation Rate – pays for a room in a shared house in the private rented sector	People eligible to receive the SAR extended from those up to age of 25 to those up to the age of 35.

[29] Homeless Link (2013) *Who is supporting people now? Experiences of local authority commissioning* after *Supporting People* http://homeless.org.uk/sites/default/files/Who%20is%20supporting%20people%20now%20Report%20Jan13.pdf

[30] CRESR (2013) *Hitting the poorest hardest: the local and regional impact of welfare reform* http://www.shu.ac.uk/research/cresr/sites/shu.ac.uk/files/hitting-poorest-places-hardest_0.pdf

[31]Centre for Economic and Social Inclusion and the Local Government Association (2013) *The local impacts of welfare reform* http://www.local.gov.uk/c/document_library/get_file?uuid=4008e232-4afe-43f2-ad02-bf2eee18a346&groupId=10180

[32]Fitzpatrick, S., Pawson, H., Bramley, G., Wilcox, S. and Watts, B. (2013) *The homelessness monitor: England 2013*, Crisis, Joseph Rowntree Foundation, Heriot-Watt University, University of New South Crisis http://www.crisis.org.uk/data/files/publications/HomelessnessMonitorEngland2013.pdf

[33] Homeless Link (2013) *A High Cost To Pay: The impact of benefit sanctions on homeless people*, ,http://homeless.org.uk/sites/default/files/site-downloads/A%20High%20Cost%20to%20Pay%20Sept13_0.pdf

[34]http://www.manchestereveningnews.co.uk/news/greater-manchester-news/revealed-massive-rise-hidden-homeless-8351756

[35] Beatty, C., Cole, I., Powell, R., Kemp, P., Brewer, M., Emmerson, C., Hood, A. & Joyce, R. (2014) *Monitoring the impact of changes to the Local Housing Allowance system of Housing Benefit: Final Reports*. London: DWP.

[36] DEFRA, 2014, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/283071/household-food-security-uk-140219.pdf

[37] DEFRA, 2014, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/283071/household-food-security-uk-140219.pdf

Spare room subsidy – housing benefit paid according to size of property rather than number of occupants	Removal of subsidy by reducing housing benefit for households with 'spare' bedrooms (14% for one room, 25% for two rooms).
Crisis loans and community care grants – provision of loans during times of crisis and grants to help people resettle into the community	Abolished and replaced with local welfare assistance, a fund administered by local authorities on a discretionary basis. £74 million will be available in 2015-16 to be administered locally.
All (Universal Credit)	All existing benefits to be simplified and combined into a single monthly direct payment. Claimants to pay their housing benefit to landlord.
All (benefit cap)	A cap on the total amount of money a household can receive from all benefits – £350 per week for single people.
All	Benefits to be indexed in line with the consumer price index measure of inflation rather than derived from the retail price index.

CHAPTER 3: AVAILABILITY AND USE OF HOMELESSNESS SERVICES

Key headlines

- 70% of people using accommodation projects are men. 49% are young people aged between 16 and 24. Over one in five (22%) have a history of offending, and 19% are people who have recently slept rough.
- 38% of people using accommodation projects have complex or multiple needs, 30% have drug problems and 23% have alcohol problems. 32% of clients in accommodation services have mental health problems, just over one in ten (13%) have physical health problems and 8% have a learning disability.
- The profile of people using day centres differs slightly, with more men (82%) and much fewer young people (13%). Some support needs are higher among people using day centres – 36% have alcohol problems, and 18% have physical health problems.
- There are currently 1,253 accommodation projects for people who become single homeless in England, a small decrease of 1% from last year. There has also been a reduction in the number of bed spaces available in accommodation projects – 1,994 fewer than last year, a decrease of 5%.
- The number of day centres in England has reduced by 4% since last year from 216 to 208.
- The two biggest reasons for services declining referrals or refusing access to accommodation projects were either that the person was assessed as being too high risk to other clients or staff (77%) or that their needs were too high (76%).
- In contrast day centres have much lower rates of refusing access across all categories. The most common reason was someone being intoxicated with drugs and alcohol (61%), while just over half (52%) of day centres refused access because their needs were assessed to be too high, or a risk to staff or other clients.

This chapter examines who uses single homelessness services in England, the availability of homelessness services and day centres, and how accessible they are. In particular, it explores the reasons why people have been refused access to accommodation and what happens to them when they are turned away from services.

This year we have slightly altered the definitions used to describe accommodation for people experiencing homelessness. There has been a gradual decrease of self-referral and short term emergency hostels in England and in many cases accommodation projects offer both short term and second stage accommodation. It is increasingly difficult to distinguish between hostels and second stage accommodation and instead the research has examined accommodation projects in the whole alongside day centres. The research has examined the referral routes that accommodation projects take instead.

The terms used to describe this provision are not universally defined, but in this report we use the following descriptions:

- *Accommodation projects* provide both short and long term homelessness accommodation. Some have a pre-defined referral route, such as via the local authority or a No Second Night Out (NSNO) hub[38], whereas others accept self-referrals. They tend to offer a range of support, with some focusing on people with high or complex needs and others offering a lower level of support. The type of accommodation is delivered in a variety of forms which includes single rooms with shared facilities, bedsit flats or dispersed move-on houses for when people leave the accommodation. We have not included night shelters or specialist accommodation for people with substance use, mental health and/or offending needs.

- *Day centres* offer non-accommodation-based support for people who sleep rough, individuals experiencing other forms of homelessness, and those at risk of homelessness. They often differ widely, shaped by their history, local needs and funding, but tend to have an element of open access combined with structured support. Some offer a wide range of advice, training and activities, as well as providing access to specialist support such as healthcare or housing.

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[38] NSNO is a national strategy which started as a pilot in London and focuses on aimed at ensuring those who find themselves sleeping rough for the first time need not spend a second night on the streets.

Who is homeless?

Figures from the data return show that of people currently staying in accommodation projects in England, seven in ten are men (70%, Graph 5). A substantial proportion (49%) are young people, with only one in nine (12%) aged 50 or over. Around one in five (22%) have a history of offending, and 19% have slept rough recently. Very small numbers of current service users are irregular or undocumented migrants, or have no recourse to public funds, reflecting the commissioning of most accommodation provision to work with people who are eligible to claim Housing Benefit.

Graph 5: profile of service users in accommodation projects in England
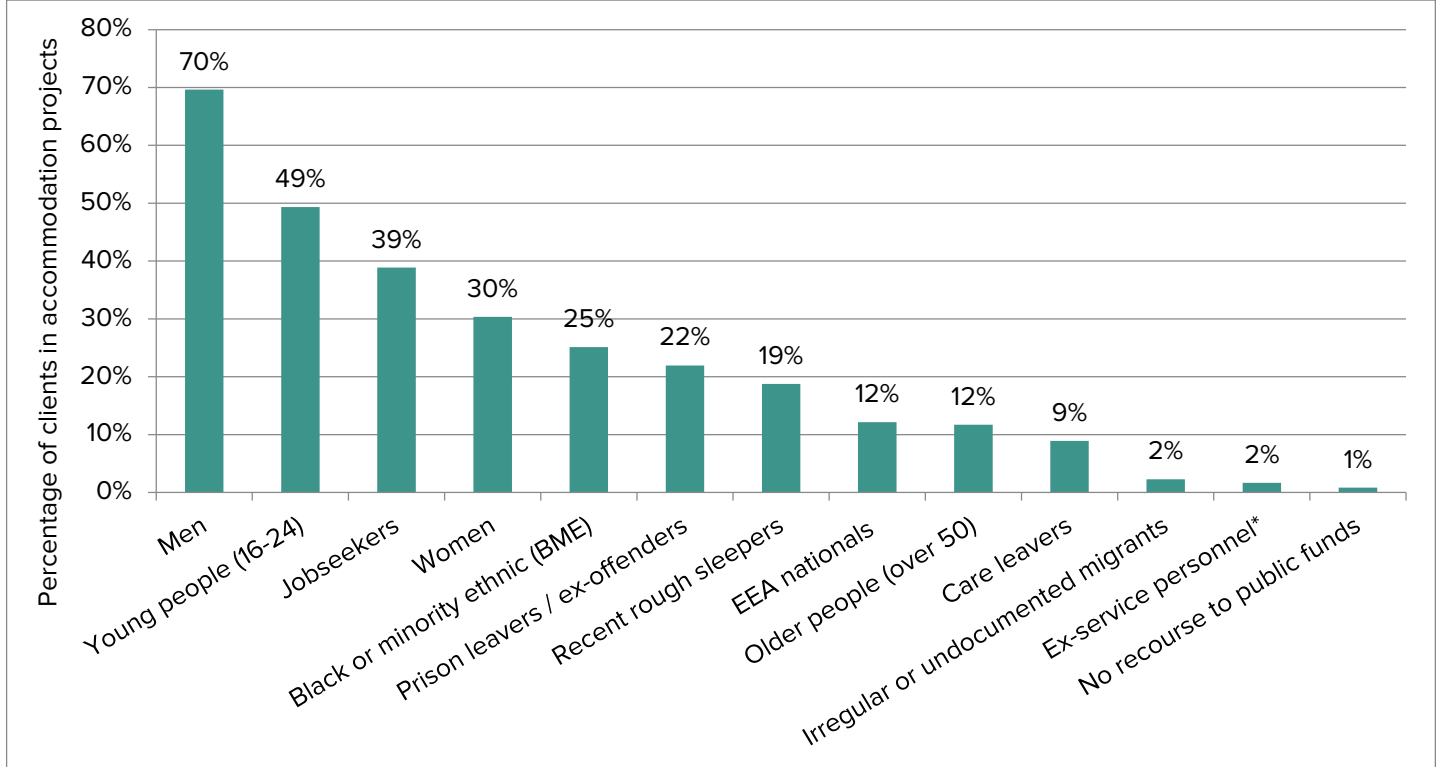
Accommodation provider data return

N= 248/250 (*this excludes data from two services who provide accommodation services solely for ex-services personnel)

In terms of people's needs (Graph 6), nearly four in ten (38%) of those experiencing homelessness have complex or multiple needs which can include people with a drug and/or alcohol related need, those with offending history and people with mental health problems. Three in ten (30%) have drug problems and 23% have alcohol problems. When it comes to health and disability needs, 32% of clients in accommodation services have mental health problems, just over one in ten (13%) have physical health problems and 8% have a learning disability.

Graph 6: needs of service users in accommodation projects in England

Bar chart — Percentage of clients in accommodation projects:
- Clients with complex or multiple needs: 38%
- Clients with mental health problems: 32%
- Clients with drug problems: 30%
- Clients with alcohol problems: 23%
- Clients with physical health problems: 13%
- Clients with learning difficulties: 8%
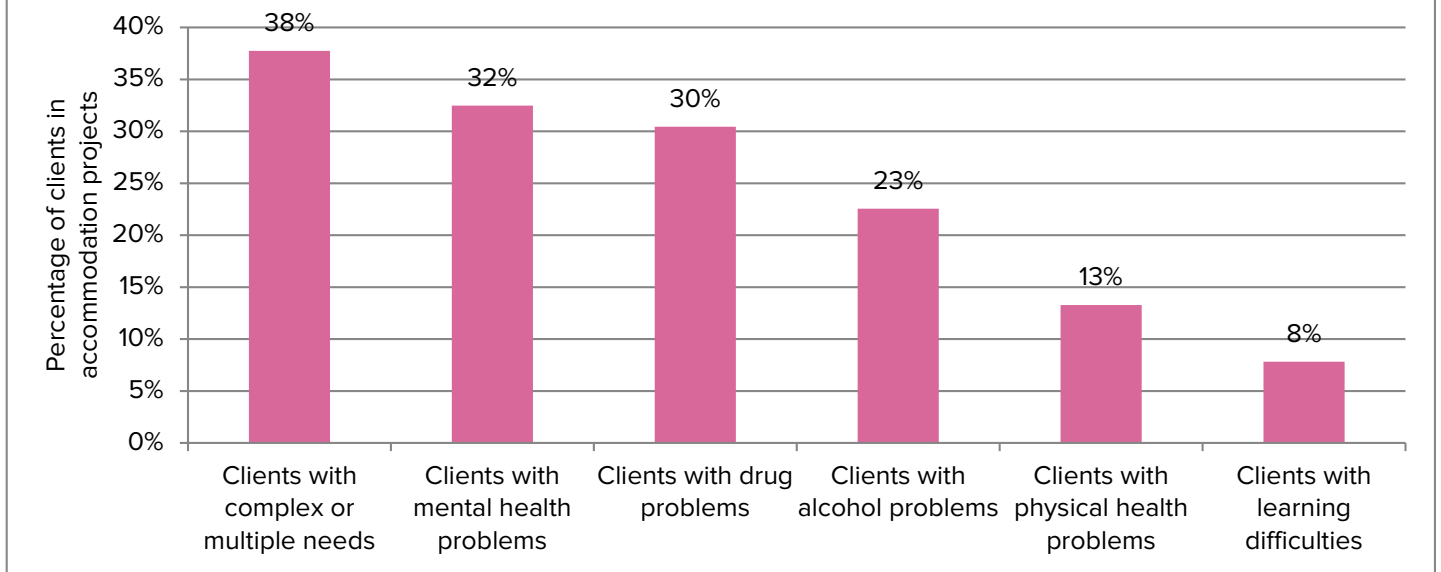
Accommodation provider data return
N=250/250

The profile of people using day centres slightly differs from accommodation projects (Graph 7). Results from the day centres survey shows that the gender split is slightly more weighted towards men (82%) and they see much fewer young people (13%). There are also fewer prison leavers (9%) and a higher proportion of people sleeping rough (27%). Examining the support needs of people using day centres, some support needs are higher – 36% have alcohol problems, and 18% have physical health problems. Both mental health problems and the proportion of clients with learning difficulties are similar to accommodation projects (28% and 7% respectively)[39]. It should be noted that day centres are less likely than accommodation projects to know and record the background of their clients, so less visible characteristics may be underreported.

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[39] A health needs audit conducted by Homeless Link with over 2,500 people who had experienced homelessness found that health problems were much higher - 41% had a long term physical health problem, 45% had been diagnosed with a mental health issue and 80% reported some kind of mental health problem.

Graph 7: profile of service users in day centres in England

Category	Percentage
Men	82%
Jobseekers	37%
People with alcohol issues	36%
People with complex or multiple needs	33%
People with drug issues	29%
People with mental health issues	28%
Rough sleepers	27%
Older people (over 50)	22%
People with physical health issues	18%
Women	18%
Black or minority ethnic (BME)	16%
People with dual diagnosis	15%
Young people (16-24)	13%
EEA migrants	13%
Prison leavers	9%
People with no recourse to public funds	9%
People with learning difficulties	7%
Ex-service personnel	3%
Care leavers	3%
Undocumented / irregular migrants	1%

Percentage of clients using day centres

Day centres survey
N=104/104

The availability of homelessness services

There are currently 1,253 accommodation projects for single people in England, a small decrease of 1% from last year (Table 4)[40].

Table 4: Homelessness accommodation projects for single people in England				
	Nov-13	Nov-14	Net change	Net % change
Total accommodation projects	1,271	1,253	-18	-1%

Source: Homeless Link, Homeless UK database

There has also been a reduction in the number of bed spaces available in accommodation projects – 1,994 fewer than last year, a decrease of 5% (Table 5).

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[40] These figures are taken from the Homeless UK database in November 2014 which holds information about accommodation projects, while not a comprehensive coverage it is the most accurate source of homelessness services in England.

Table 5: Bed spaces in homelessness accommodation projects for in England				
	2013	**2014**	**Net change**	**Net % change**
Total number of bed spaces	38,534	36,540	1,994	-5%

Source: Homeless Link, Homeless UK database

Data collected through the Homeless UK database shows that most accommodation is mixed, with single rooms available for both men and women (83%). One in ten accommodation projects offer men only provision (10%) and 11% offer women only provision.

On the whole accommodation services accept young people under the age of 25 (96%) which has remained unchanged since last year. This figure is lower for those accommodation projects accepting 16 and 17 year olds, 61% accept this age group, reflecting that some homelessness accommodation, especially those that accept all ages is unsuitable for under-18s. Around four in ten (42%) accommodation projects exclusively house young people.

There are regional variations in provision of accommodation services. As expected, London has the highest number of projects and bed spaces (183 and 9,647 in total) and the North East has the least (77 and 1,593). However, there have been regional variations on changes in provision since last year (see Table 6). While proportionally the East of England has seen the highest increase in the number of accommodations projects, they have seen the largest decrease in the number of bed spaces. The only region where both projects and bed spaces have increased is the North East.

Table 6: Regional provision of bed spaces and accommodation projects						
Region	**No. of projects 2013**	**No. of projects 2014**	**Net % change**	**No. of bed spaces 2013**	**No. of bed spaces 2014**	**Net % change**
South East	172	172	0%	4,981	4,863	-2%
South West	179	174	-3%	3,864	3,872	0%
East	132	166	26%	4,252	3,720	-13%
East Midlands	101	99	-2%	2,492	2,479	-1%
West Midlands	130	114	-12%	3,855	3,457	-10%
Yorkshire & Humberside	109	101	-7%	3,050	2,892	-5%
North East	64	77	20%	1,593	1,650	4%
North West	185	167	-10%	4,231	3,960	-6%
London	199	183	-8%	10,216	9,647	-6%
England	1,271	1,253	-1%	38,534	36,540	-5%

Source: Homeless Link, Homeless UK database

Bed space capacity

Most accommodation projects are relatively small (Graph 8). The average number of clients per project is 31 and nearly half (46%) of projects have 20 beds or fewer. Only 15% had 50 beds or over which has decreased from 20% last year. This is part of a growing trend over the past ten years where accommodation projects have decreased in size in recognition that smaller projects can offer a more personalised approach.

There is very little spare capacity in accommodation projects. Responses from the accommodation survey found that there was a 10% void rate across all accommodation projects on a given night. When this is broken down in more detail, nearly half (49%) of accommodation services were operating at full capacity, 23% had between 1–10% voids and only 3% had more than 50% voids[41]. The data return shows that 40% of voids were due to

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[41] The level of voids was also asked through the data return and the responses are comparable

planned refurbishment, 17% were contracted voids where beds are reserved for particular groups or referrals which require emergency access including social services, NSNO and women fleeing violence. Forty-three percent of voids were unplanned, which could be due to abandonment and people leaving at short notice due to hospital admittance or being arrested (N=158/250).

Graph 8: Maximum bed-space capacity of accommodation projects
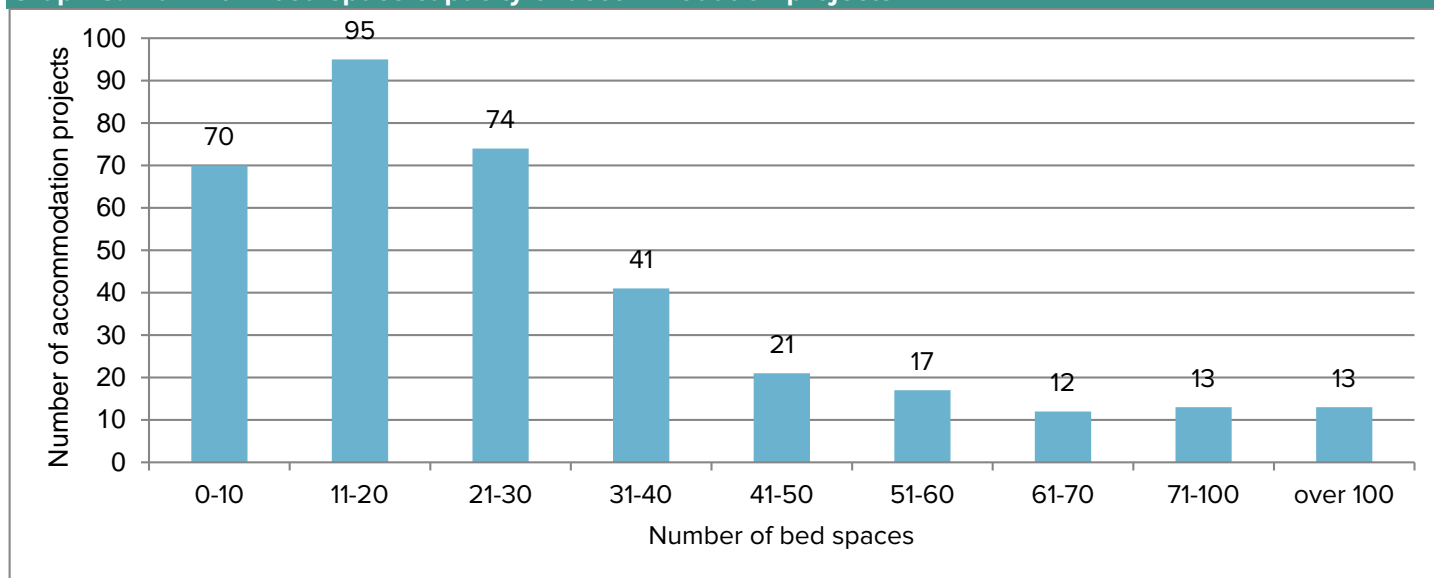
Accommodation provider survey
N=356/357

Length of stay in accommodation services
This year's research showed that the majority of people (63%) stayed in accommodation for 6 months or less (Table 7). Just under a quarter (23%) stayed for less than a month only 4% stayed for 2 years or more (based on data return, N=188).

Table 7: Length of time spent in accommodation projects	
Length of time leavers had stayed in accommodation project	**Percentage of leavers**
Leavers staying less than a month	23%
Leavers staying 1-6 months	40%
Leavers staying 7-12 months	20%
Leavers staying 1-2 years	13%
Leavers staying more than 2 years	4%

Accommodation provider data return
N= 188/250

The availability of day centre services
Day centres often work with people who have the most difficult journey from the street to independent living. They often develop flexible, innovative ways of working, including outreach and specialist services. Day centres also support socially excluded people to sustain their tenancies and break the cycle of repeat homelessness.

This year's report shows there are 208 homelessness day centres in England[42]. This is a slight decrease of 4% from the previous year when 216 day centres were recorded.

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[42] Homeless UK database, November 2014

As with accommodation projects, London has the most day centres (49) and the North East the fewest (6). Table 8 gives a regional breakdown of the number of day centres.

Table 8: Number of day centres by region			
Region	2013	2014	Net % change
South East	38	37	-3%
South West	23	25	9%
East	16	18	13%
East Midlands	18	15	-17%
West Midlands	16	15	-6%
Yorkshire and Humberside	18	17	-6%
North East	7	6	-14%
North West	24	23	-4%
London	56	52	-7%
England	216	208	-4%

Source: Homeless Link, Homeless UK database

Access to accommodation provision

How do people access accommodation services?
Most homelessness services accept their clients through referrals from a local authority (92% of accommodation services), about half of services accept voluntary sector agency referrals (49%) and 43% accept self-referral or direct access. Thirty-two percent of accommodation projects accept referrals directly from people who are sleeping rough (Graph 9). Responses from the data return show that the majority of people (92%) in the accommodation projects were from within the local authority area, indicating a strong local connection policy through both statutory and voluntary sector routes for people accessing accommodation.

Graph 9: Client referral routes to accommodation projects
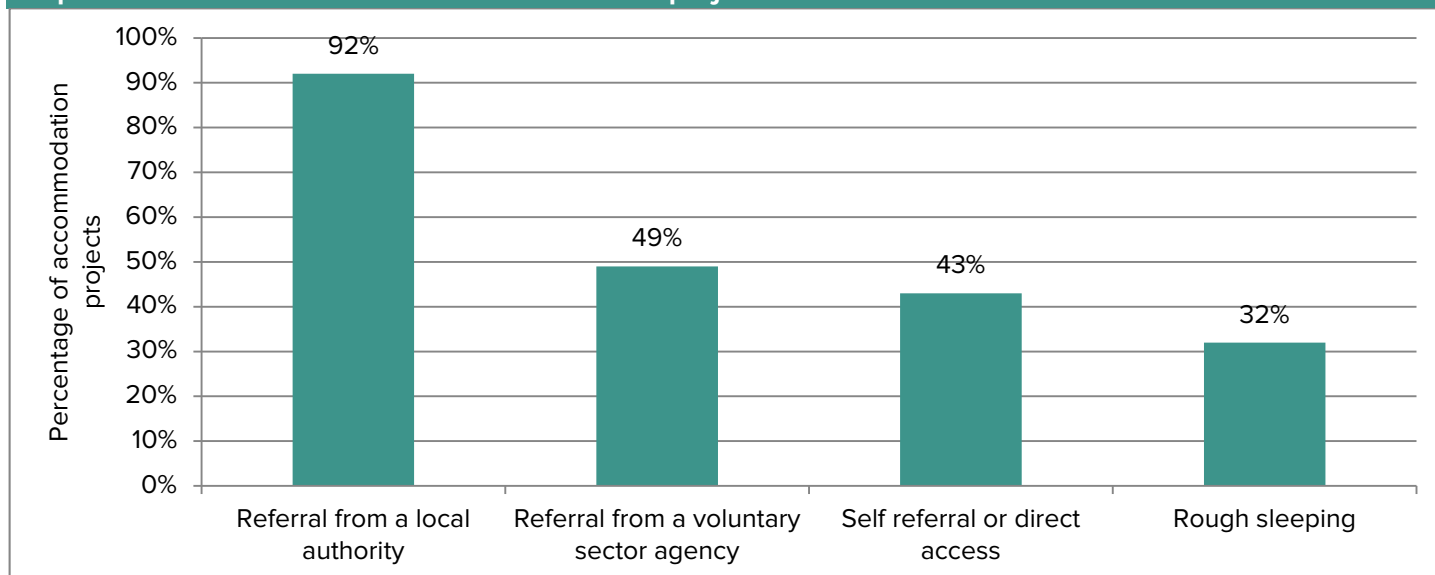
Accommodation provider survey
N=356/357

Why people are refused access

Most accommodation projects have referral criteria which determine who can be accepted into their services. These criteria are sometimes determined by the commissioner, such as only accepting people who have a proven local connection to the area, or by the project itself, who might have criteria related to level of people's support needs or perceived level of risk (for example related to offending behaviour or history of arson), so that this can be managed safely in the accommodation.

Similar to last year the two biggest reasons for declining referrals or refusing access to accommodation projects was either the client being assessed as too a high risk to other clients or staff (77%) or the client needs were too high (76%), (Graph 10). This year we asked about whether refusals were due to client needs being too complex, and 55% of accommodation projects reported that this was sometimes the case. Other reasons for refusals included previous behaviour of the client (accounting for 11% out of the other category), which included rent arrears, an offending history, arson and sex offences.

Graph 10: Reason for refusal to accommodation projects
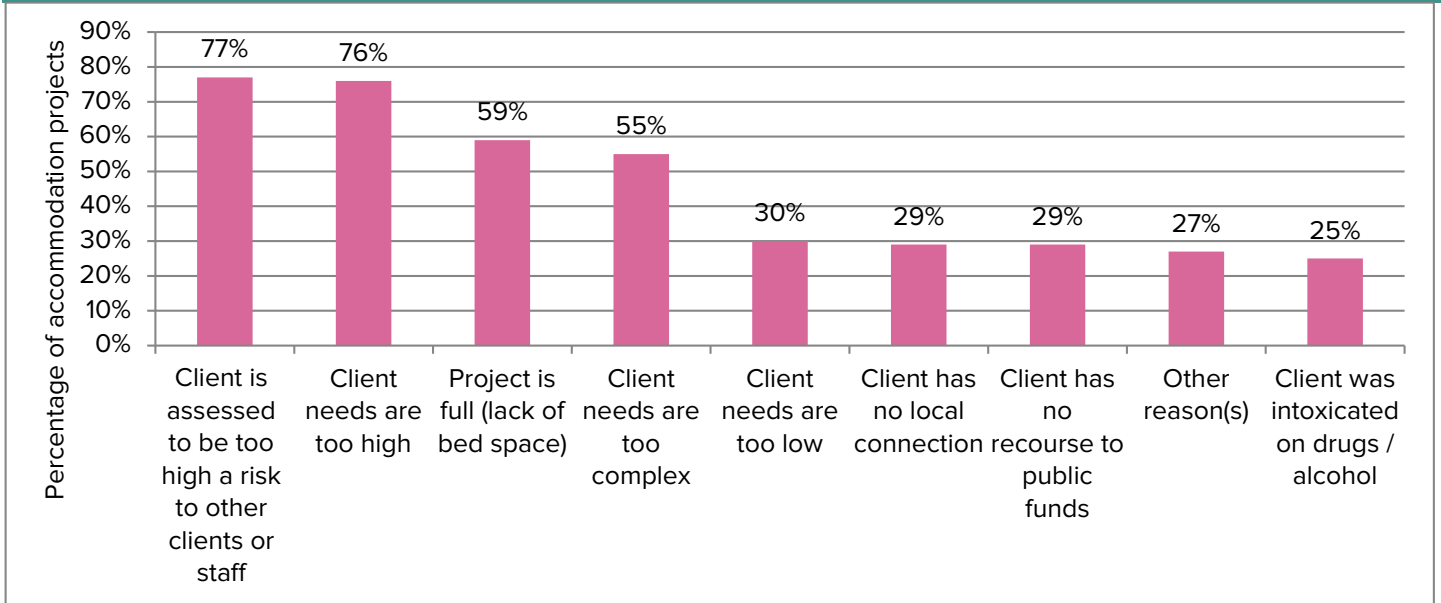
Accommodation provider survey
N=357/357

Refusals and declines due to the client being assessed as too high a risk to other clients or staff has decreased from last year, when it reached a high of 91%, and is more in line with 2013 levels (79%). Due to this significant increase last year, we asked accommodation services in more detail through the telephone survey about why they refused access to clients either because their needs were too high, too complex or they were assessed to be too high risk (Graph 11). The most common reason for accommodation projects refusing access due to these reasons was to keep the right balance of client needs and staff, a lot of projects also talked about the need to safeguard under-18s who were either living there or visiting residents. Staff resource (24%) and insufficient training (26%) were also cited as reasons for not taking these types of clients. The commissioning process also accounted for refusals; 26% of accommodation projects were only commissioned to work with people with low level needs[43].

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[43] Accommodation provider survey, N= 217

Graph 11: Reasons for refusal due to high and complex needs

Percentage of accommodation projects

- Correct balance of clients and risk involved to staff and clients (especially young people and child visitors): 28%
- We are only commissioned to work with people with low level needs: 26%
- Staff do not have sufficient training to deal with these clients: 26%
- Not enough staff resource to deal with these clients: 24%
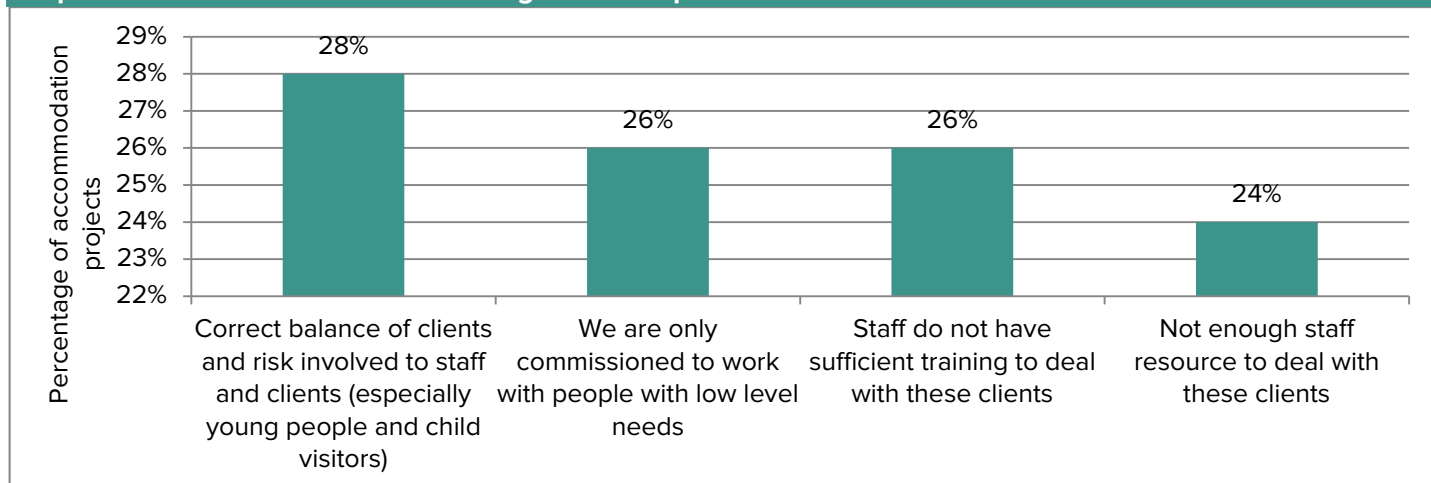
Accommodation provider survey
N=217/357

Where do people who are refused access go?

Where people were declined access to accommodation, providers commonly referred them to the local authority housing department (57%), (Graph 12). Nearly half (45%) of accommodation projects said they refer clients to another accommodation project or voluntary sector provider. Nearly a third said outcomes are sometimes unknown and 18% of projects refer people through other routes including hospitals, into their own accommodation through rent deposit or bond scheme, and local churches.

Graph 12: Outcomes for people refused access to accommodation projects

Percentage of accommodation projects

- Referred to local authority housing department: 57%
- Referred to another accommodation project or voluntary sector provider: 45%
- Outcome unknown: 32%
- Other reason: 18%
- Unable to provide any further support: 4%
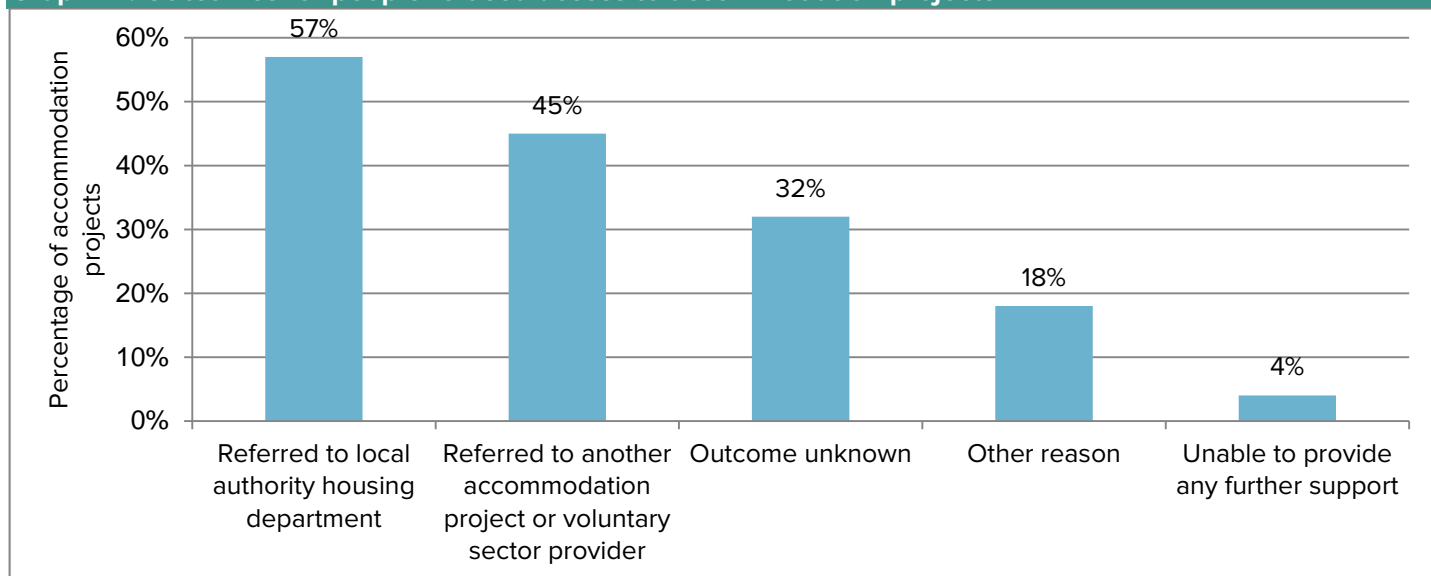
Accommodation provider survey
N=355/357

Access to day centres

Reasons for day centres declining referrals or refusing access showed a slightly different pattern to accommodation services (Graph 13). On the whole there were much lower levels of declines or refusal rates across all categories; six out of ten (61%) day centres refused clients who were intoxicated with drugs or alcohol and just over half (52%) refused access to clients because their needs were assessed to be too high or they were deemed a risk to staff or other clients.

Graph 13: Reason for refusal to day centres

Grouped bar chart. Vertical axis: "Percentage of day centres" from 0% to 70%. Two series: "Reasons for refusing access" (teal) and "Most common reason for refusing access" (grey).

Reason	Reasons for refusing access	Most common reason for refusing access
Client was intoxicated with drugs or alcohol	61%	48%
Client is assessed to be too high a risk to staff or other clients	52%	25%
Client needs are too high	14%	1%
Client needs are too complex	11%	0%
Other reason(s) please specify below	11%	14%
Client has no local connection	9%	6%
Day centre is too full	7%	5%

Day centres survey
N=79–97/104

The reasons for refusals and declines also vary compared to accommodation projects (Graph 14). Commissioning arrangements were much less likely to be a reason why clients were unable to use the service (4%), which is likely to be due to much greater reliance on fundraising for income which is less restrictive in terms of the criteria of clients they work with. Day centres were more likely to refuse referrals and decline access to clients because they do not have enough staff resources to deal with clients who are either high risk or have needs that are too high or too complex (39%). Other reasons again were linked to health and safety of the staff working there and other service users, some day centres reported that they had received advice from the police not to accept the person in their service.

Graph 14: Reasons for refusal due to high and complex needs

Bar chart. Vertical axis: "Percentage of day centres" from 0% to 45%.

Reason	Percentage of day centres
There is not enough staff resource to deal with these clients	39%
Other reason(s)	39%
Staff do not have sufficient training to deal with these clients	24%
We are only commissioned to work with people with low level needs	4%
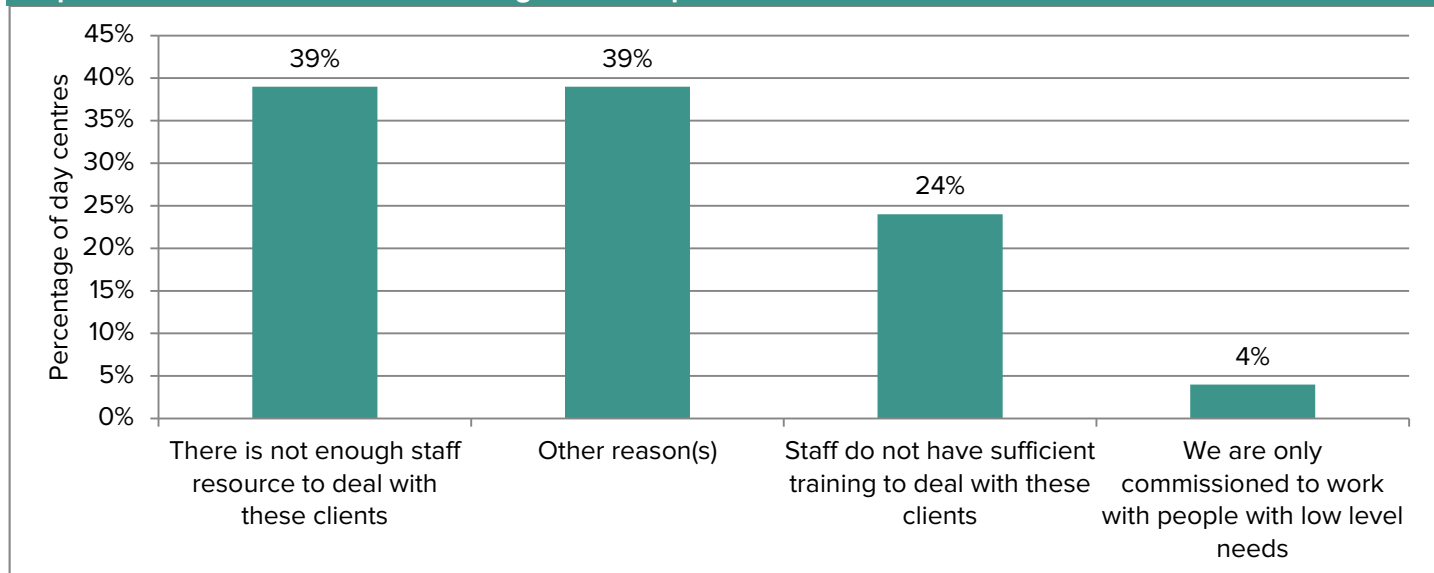
Day centres survey
N= 54/104

Case study 1: Adult Nightstop

Nightstop North East accommodated about 85 people last year, with 400 enquiries across the region. During this period approximately 970 bed nights were used by clients. The service is funded by Big Lottery with some funds through Northern Rock and local authority funding. The service offers a flexible approach – the focus is on positive move-on irrespective of whether clients are suitable for existing services and people are able to use the service until they are ready to move on, rather than being limited to a set number of nights.

In the past 14 months, the service has piloted Adult Nightstop to work with people over the age of 25. Adults (over 25) comprise about one third of service-users and this innovative approach has been a success as the service works well for older clients, with outcomes being better within this group. This part of the service is commissioned by the North East regional homeless group through NSNO.

The success of Nightstop has led to the service being expanded to cover a wider area and to establishing a non-statutory side project in Middlesbrough called Positive Pathways. This service is situated in an existing building previously used to provide 'hand-outs' for people and the project is an attempt to break that cycle by providing a drop-in that offers more practical support. There is an existing weekly well-being group and the drop-in is being set up as part of this for people to access as and when they need support. The project has been developed to work with people to prevent homelessness, improve emotional well-being and avoid homeless crises in the future. There is a project worker on site responding to need, with a food bank and clothes bank. The service tends to be a one-off intervention with people continuing to attend the well-being group.

The service adopts a partnership approach with other agencies to coordinate care and support, and provides a link between community groups and statutory organisations. Outcomes are good; the number of service-users is increasing all the time and people are finding and maintaining tenancies. The service has been running for six months and is being funded through the Church Urban Fund.

CHAPTER 4: RESOURCES AND FUNDING FOR HOMELESSNESS SERVICES

Key headlines

- 51% of accommodation projects said the main primary funding source remains housing-related support (or Supporting People as previously known).
- 41% of accommodation projects have experienced a decrease in their funding since the last financial year. 40% reported no change, and 8% had an increase in funding this year.
- Day centres funding streams remain more diverse than accommodation projects, 23% of day centres receive health funding (compared to 4% of accommodation projects). Fundraising is the most common primary source of funding, with 57% of day centres reporting this.
- This year more day centres reported a decrease in funding – 36% compared to 26% last year. 30% of day centres reported an increase in funding which is comparable to levels last year.
- Staffing levels in accommodation projects are comparable to last year with an average of 9 full time equivalent staff (compared to 8.7 FTE last year). Day centres rely more heavily on volunteers and received an average of 185 volunteer hours per week. In contrast accommodation projects have on average 15 volunteer hours per week.
- The outcomes achieved by people using accommodation projects have improved across nearly all categories since last year. Over a third of people (34%) using accommodation projects were engaged in education or training (compared to 23% last year). Gaining paid employment still remains the least common outcome for people using homelessness services, but there has been an increase from 10% to 14% since last year.

This chapter examines the resources available to homelessness services. It explores the range of funding sources they receive, the changes in levels and sources of funding and the variation in staffing levels in accommodation services and day centres. Finally, it looks at the support services provided for people who use these services and the outcomes those people are supported to achieve.

How homelessness provision is resourced

Accommodation provision tends to be funded from a range of statutory and voluntary sources, with funding depending on local needs, commitment from statutory services, fundraising opportunities such as through faith groups, and historical sources of funding.

Almost all accommodation projects (90%) receive funding from benefit payments, as Housing Benefit claimed by residents pays for their rent (Graph 15). Eighty-seven percent receive funding from rents and service charges which pay for the housing management costs that Housing Benefit does not cover. Most accommodation projects receive some funding from housing-related support (81%, previously Supporting People). There has been little change in the range of funding sources from previous years.

Just over half of accommodation projects (57%) fundraise. Social services and local authority grants are also significant funding streams, providing some funding to 27% and 20% of accommodation projects respectively. As in previous years, the funding contribution from other statutory services such as criminal justice, health and substance misuse is very low, with each providing funding for between 2-4% of accommodation projects. A few accommodation projects had funding from other specific sources including the Big Lottery Fund, philanthropic trusts and foundations, and social enterprises.

Graph 15: Sources of funding for accommodation projects

Funding source	Percentage
Benefit payments such as Housing Benefits if paid direct to provider	90%
Rent & service charges (paid by service users)	87%
Supporting People or other housing-related support	81%
Fundraising / charitable sources (inc. Charitable Trust, fundraising & individual donations)	57%
Social Services	27%
Local authority local grant	20%
Corporate/Businesses	14%
Big Lottery Funding	10%
Other	5%
Health - NHS Trusts, CCG (Clinical Commissioning Groups)	4%
Substance misuse service - such as Drug Action Team	3%
Criminal justice - Youth Offending Team, Probation	2%
Homelessness Transition Fund	1%
Employment and Education - such as Jobcentre Plus, EFA, SFA	1%
Homelessness Change Programme (Places of Change)	1%

Percentage of accommodation projects

Accommodation provider survey
N=357/357

Primary Funding Source

There is continued reliance by accommodation based services on a small number of funding sources. For accommodation projects, the main primary funding source remains housing-related support (or Supporting People as previously known) (Graph 16). This however continues to decrease and has fallen from 58% last year to 50% this year and reflects the continued funding cuts that many local authorities have made to housing-related support. Housing Benefit continues to be an important funding source for accommodation projects, with 27% stating this is their primary funding source (but a decrease from 33% last year).

Graph 16: Primary sources of funding for accommodation projects

Horizontal bar chart showing primary sources of funding for accommodation projects comparing 2014 and 2015:

Source	2014	2015
Supporting People or other housing-related support	58%	51%
Benefit payments such as Housing Benefits if paid direct to provider	33%	27%
Rent & service charges (paid by service users)	8%	8%
Local authority local grant	1%	5%
Fundraising / charitable sources	0%	2%
Other	1%	2%
Social Services	1%	2%
Health - NHS Trusts, CCGs	0%	1%
Corporate / Businesses	0%	1%
Big Lottery Funding	0%	1%
Criminal justice - Youth Offending Team, Probation	0%	1%

Percentage of accommodation projects

■ 2014 ■ 2015

Accommodation provider survey
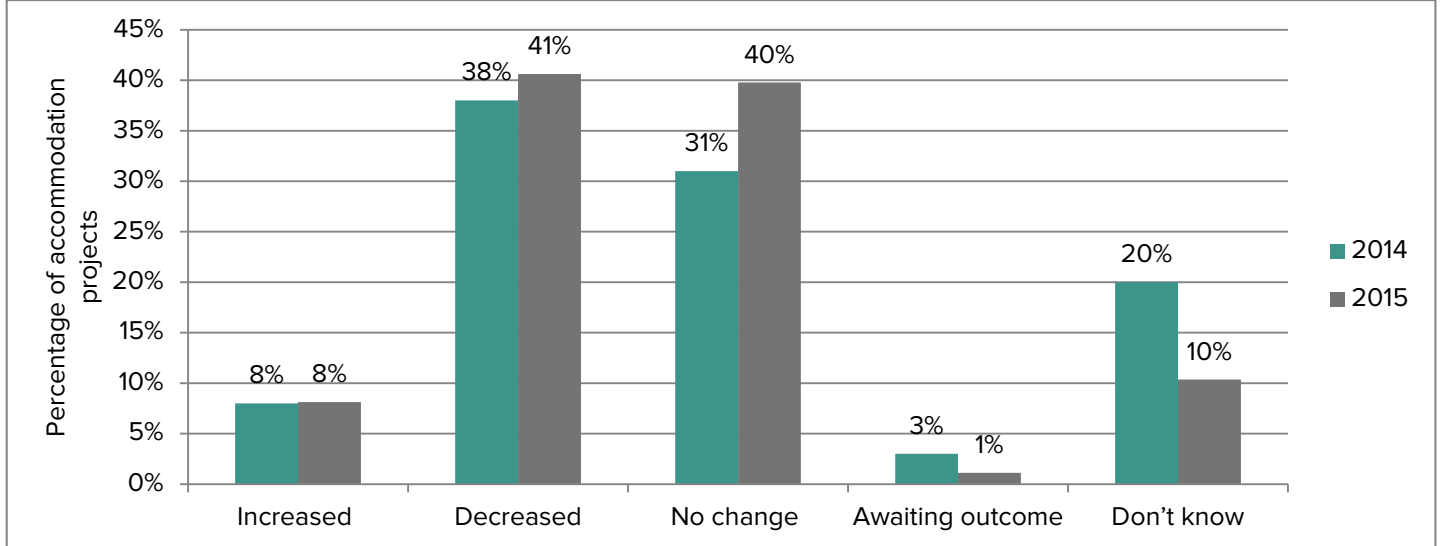2015 N=357/357
2014 N=356/356

Changes in funding from 2014

In terms of overall funding, more than four in ten (41%) accommodation projects have experienced a decrease in their funding since the last financial year, up slightly from 38% in 2014 (Graph 16). Forty percent reported no change, and 8% had an increase in funding this year, which was the same as 2014. Ten percent of respondents did not know if there had been a change.

Of those projects that saw a decrease this year, their funding has reduced on average by 17%. For those projects that had reported a rise in funding, the average increase was 16%. Of those projects which reported a funding decrease, 48% reported they had seen a decrease in frontline staff capacity, 31% said they had reduced the provision of meaningful activities in the service (these include sports, drama and the arts). Twenty-six percent had reduced their provision of key working. However 81% said there had been no change in the total number of clients in their project and 6% said there had been no change in the number of clients the project supported with complex needs.

Of those services with an increase in funding, 34% had increased the number of clients and 31% had increased the number of clients with complex needs the project supports.

Graph 17: Changes in funding of accommodation projects from last financial year

Percentage of accommodation projects

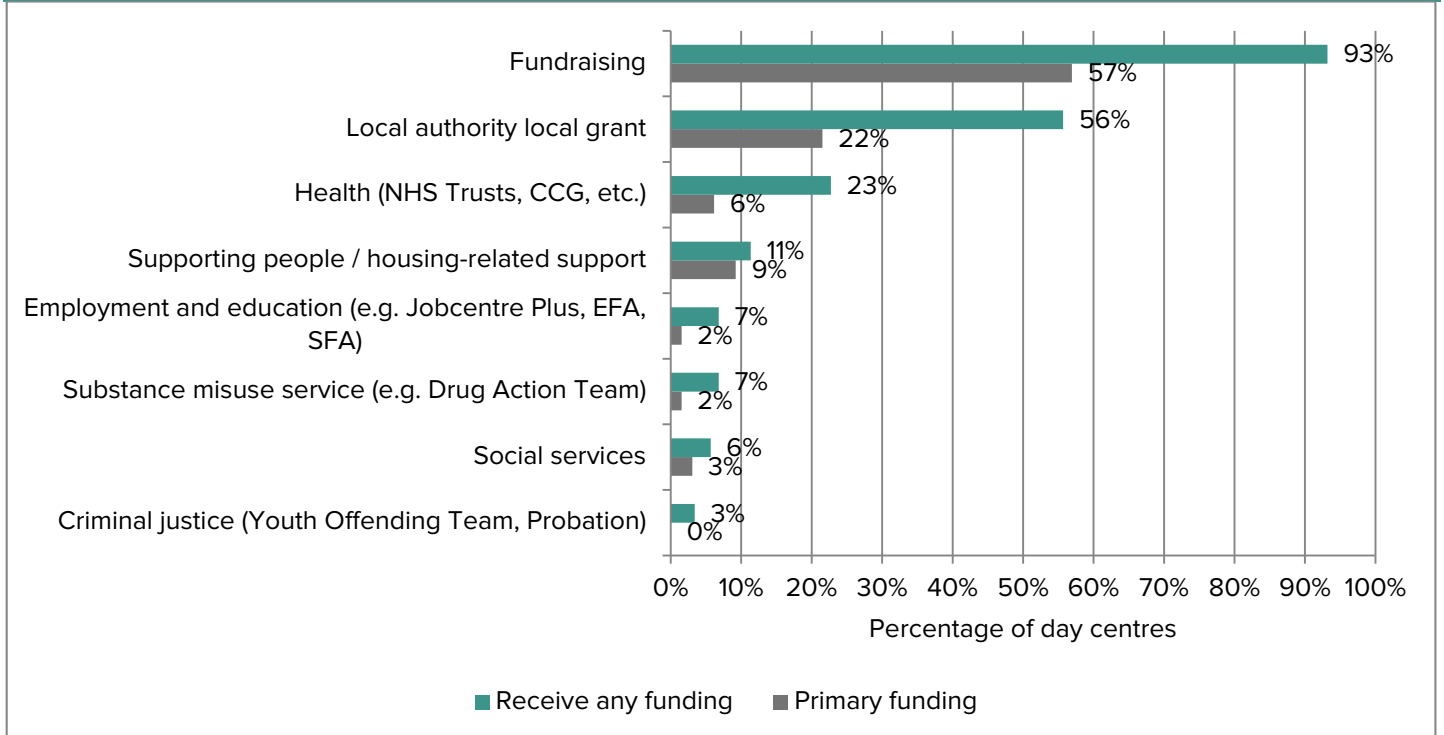| Category	2014	2015
Increased	8%	8%
Decreased	38%	41%
No change	31%	40%
Awaiting outcome	3%	1%
Don't know	20%	10%

Accommodation provider survey
2015 N=357/357
2014 N= 356/356

Day centre funding

Funding for day centres differs considerably from accommodation projects, reflecting their historical basis as voluntary organisations and the role of faith-based organisations in running them (Graph 18). Nearly all day centres are involved in fundraising (93%), with just over half (56%) receiving funding from the local authority local grant. Compared with accommodation projects, day centres receive funding from a wider range of sources, with health (23%) and housing-related support (11%) representing other significant sources. Since last year health funding has increased from 19% and housing-related support has decreased from 15%.

Graph 18: Sources of funding for day centres

Source	Receive any funding	Primary funding
Fundraising	93%	57%
Local authority local grant	56%	22%
Health (NHS Trusts, CCG, etc.)	23%	6%
Supporting people / housing-related support	11%	9%
Employment and education (e.g. Jobcentre Plus, EFA, SFA)	7%	2%
Substance misuse service (e.g. Drug Action Team)	7%	2%
Social services	6%	3%
Criminal justice (Youth Offending Team, Probation)	3%	0%

Percentage of day centres

Day centres survey
N=88/104

Changes in funding from 2014

Day centres reported greater variations in terms of funding changes compared to last year (Table 9). This year more day centres reported a decrease in funding, 36% compared to 26% last year. Similar to last year, a greater proportion of day centres reported an increase to their funding compared to accommodation projects, with 30% seeing an increase which is comparable to levels last year. Of those which saw funding fall this was by an average of 25%, and where projects saw an increase this was on average by 17%. Of day centres that had received a funding decrease, 72% reported they had reduced frontline staff capacity, 57% had reduced their back office capacity and 41% had reduced their provision of key working. Of those day centres that had seen an increase in funding, 59% had increased the number of clients they see, 45% increased the number of clients they support with complex needs and 61% increased their provision of meaningful activity.

Table 9: Changes in funding from last financial year for day centres		
Change in funding	**2014**	**2015**
Awaiting outcome	18%	14%
Decrease	26%	36%
Don't know	4%	3%
Increase	31%	30%
No change	21%	17%

Staffing

Homelessness services tend to be staffed by a combination of paid staff, both part- and full-time, and volunteers, with each taking different roles. Paid staff often have particular specialisms, such as training, keyworking, employment support, or providing technical advice on issues such as welfare benefits.

The average number of staff reported in 227 accommodation projects was 9 FTE staff (slightly up from 8.7FTE last year), with 78% of staff being full-time staff.

Volunteering hours are quite different between day centres and accommodation projects. Accommodation projects have on average 15 volunteer hours per week[44], day centres rely much more heavily on volunteers and received an average of 185 volunteer hours per week[45].

Support services

Homelessness services – both accommodation based and day centres – also provide support to people who are homeless to help them develop new skills, manage their health or positively address other issues. Much of the support is often delivered through one-to-one keyworking sessions, and supplemented by group sessions, training, work experience, counselling, arts and sports therapy, or other meaningful activities. Some services are delivered in-house whereas others, such as some statutory services, are by external referral only.

In accommodation projects, the two most common services provided in-house only are advice services (6%), meaningful activity (12%), and resettlement services (16%). Alcohol, drug, mental and physical health services and education, training and employment services are more likely to be by referral only, referred to by between 69% and 72% of services (Graph 19).

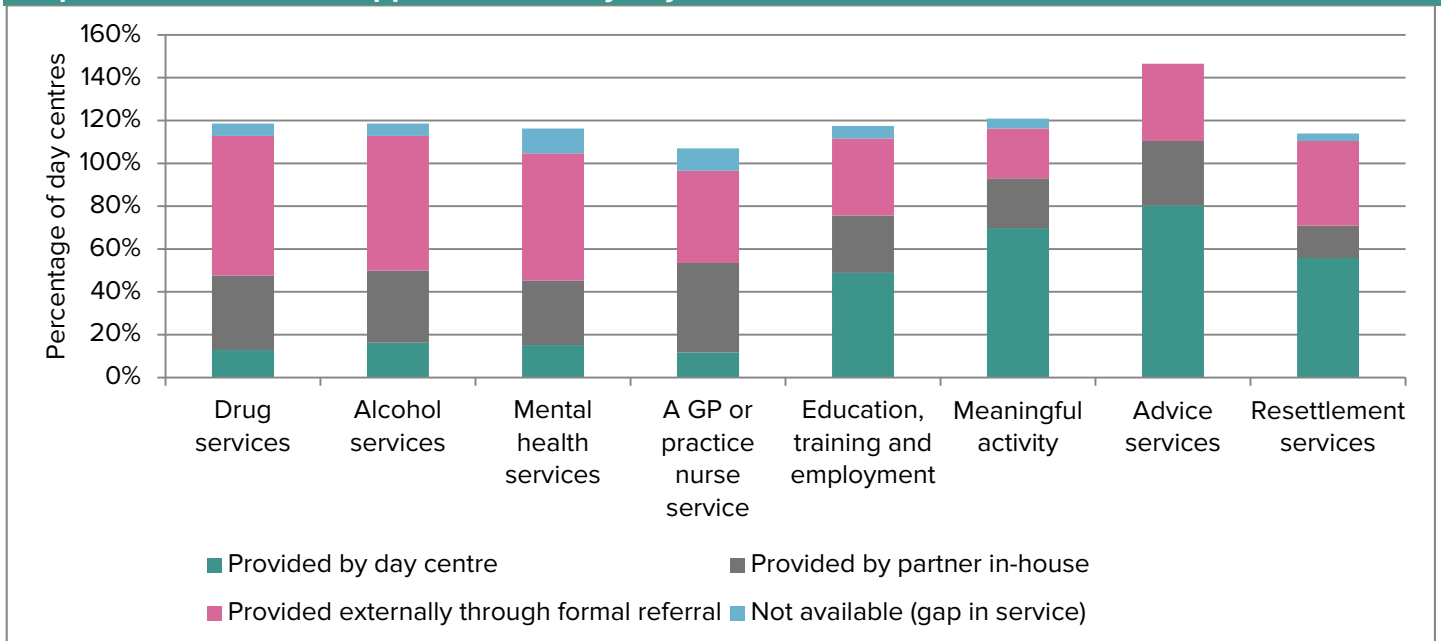[44]Accommodation projects data return, N= 200/250
[45]Day centres survey N= 82/104

Graph 19: Provision of support services by accommodation projects

Legend: ■ In-house only ■ In-house and referral ■ Referral only ■ Gap in provision
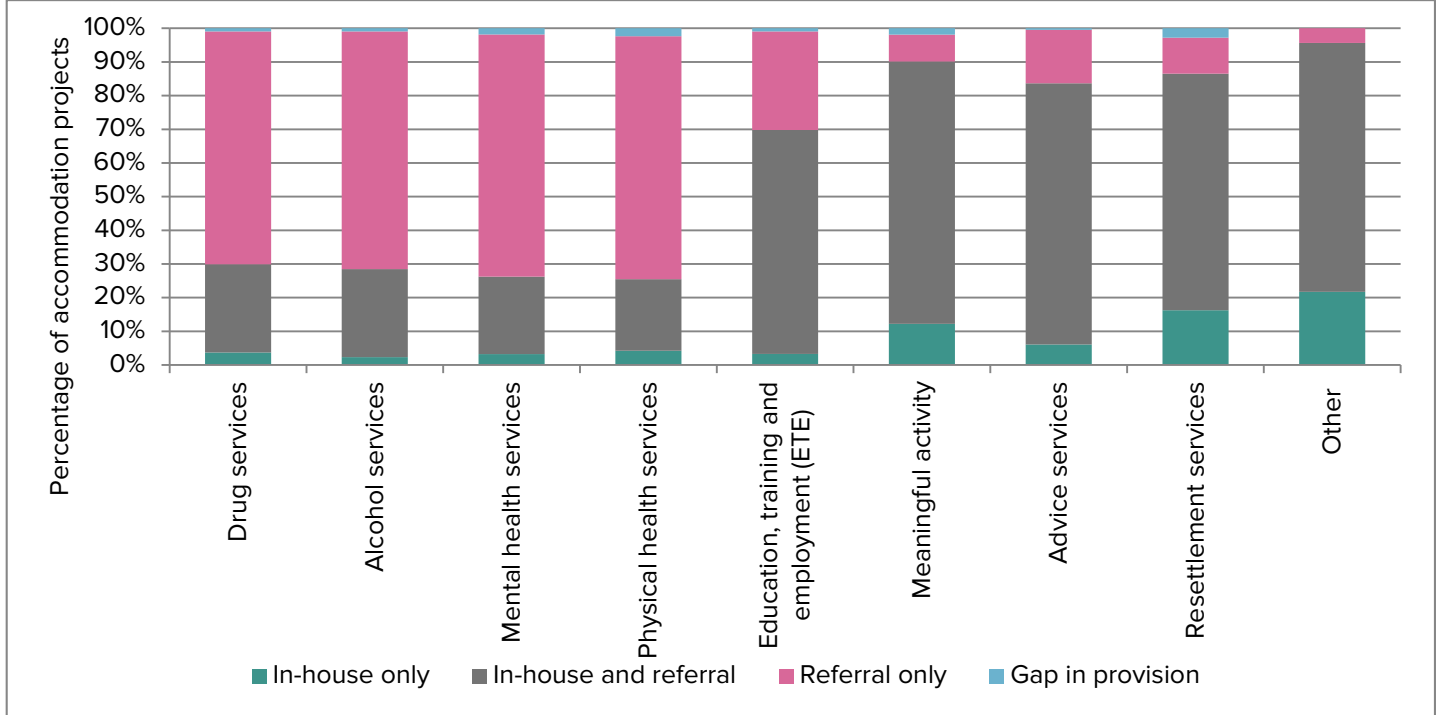
Accommodation provider data return
N= 213 to 215/250

Day centres are more likely to provide services in-house compared to accommodation projects (Graph 20). The three most commonly available in-house services are advice (80%), meaningful activity (70%) and resettlement services (56%). Similar to accommodation projects, services relating to drugs, alcohol, and mental health are more likely to be provided externally through a formal referral. Day centres also reported more gaps in provision compared to accommodation projects, particularly around health services. Twelve percent reported a gap in mental health services and 10% said they did not have access to a GP or practice nurse.

Graph 20: Provision of support services by day centres

Legend: ■ Provided by day centre ■ Provided by partner in-house ■ Provided externally through formal referral ■ Not available (gap in service)

Day centre survey (figures are greater than 100% as day centres services can fit into more than one category)
N= 86/104

There were also gaps reported about accessing services. By far the largest reported problem for day centres was access to mental health services, (63% of respondents). Other services that were reported to be difficult to access were alcohol services (32%) and drug services (31%).

Outcomes achieved by homelessness services and their service users

Both accommodation projects and day centres support people who are homeless to help them address issues they are facing and move on with their lives. Although moving into independent accommodation is often a primary goal for many people, better management of health, reducing offending, engaging with education, skills development and work, as well as building confidence through group activities, are also important outcomes. Accommodation and move-on outcomes will be covered in greater detail in chapter 6.

Graph 21 shows that there has been an improvement across nearly all outcomes recorded since last year. Over a third (34%) of people using accommodation projects were engaged in education or training (compared to 23% last year), and there has also been a notable increase in the proportion of people who have reduced their drug and alcohol use (a rise from 21% to 27%) and people engaged in money management activities (an increase from 30% to 44%). Gaining paid employment still remains the least common outcome for people using homelessness services, but there has been an increase from 10% to 14% since last year. It is likely this is because many people supported by homelessness services have limited skills, due to disrupted education and training, and may be far from being work-ready. For this reason, improved literacy and numeracy, and work experience, are more common outcomes than achieving paid work. This support is vital in encouraging and helping people progress in their journey to employment. Case study 2 shows how through partnerships with local businesses, support with employment, training and education can be given to young people living in homelessness services.

Case study 2: Gateway Foyer

The Gateway Foyer, accredited by the Foyer Federation, offers up to 116 beds for homeless 16-25 year olds. Young people can stay for up to two years with the average stay being one to one and a half years. Staff help young people to develop a range of skills to improve their well-being and prepare them for greater independence. The service runs a lot of health projects to help young people with healthy eating.

One of the key strengths of the Gateway Foyer is partnership working. Effective partnership working enables the Foyer to offer young people a wide range of support services both through referrals and through services in-house. For example, support with employment, training and education (ETE) is varied; some Foyer staff have undertaken training around ETE to help young people with confidence, job applications, interviews skills and skills to maintain employment. In addition, employability work is carried out by external agencies in-house every week, and a voluntary organisation does work with residents every fortnight. In order to utilise their skills, there are volunteering, mentoring and work opportunities for young people, such as an in-work mentoring programme for young people who are work ready provided by Ipsos Mori, utilising links with local businesses.

Overall, 68% of young people at the Gateway Foyer are in ETE, and the service uses an Excel spreadsheet to monitor statistics and outcomes, track people and target interventions. Employability work from external agencies is not paid for by the Foyer, as in some cases young people's involvement contributes towards the external agencies' outcomes.

Linking in with a wide range of support agencies enables the service to provide a holistic approach, and work well with young people with high needs. Support with mental health, substance misuse and physical health is available, with a weekly surgery run by a nurse to make treatment accessible and build rapport with young people. The nurse is skilled to take bloods, do tests and perform minor procedures, and has been able to provide links to other health services that were previously difficult to work with. The majority of young people are registered with a GP. As part of the Healthy Conversations programme, funded by the Foyer Federation, the

service provides gym membership, is arranging a sports day and will be taking some residents to France on a trip to do sports activities and experience a different culture.

Graph 21: Outcomes of people using accommodation projects
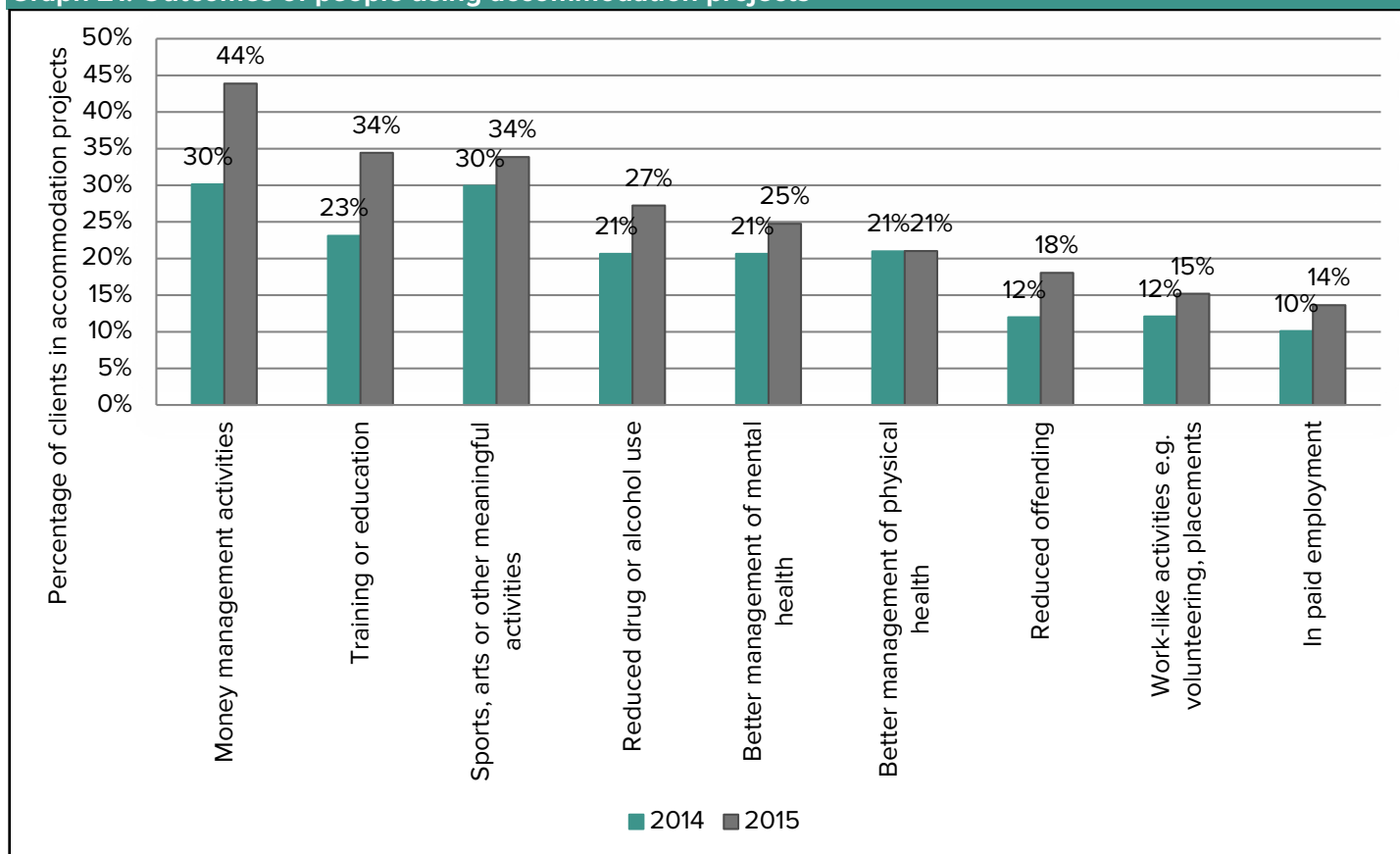
Accommodation provider data return
2015 N= 193 to 225/250
2014 N= 218/218

The outcomes achieved by people using day centres are slightly lower across all categories, compared to people in accommodation projects (Graph 22). The exception to this is the proportion of people engaged in some form of meaningful activity, nearly half of all clients using day centres (48%). This can probably be explained by the demographics of people using day centres, more of whom are sleeping rough, those with multiple and complex needs and also substance misuse issues and therefore positive progress in reducing certain types of behaviour or gaining paid employment is more difficult.

Creating the best environment for people to live in can help improve wellbeing and also increase achieved positive outcomes. Case study 3 shows how Psychologically Informed Environments (PIE) can improve engagement with services and employment, training and education.

Graph 22: Outcomes of people using day centres

Outcome	Percentage
Engaged in meaningful activities	48%
Accessed education or training	33%
Moved into independent or semi-independent accommodation	33%
Managed mental health better	18%
Reduced offending	13%
Gained paid employment	12%
Managed phsyical health better	12%
Reduced their alcohol use	11%
Reduced their drug use	7%
Managed their money better	5%

Percentage of clients using day centres

Day centres survey
N= 40/104

Case study 3: Psychologically Informed Environments (PIEs)

St Mungo's Broadway Hope Gardens is a 27 bed complex needs project that accommodates people with a history of rough sleeping who have substance misuse and mental health issues. The project moved to new premises in September 2014 and as part of this they co-produced their space for residents and developed a Psychologically Informed Environment (PIE). Through focus groups with residents and implementing reflective practices they have introduced a number of services and processes to meet the health and wellbeing needs of their residents.

Changes include a resident clinical physiologist who works one to one with clients and also a student psychologist who helps staff to deliver support. The project has a gym, offers art therapy and yoga and has also provided a family room for residents so that children and grandchildren can visit. They have also recently received funding to provide an on-site nurse and have student nurses working in the service to support residents to think about how they communicate their health needs with health professionals. The service has developed a personalised visitor plan and there are no restricted visiting hours to the accommodation. Instead of ID, it is the responsibility of each resident to talk to their guests about acceptable behaviour and take photos of people who visit them.

Hope Gardens offers personalised budgets for each of its residents so it is able to respond to their individual health and wellbeing needs. For example, as part of this they are able to fund day trips for residents and training courses. Since the redevelopment they have seen the proportion of their residents engaged with mental health services increase from less than 50% to 90% and this includes people who have undiagnosed mental health needs. The service has also seen much higher rates of client engagement overall, including with employment, training and education services. There are also much lower levels of serious incidences occurring.

CHAPTER 5: CHANGES AND DELIVERY OF HOMELESSNESS SUPPORT AND SERVICES
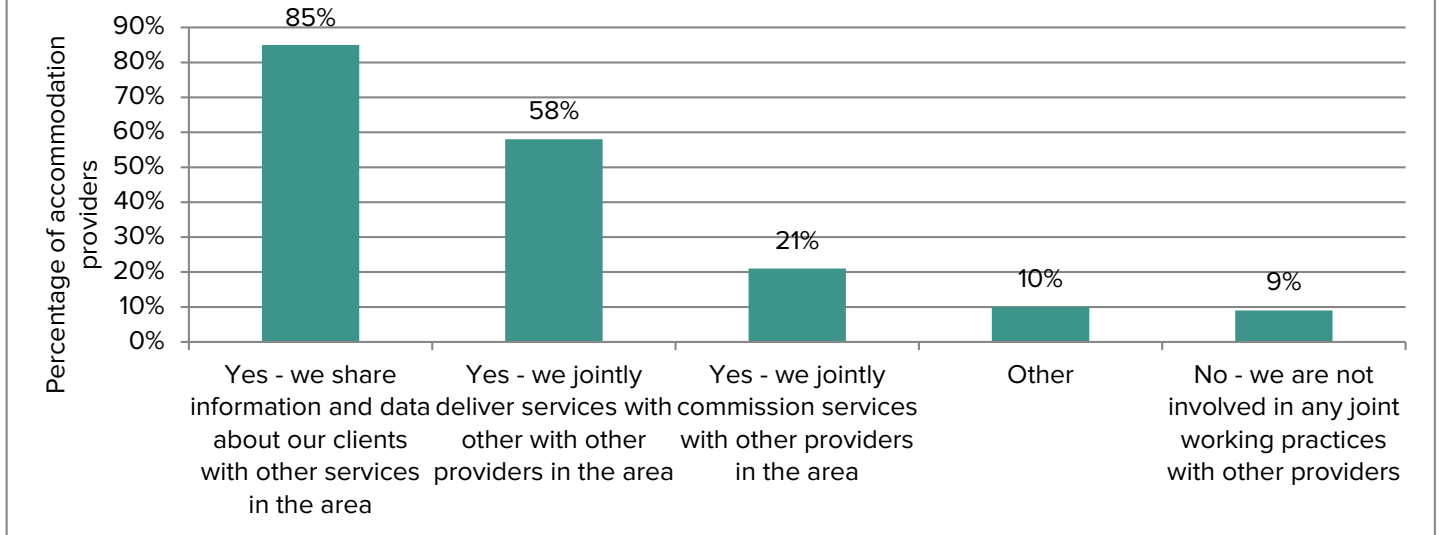
Key headlines

- Just over a fifth of accommodation services (21%) said they jointly commission services that are not available in house with other providers in their area and 58% said they jointly deliver services with other providers in their area.
- Day centres have slightly lower levels of joint commissioning (7%) and nearly half (47%) jointly deliver services with other providers in the area.
- Both accommodation projects and day centres quite commonly share information about their clients with other providers in the area (85% and 60% respectively).
- Most services offer some degree of personalised support, with only 1% offering none, a significant reduction compared to last year showing an increase in personalised services. The most common type of support was the provision of life skills including budgeting, cooking and addressing client's wellbeing, which 95% of accommodation projects provide.
- A range of approaches are being used to improve the accommodation and other longer term options available. Over half (55%) of accommodation projects either use or are exploring shared accommodation. 52% use or are exploring rent deposit and bond schemes and 34% use or are exploring Housing First.
- Social investment methods such as social bonds are not currently being widely used; 12% use or are exploring them, 6% of accommodations projects said they are commissioned on a payment by results basis.

Homelessness services continue to evolve. They are increasing the use of models of support including personalised services, Housing First and peer landlord schemes. There has also been the recognition that services should not work in isolation to deliver support and accommodation for people experiencing homelessness. The new commissioning structures and the recognition that many of the same people use services across health, criminal justice, substance misuse as well as housing, means that partnership working and joint delivery of services are becoming more commonplace to deliver more personalised support and efficient use of limited resources. This chapter examines the existence of partnership working within and outside of the homelessness sector and the new models of provision that are being used.

Partnership working

This year the research added a new section in both the accommodation and day centre survey on the prevalence of partnership working (Graph 23). Just over a fifth of accommodation services (21%) said they jointly commissioned services with other providers in their area that are not available in-house and 58% said they jointly deliver services with other providers in their area. The most common response among accommodation projects was the sharing of information about clients with other providers in the area (85%). This practice can help services target resources, better understand client needs and the effectiveness of the interventions they are receiving. It also helps ensure that services are not doubling up on the support given to individuals.

Graph 23: Partnership working by accommodation projects

Percentage of accommodation providers

- Yes - we share information and data about our clients with other services in the area: **85%**
- Yes - we jointly deliver services with other with other providers in the area: **58%**
- Yes - we jointly commission services with other providers in the area: **21%**
- Other: **10%**
- No - we are not involved in any joint working practices with other providers: **9%**
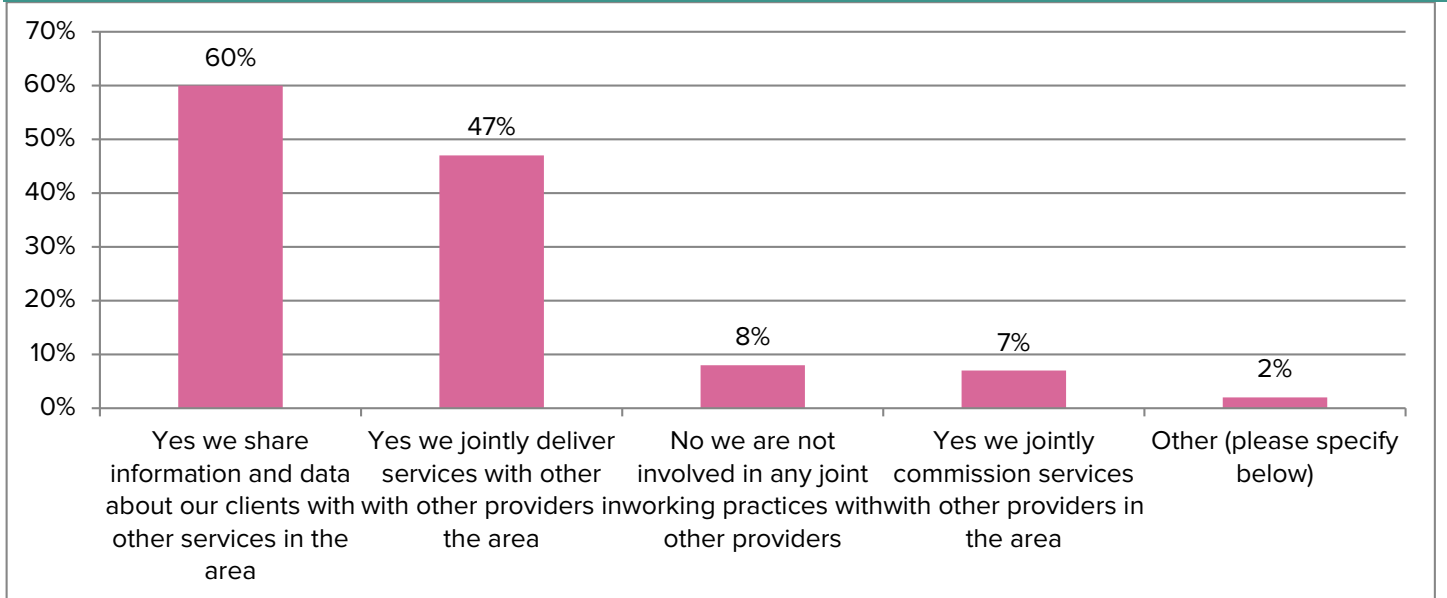
Accommodation provider survey
N=357/357

Out of those providers who said they are jointly commissioned with other partners, as well as other housing and homelessness providers, partners included the police, community mental health teams, the NHS, adult education services, social services, drug and alcohol teams, probation, prisons and debt support agencies. Case study 4 below describes an example in the North East, where research has been used to identify a need for a sex work project, which has been jointly commissioned by the regional homelessness group, and the Police and Crime Commissioner in the area.

Day centres were less likely to jointly commission services with other partners, (only 7%) but nearly half jointly delivered services with partners and six in ten (60%) shared information about their clients with other services (Graph 24).

Graph 24: Partnership working by day centres

- Yes we share information and data about our clients with other services in the area: **60%**
- Yes we jointly deliver services with other with other providers in the area: **47%**
- No we are not involved in any joint working practices with other providers: **8%**
- Yes we jointly commission services with other providers in the area: **7%**
- Other (please specify below): **2%**

Day centre survey
N=23/104

Case Study 4: Working with women with complex needs

Durham Action on Single Housing (DASH) is a 10 bed accommodation service for vulnerable woman with complex needs. The service used to take both male and female clients but due to the higher demand for homelessness accommodation for women, since February 2014 has been female only and they are now the only accommodation project which accepts women with complex needs. The service is funded through Supporting People, housing benefit, Housing Solutions in Durham and the North East regional Homelessness Group.

The service takes a multi-agency approach where they advocate for women and sign-post them to other services dependent on their support needs. This includes working with youth offending teams, social services, child protection, and alcohol and drug services. They also work with women under MAPPA arrangements.

As a result of a growing problem of women being involved in sex work in the area and peer led research undertaken by Changing Lives, DASH has set up a sex worker project with Changing Lives. This has been funded by the Police and Crime Commissioner and Northern Rock and will be providing outreach support to identify women involved and growing the peer research model.
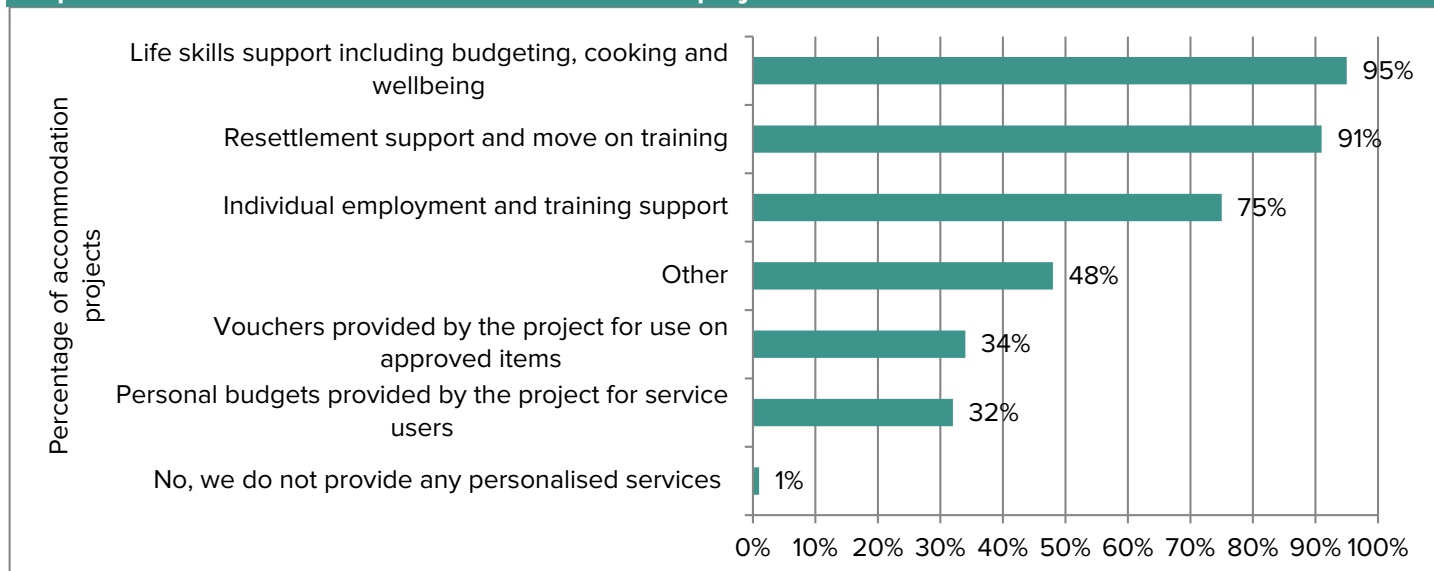
Emerging models of homelessness provision

To improve the support they offer, homelessness services innovate and develop new types of provision. One approach is personalisation, in which support services have more flexibility to suit the needs of people using them, rather than offering a specific type of support. Personalised approaches have been used quite widely in services for a number of years, but they are implemented using a very wide range of definitions, ranging from low-level client involvement to more substantial client-led support.

Most services offer some degree of personalised support, with only 1% offering none, a significant reduction compared to last year showing an increase in personalised services (Graph 25). The most common type of support was the provision of life skills including budgeting, cooking and addressing client's wellbeing, which 95% of accommodation projects provide. Other personalised services that were used by the majority of accommodation projects were resettlement support and move on training (91%) and individual employment and training support (75%).

Personal budgets were provided by 32% of accommodation projects, and vouchers by 34%, although there is wide variation in the projects' practice in providing this financial flexibility – some, for example, will have allocated personal budgets for some or all services users, whereas others will have a small shared fund that can be allocated to specific items. It is important that any personal budgets are viewed alongside other aspects of delivering a personalised service.

Graph 25: Personalised services at accommodation projects

Life skills support including budgeting, cooking and wellbeing — 95%
Resettlement support and move on training — 91%
Individual employment and training support — 75%
Other — 48%
Vouchers provided by the project for use on approved items — 34%
Personal budgets provided by the project for service users — 32%
No, we do not provide any personalised services — 1%

Percentage of accommodation projects (y-axis label)

Accommodation provider survey
N=357/357

The most common commissioner of personalised services in accommodation projects is the local authority, the case for nearly half of projects (48%), (Table 10). The 'other' category included below refers most commonly to personalised services which are not commissioned specifically but are part of the service already or were funded in-house.

Table 10: Funding sources of personalised services	
	Percent
Local Authority	47.6
Health	4.2
Homeless Transition Fund	2.3
Drug and Alcohol Team	2.3
Charitable funding	9.6
Greater London Authority (GLA)	1.4
Other	61.5

Accommodation provider survey
N= 353/357

Many other approaches are also being used across the homelessness sector to improve the accommodation and other longer term options available (Graph 26). Shared accommodation schemes are the most widely used by accommodation services, with 42% using them and a further 13% exploring these options. Rent deposit and/or bond schemes are also quite widely used by accommodation projects, (41% use them and 12% are exploring using them). The use of Housing First is at a fairly similar level to last year, with 25% reporting they are using Housing First, and a further 9% are exploring Housing First approaches.

Social investment methods such as social bonds are not currently being widely used by accommodation projects, but this may reflect the fairly early introduction of such methods within the sector. Only 6% of accommodation projects reported that they are exploring social investment methods, with a further 6% already using them. Since last year there has been no significant change in the proportion of projects which are commissioned on a payment by results basis, only 5% of accommodation services reporting this which is similar to levels found in last year's survey (6%).

Graph 26: Innovative approaches used in accommodation projects
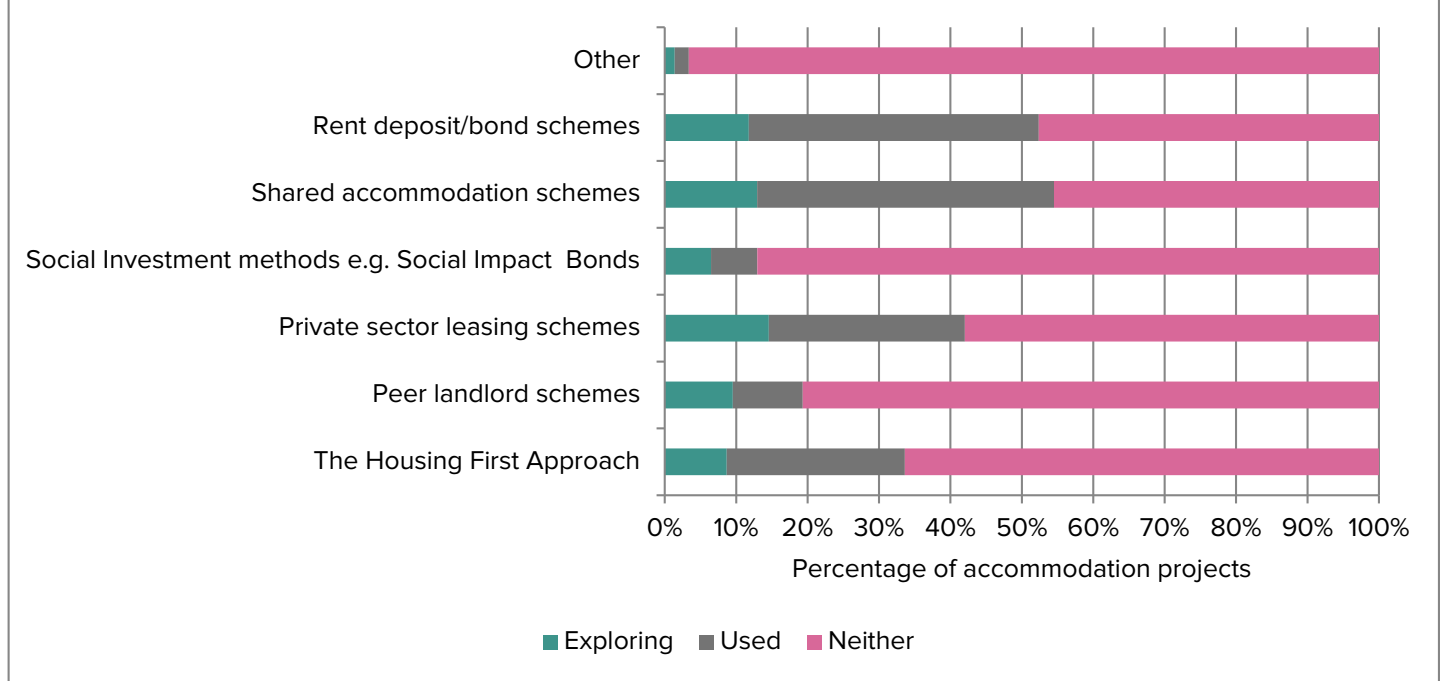
Accommodation provider survey
N= 353/357

CHAPTER 6: EXPERIENCES OF PEOPLE WHO BECOME HOMELESS

Key headlines
- Accommodation projects report seeing a wide range of benefit issues experienced by the people using their services. The most common benefits problem experienced by people using homelessness services is sanctions, with 90% of services reporting that sanctions affect their clients, an increase from 69% last year. 61% of accommodation projects say the proportion of people being sanctioned has increased.
- 61% of accommodation projects said their clients could easily gain access to local welfare assistance schemes but nearly half of accommodation projects did not know if there was going to be a local welfare assistance scheme in their area next year.
- Access to move-on accommodation remains an issue. 62% of accommodation projects said that local pressures on the housing market or limited supply of suitable rental properties were the main barriers to move-on. On average, accommodation projects reported that 25% of people currently staying in their services were ready to move on but had not yet moved. Over half (58%) of those had been waiting for more than three months.
- 9% of clients leaving accommodation projects had been evicted (up from 6% last year) and abandonment (5%) rates among clients that had moved on to their own accommodation were similar to last year.

Fundamental changes to welfare provision are impacting on people struggling with homelessness. The longer-term housing and support options available to them, including the Shared Accommodation Rate, benefit sanctions and the increasingly localised provision of welfare support. People also face growing problems in finding appropriate accommodation to move into, causing hostels to silt up. This chapter examines the impact of welfare reform and explores where people in homelessness services move on to, including the barriers to finding independent accommodation.

Impact of welfare reform
Changes to welfare provision are having a substantial impact on homelessness services and the people they support. These services, particularly day centres, are often the first place people go to get advice on benefits issues, but services are also impacted by clients' rent arrears and limited ability to move on from services when they are ready, because of a difficult housing market.

Accommodation projects reported seeing a wide range of benefit issues experienced by the people using their services (Graph 27). The most common benefits problem experienced by people using homelessness services was sanctions, 90% of services reported this, an increase from 69% last year. Table 11 shows the extent to which accommodation services perceive the level of sanctioning to have changed, 61% feel this level has increased, with only 8% saying it has decreased.
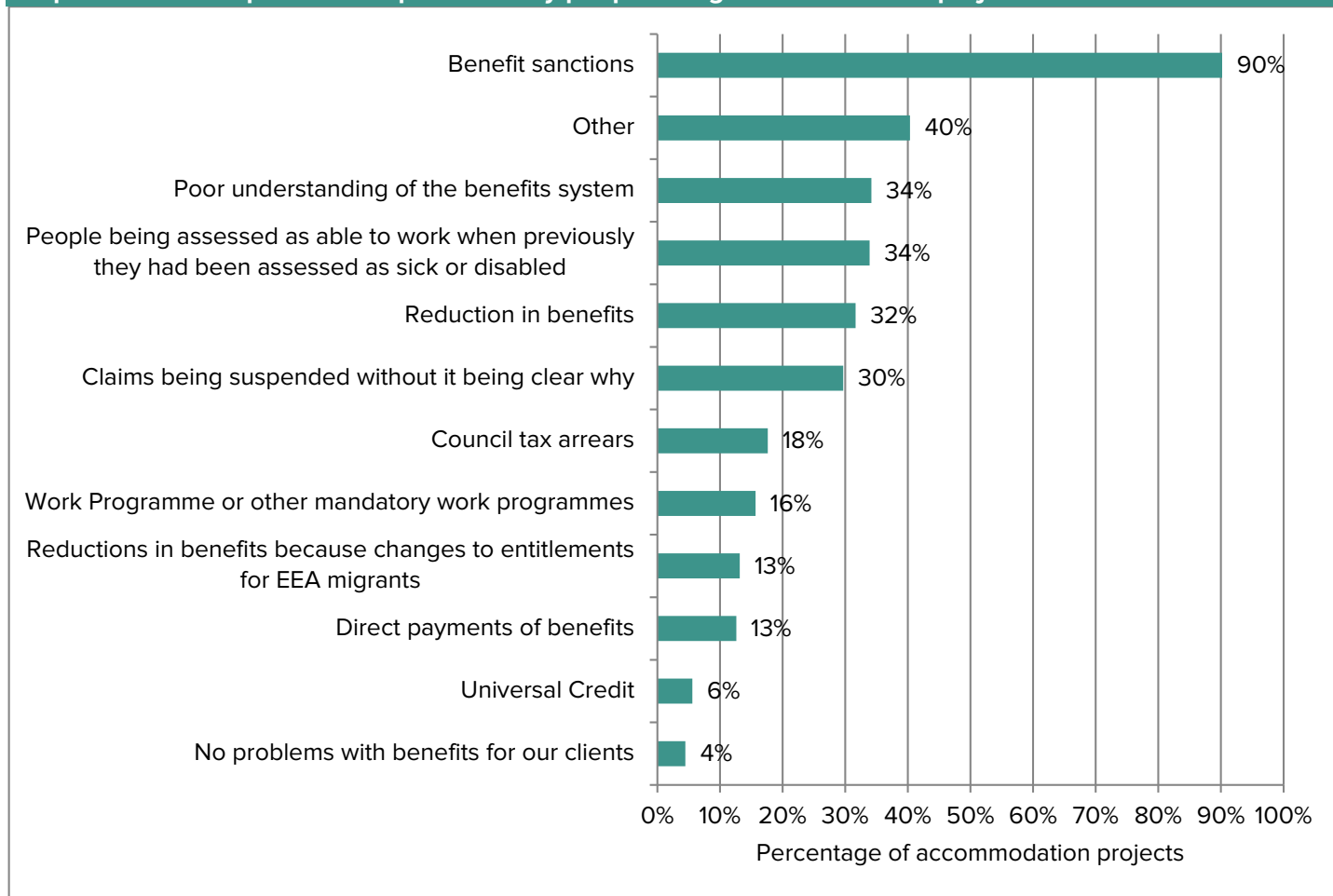
Table 11: Changes in sanctions among clients using accommodation projects	
Has the proportion of your clients being sanctioned changed since last year?	Percent
Increased	60.5
Decreased	7.6
Stayed the same	22.1
(Don't know)	9.8

Accommodation provider survey
N= 357/357

Graph 27: Benefits problems experienced by people using accommodation projects

Benefit problem	Percentage
Benefit sanctions	90%
Other	40%
Poor understanding of the benefits system	34%
People being assessed as able to work when previously they had been assessed as sick or disabled	34%
Reduction in benefits	32%
Claims being suspended without it being clear why	30%
Council tax arrears	18%
Work Programme or other mandatory work programmes	16%
Reductions in benefits because changes to entitlements for EEA migrants	13%
Direct payments of benefits	13%
Universal Credit	6%
No problems with benefits for our clients	4%

Percentage of accommodation projects

Accommodation provider survey
N= 357/357

Day centres see a much wider variation of benefit issues and also the level of problems experienced by their clients is overall much higher than accommodation projects (Graph 28). This reflects the greater cross section of people using their services including higher levels of migrants and people with no recourse to public funds. Sanctions are still the most common problem but lower levels are reported by day centres than the accommodation survey, 67%.

Graph 28: Benefits problems experienced by people using day centres

Problem	Percentage
Benefit sanctions	67%
Claims being suspended without it being clear why	66%
Poor understanding of the benefits system	62%
Reduction in benefits	62%
People being assessed as able to work when previously they had been assessed as sick or disabled	56%
Making a new claim for benefits as a UK citizen	51%
Work Programme or other mandatory work programme	51%
Short term benefit advances	49%
Accessing Local Welfare Assistance	47%
Making a claim for benefits as a person from abroad	43%
Reduction in benefits because of changes to entitlements for EEA migrants	42%
Council Tax Arrears	38%
Single Room Rate / Shared Accommodation Rate	34%
Direct payments of benefits	32%
Bedroom Tax	29%
Universal Credit	25%
Benefit Cap	17%
Other (please specify below)	2%
No problems with benefits for our clients	2%

Percentage of day centres

Day centre survey
N= 42/104

Access to local welfare assistance schemes was on the whole viewed as easy, 18% of accommodation projects said their clients could very easily access local welfare assistance schemes in their area, and 42% said they could quite easily access them (Table 12). However when asked about whether a local welfare assistance scheme would be available in their area next year, when funding becomes discretionary, just over a third (37%) said there would be. Nearly half of accommodation projects said they did not know (49%), and 14% said there would not be a scheme in their area (Accommodation provider survey N=357).

| Table 12: Access to Local Welfare Assistance schemes for clients in accommodation projects | |
To what extent are your clients able to access local welfare assistance schemes run by the local authority?	Percent
Very easily	18.2
Quite easily	42.3
Quite difficult	19.9
Very difficult	6.2
(Depends on the clients)	6.7
(No opinion)	2.8
(There isn't a local welfare assistance scheme)	3.9
Total	100.0

Accommodation provider survey
N= 357/357

Move on and accommodation outcomes

People who are ready to move on from supported housing into independent accommodation still face substantial difficulties. Local pressures on the housing market and the paucity of suitable accommodation can make this transition slow and challenging; in some cases people are staying in supported housing for longer than they need.

For those who leave accommodation projects, the most common move-on outcomes are either moving to social housing (24% of leavers) or returning to friends or family (23% of leavers). Other common outcomes were second stage accommodation (16%) and the private rented sector (15%). Within the 'other' category, accommodation providers were hospital, community mental health placements and student accommodation (Graph 29).

Eviction and abandonment rates among clients that had moved on to their own accommodation were broadly similar to last year. The data return shows that eviction among leavers was 9% (up from 6% the previous year) and the abandonment rate was 5%.

Graph 29: Destination of people leaving accommodation projects
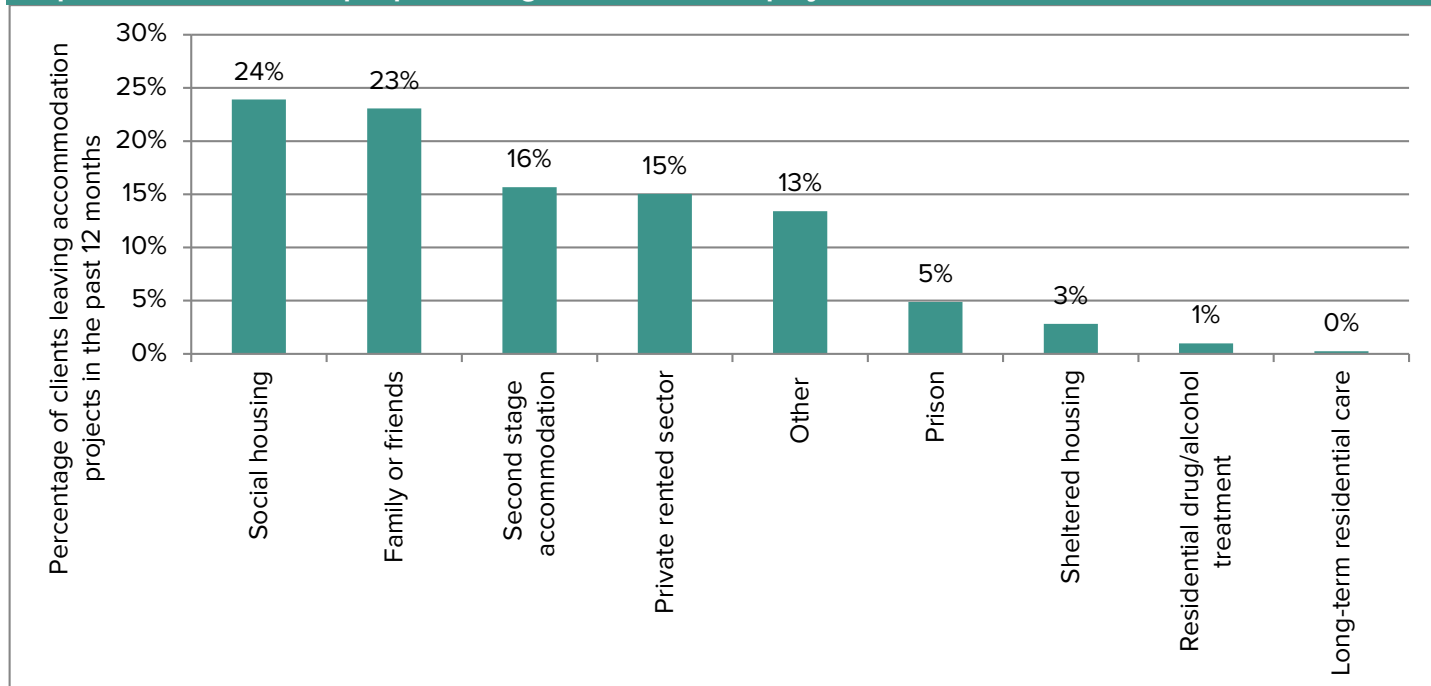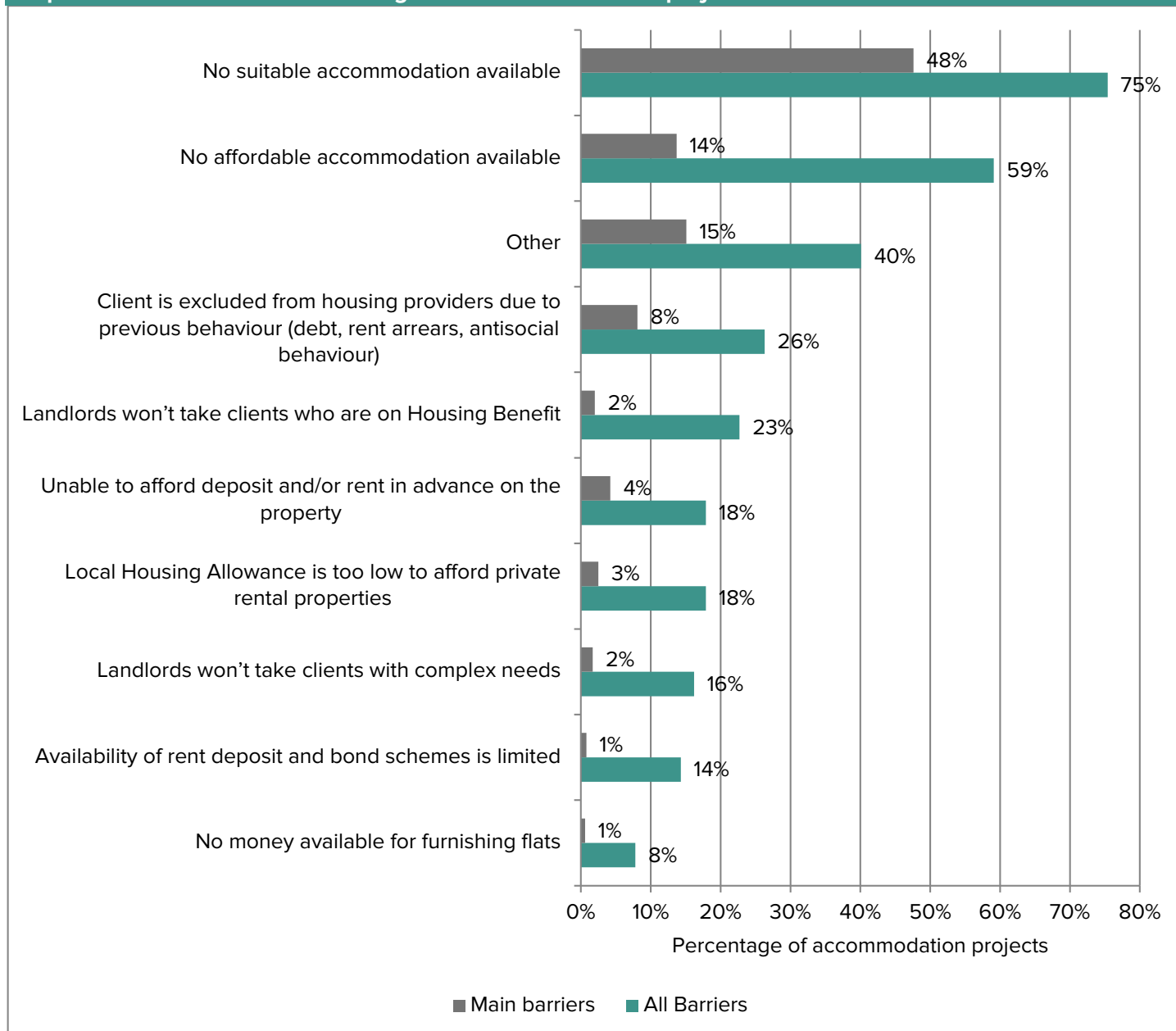

Accommodation provider data return
N= 248/250

Accommodation projects reported that a quarter (25%) of people currently staying in their services were ready to move on but had not yet moved. Of those that were waiting to move, 42% had been waiting for up to three months, 31% for more than three months but less than six months, and just over one in five (27%) had been waiting for six months or more.

The main barrier to moving on by far is the lack of suitable accommodation locally, nearly half (48%) of accommodation projects stated this was the main barrier and three quarters (75%) stated that this was one of the barriers for people moving on in their area (Graph 30). Affordability was also a significant issue for accommodation projects nearly six in ten (59%) stated that this was a barrier in their area and 14% said this was the main barrier in their area. Other barriers included clients being excluded from housing providers due to previous behaviour (26%) and landlords not taking clients that are on housing benefit (23%).

Within the 'other' category there were frequent references to the lack of accommodation provision for young people (16-24 year olds), particularly landlords being unwilling to grant them a tenancy without a guarantor and lower levels of housing benefit. Other projects said the changes to the under-occupancy housing benefit rules had caused issues by increasing the demand of one bedroom properties making it difficult for single people to access social housing and providing greater competition in the PRS for smaller properties.

Case study 5 shows how tailored resettlement support for older people can help alleviate some of the problems with move on and make space for other people to access homelessness services.

Graph 30: Barriers for clients moving on from accomdoation projects

Barrier	Main barriers	All Barriers
No suitable accommodation available	48%	75%
No affordable accommodation available	14%	59%
Other	15%	40%
Client is excluded from housing providers due to previous behaviour (debt, rent arrears, antisocial behaviour)	8%	26%
Landlords won't take clients who are on Housing Benefit	2%	23%
Unable to afford deposit and/or rent in advance on the property	4%	18%
Local Housing Allowance is too low to afford private rental properties	3%	18%
Landlords won't take clients with complex needs	2%	16%
Availability of rent deposit and bond schemes is limited	1%	14%
No money available for furnishing flats	1%	8%

Percentage of accommodation projects

■ Main barriers　■ All Barriers

Accommodation provider survey
N= 357/357

Case study 5: Resettlement support for older people

Cambridge Cyrenians run a support service for older people (aged over 50). This consists of helping older people to move on from their homelessness accommodation to more appropriate sheltered housing and also providing intensive floating support for vulnerable older people in local authority accommodation who are at risk of eviction.

The project works with people with a range of issues including anti-social behaviour (ASB), hoarding, deteriorating mental and physical health and substance misuse. The support worker assists people with tenancy set up including sourcing furniture and arranging utility bills as well as helping them with health and wellbeing needs. While in generic services floating support is often modelled around enabling people to eventually live

independently, with older people their support needs often become greater so the model is set up to allow people to return to the service if they need to.

The service was re-instated in May 2014 and is partly funded by the Tudor Trust and Cambridge City Council for three years. The service had been in operation between 2003 and March 2011 but did not continue after the floating support services were reconfigured and no longer made provision for a bespoke service for older people. Historically, Cambridge Cyrenians had a high proportion of older people living in their accommodation services. While the older peoples' support service was in existence, the proportion of residents in hostel accommodation dropped from 49% to 23% and only one client experienced tenancy failure in this time. During the absence of the service the proportion of over 50s increased to 46% again and they were only able to resettle two older people into sheltered accommodation. The service is now working towards reducing the number of older people in homelessness accommodation again and they have so far rehoused 6 people into sheltered accommodation and are providing support for 5 people in local authority accommodation.

CHAPTER 7: FUTURE DEVELOPMENTS

Key headlines

- Participants report a range of gaps in provision affecting people and services in their area. A number of changes within and outside the homelessness sector are impacting on the level of support on offer and the number of people who can receive it. Challenges evident in previous years, such as difficulties accessing appropriate accommodation and high levels of sanctions, remain and in some cases have intensified.
- Funding cuts mean that many services are struggling to maintain a good level of service on a lower budget, and less availability of external services is also having an impact, with mental health provision repeatedly described as lacking by a large number of respondents. Within this context, many services are adapting by reducing costs where they can, sometimes limiting the support available.
- Innovative approaches and new ways of working are enabling some services to enhance their provision within a changing environment, but in many cases participants reported that less money may result in a reduced service with potentially higher levels of homelessness.

In addition to funding, homelessness services are affected by a wide range of other local and national policy and practice changes. In both the survey with accommodation projects and day centres we asked open text questions to services about the main changes which were affecting the individuals they were working with. This chapter presents the analysis of qualitative responses and examines the main changes and gaps in homelessness provision affecting people in their area. As part of this it looks at the challenges and how services are adapting to these.

The main changes and gaps in provision

Accommodation
A lack of suitable, affordable accommodation for people ready to move on from homelessness accommodation has been an issue reported by respondents for a number of years. This continues to be the case, with problems relating to both the lack of social housing and difficulties accessing housing in the private rented sector. There were also reports of gaps in nightshelters, hostel spaces and direct access accommodation, with some respondents reporting decreases in provision. Lack of accommodation was the most commonly cited gap in provision cited by respondents to the day centre and accommodation provider surveys.

Closing down of direct access accommodation [is the largest change in the area over the last year]

Although lack of accommodation provision and closures appeared to be happening across the board, in some areas particular groups were highlighted as being affected. These groups included women, couples, families, prison leavers, young people, older people, people on the autistic spectrum and migrants.

[There is] not enough domestic violence accommodation for single women, currently only two women projects, could soon be one.

North west region

[There is a lack of] emergency access and provision for autistic spectrum – particularly in this area

South east region

In some cases loss of services was linked directly to funding cuts and changes in commissioning. Some respondents reported cuts to housing related support funding, while in other cases changes to the way services are being contracted to reduce costs has led to less provision in some areas for some groups.

Funding cuts meant loss of largest provision of crisis accommodation. Local authority decided to go into service contracts.

Reduction in provision due to retendering city wide service.

Services for people with support needs

In some areas, there is a lack of services for people with support needs. People with mental health, and/or drug and alcohol problems reportedly find it difficult to access services in many areas. Specifically, there were numerous reports of reduced access to mental health services due to closures, poor funding, long waiting lists, inadequate referral processes and insufficient provision. Strict criteria also make accessing services difficult for those who do not have severe or enduring mental health issues, and it is reportedly challenging trying to get mental health services to assess clients. Referrals may also be rejected for those with a dual diagnosis.

Mental health services, there is a big gap and the waiting list is very long.

Funding for mental health services in the LA is appalling – long waiting lists and no proper crisis mental health team. Often the best way to get an assessment is under a section 136.

In many areas, mental health services are accessed via a GP, a situation that many respondents believe is inadequate. Lengthy waiting times for appointments, and the challenges of accessing a GP for people with no fixed abode (NFA), are compounded by a general lack of understanding among GPs of the impact homelessness can have on a person's mental health.

Service users no longer have direct access to the local mental health service (CMHT) this now has to be done through a GP referral, which can take too long due to GP waiting times.

GP service is not easily accessible for those who are NFA. The only local practice to offer a service requires lengthy questioning by a receptionist before a call back to arrange an appointment can be requested. Often people don't have mobile phones to get this phone call.

GPs often do not have mental health experience even though they are supposed to be the first port of call. They prescribe medication quite easily but seem unaware of the pitfalls of this and of our client group being risky with meds.

There also tends to be a lack of provision for people on either end of the needs spectrum. Historically, support has been lacking for people with complex needs, dual diagnosis and chronic, repeat homelessness. However, there can also be a lack of support for people who have lower level needs and no statutory entitlement in areas where the focus is now on higher level needs.

The greatest gap is help for those who are 18+ who are single and homeless but not classed as having high priority needs. The council has stopped referring these lower priority (but still in need) cases to us and now managing can be difficult, because of the balance within our project. We have ended up with just high risk clients, which puts pressure on our staff.

Lower needs mental health services, there is a lot of support for people with serious mental health conditions but nothing really for lower support needs like depression.

Change to service access criteria

For some groups homelessness services are becoming harder to access. This is linked to stricter local connection criteria, and reduced eligibility for support for EEA migrants and those with lower levels of need. Getting support from local authorities in particular was often cited as becoming more difficult for people who are not seen as being in priority need.

No provisions for EEA. Concerned for Eastern European Migrants now there is no support from the council.

Lewisham Council cut off band 4 therefore leaving clients with no other housing options.

25,000 people were on the housing register at the end of 2014. LA decided to lose 10,000. Everyone is having to re-register. Criteria for homelessness is changing – i.e. local connection criteria etc.

There were also reports of criteria for accessing supported housing being strengthened, leading to exclusions for some groups.

People on JSA not getting into hostels and supported housing because they have changed their criteria to clients needing to be on ESA [is the greatest gap in the local area].

There is now no second time in supported housing, even if you come back 20 years later with a change of circumstances they won't let you back in.

Welfare reform
Changes to the welfare system continue to affect access to benefits, with an increase in problems noted throughout the year. A reduction or loss of income attributed to sanctions, benefit reform and changes to eligibility were linked by respondents to food poverty, loss of or difficulty accessing accommodation, increased debt and use of credit loans. The abolition of crisis loans has made it harder for people to get rent in advance and access accommodation in the private rented sector. In many cases, EEA migrants and those with no recourse to public funds were cited as dealing with a notable increase in hardship, with benefit changes making it harder for them to access services, accommodation and work.

Main impact has been for our Central and Eastern European clients, most of which are no longer able to claim housing benefit and therefore access accommodation. We are also seeing an increase in benefit sanctions. We are also no longer able to use crisis loans for rent in advance and local welfare provision isn't able to match this.

Some respondents reported that these changes have caused stress among clients of homelessness services and led to an increase in harmful behaviours in order to cope, including alcohol and drug use. Respondents working at day centres reported that they have spent increasing amounts of time offering people advice around welfare and helping to sort out benefit issues. People are also finding it harder to pay for the clothes and transport needed for job interviews.

Increase in numbers coming for meals and food because their benefits have been reduced or stopped. Increase in numbers evicted from housing because of non- payment of rent.

The increase in sanctions on this client group has had a knock on effect to everything they can access. i.e. can't afford transport to appointments.

Respondents from accommodation providers reported challenges around the time that it takes the Job Centre to set up and administer benefits, or process any changes to claims. A lack of the necessary ID or documentation can further slow the process down. Delays with housing benefit can be detrimental to services while delays to other forms of benefit can lead to hardship for the claimant. Difficulty communicating with Job Centre Plus staff was also reported. For clients moving from benefits to employment, the uncertain nature or low pay of many kinds of employment, particularly with respect to zero hour contracts, leads to financial insecurity and makes maintaining a tenancy difficult.

An increase in homelessness as a consequence of welfare reform was reported by some respondents. One day centre reported a 40% increase in the number of people they were supporting. EEA migrants and young people were cited as groups with notable increases in homelessness.

Problems accessing benefits for EEA migrants led to increases in rough sleeping.

Benefits changes and the difficulties with sanctions. Leading to huge levels of homelessness or near homelessness.

At the same time that benefits and welfare are being reformed, there have also been cuts to advice services that help to clarify benefit entitlement and changes for claimants. Consequently, benefit claimants are not able to access the support they need to help mitigate against the potentially negative impact of welfare reform.

Advice services are increasingly underfunded each year i.e. CAB and expert advisors are being made redundant especially those who specialised in the areas of benefits and tribunals etc.

With the reduction in funding all manner of services are becoming harder to access. Waiting lists for advice services are getting longer as are the waiting lists for supported accommodation. Our local housing advice service has been particularly hard hit.

Managing with less
The impact of welfare reform, funding cuts and reduced services on the homelessness sector has been felt within and without; many services have had to adjust to a reduced budget of their own while at the same time dealing with the extra demand that cuts to related services can create. The latter was especially the case for day centres who reported that cuts to related services led to them picking up clients who previously would have been able to access support elsewhere.

The general cut in funding for other services has caused an increase in demand for the walk in nature of our service as clients come to us for advice they may have previously received through their accommodation provider or support agency.

[There has been] Increased capacity and influx of clients without enough resources as an open access day centre due to cuts in other services.

Accommodation providers sometimes reported having to manage with higher numbers of referrals, and clients with higher levels of need due to cuts to government services.

Cuts elsewhere in LA departments (especially Social Services) are affecting the work we have to do – more higher need young people.

This increase in demand for services has to be constrained by the reduced level of support that homelessness services are able to offer due to cuts to their own budgets. Reduced funds have commonly resulted in cuts to staffing hours and salaries, reductions in staffing levels and redundancies. In some cases services reported that cuts were made to staffing in order to avoid having to make cuts elsewhere, with remaining staff still being expected to provide the same level, or an enhanced level, of service.

[We are] expected to work just as effectively with a smaller budget.

We've been told that we have to achieve more but on a lower income.

People have had to work more and not been paid extra for it.

In the majority of cases however, cuts to staffing levels has led to services reporting a reduction in the support they can offer, notably around meaningful activities and support with things such as attending appointments. Recruiting more volunteers is sometimes used as a means of offsetting reductions in staffing levels, and reduced night support was occasionally cited. Efficiency savings have also been a priority for some services, through financial management and cuts to overheads and back office costs.

[We are] careful with maintenance, changing sleeping staff to waking staff, finance officer, adjusted budgets.

Cost saving for example using hand towels instead of hand dryers in toilets.

However, some respondents reported that there had been little or no change to the homelessness services in their area. This could be the consequence of services absorbing loss through funding cuts by drawing on reserves, including funds left over from the previous financial year. To enhance income levels some respondents reported being more stringent with rent payments and others were looking at alternative sources of funding such as fundraising. When successful these changes were able to mitigate the impact of funding cuts.

There has been no change because we have increased our community and grant fundraising to counteract any cuts in statutory funding. Also where our revenue funding has been cut in real terms by our LA it has been repaid in kind by bits of money for capital and hidden pots.

New ways of working
Some respondents reported positive changes in how their service works, in terms of improving what they can offer, working better with others and adopting innovative approaches to improve outcomes for people. Working effectively with others in terms of a shared strategy and approach was an improvement for several services.

Local authority and other agencies sharing the same agenda to end homelessness and actively sharing information and data to positively impact on people's welfare. More structure and urgency at supported housing panel to ensure timely interviews for housing.

Joint working with other agencies to provide a more efficient service to expedite people moving from the streets.

In some areas a key element of this partnership working has involved developing a pathway to support people out of homelessness. The success of pathways was dependent on the process operating effectively in order to work.

[There are] fewer people on the streets because the pathways have made a big change for people to move through quicker.

The Local Authority Accommodation Pathway has had both positive and negative impacts on homelessness in the local area. A positive is that the pathway should place people in appropriate accommodation. Negatives include the introduction of a phone-only system to enable people to access the pathway, the pathway has resulted in surplus bed spaces and a suspected increase in sofa surfing and intensive support for more complex cases among people sleeping rough.

Some projects were also changing their organisational culture, in terms of adopting new and innovative approaches to help improve outcomes for people. However, being able to evolve and adapt depends on funding and resources, and having staff able to introduce the changes.

Changing culture using psychologically informed environment model- person central approach based on humanist mode – focus on what customer wants rather than addressing customer needs.

Honed our recording and services because we are now paid on a Payment by Results contract. We have become a flexible and agile working project we have a paperless office. We have also introduced Lean, PIEs and CBT.

Separate budget for personalisation, which allows service users to achieve personal goals.

In some cases, staff working in homelessness are unconvinced that changes in how services are funded and commissioned will benefit the sector and the people it supports. For example, funding through Payment by Results was regarded far more negatively than positively by the majority of respondents. For some people, the very nature of the model runs counter to the ethos of the sector. Some respondents argued that too much emphasis will be placed on quantity rather than quality, and that staff working in the sector should not be motivated by financial gain, but by a wish to help people.

Ignores that we're working with socially broken people. Don't pay us to get quick wins, we need to do what's right for the client.

People should make an effort without financial incentive.

Other less ideological objections focused on the practicalities of such an approach. Given the often varied number of agencies involved in supporting people it is difficult to isolate the impact of homelessness services when evidencing outcomes. The impact of services on people with chaotic lives is also hard to measure; progress is not always demonstrable or may be evident in long-term rather than short-term outcomes. Furthermore, while the aim of many homelessness services is to resettle clients, this is partly dependent on the availability of suitable, affordable accommodation in the local area, with external factors likely to impact on outcomes. Conversely, outcomes also depend in part on the engagement of the client and in some cases respondents report that clients will not engage. This can lead to the risk of 'cherry-picking'; services may avoid working with clients that are harder to support or for whom it would be harder to evidence outcomes as this could have a detrimental impact on funding.

You will only want to take people that you are going to get successful outcomes from, not more difficult people who need that assistance. Leads to cherry picking.

18-35yrs- will not know outcome until years later, difficult to document outcome at time.

In a few cases the potential positives of payment by results were observed. Some respondents suggested that the model may motivate staff in how they work and may reintroduce a focus on standards in the sector lost after the removal of Supporting People. The approach may also lead to a stronger focus on individuals and their outcomes.

People work harder to achieve things when there is payment by results.

Since Supporting People disappeared there seems to be no desire to look at service delivery standards in the sector and I think that would bring it back in.

Whether responses were positive or negative, there was in many cases a sense of inevitability about the use of payment by results, with several respondents reporting that it was about to be introduced in their service. Survey responses suggest that some staff working in the homelessness sector may need convincing about the benefits of new funding models in order to be able to evolve with the changing environment.

Going forward, it is the only method of payment that the government is preparing to give out. We have to adapt, but my concern is for the customer.

CONCLUSION

This year's research has been conducted after a five year period of change which has included increased localisation, significant changes to the welfare system and amendments to the homelessness legislation which has given local authorities greater flexibility to use the private rented sector to discharge their homelessness duty. These have taken place within wider socio-economic challenges which continue to have an impact on the structural causes of homelessness, such as a continued undersupply of affordable homes. While unemployment levels continue to decrease, access to employment for people who have experienced homelessness remain an issue. While an improvement on last year there are still only 14% of people in homelessness accommodation projects in paid employment.

The survey has shown that people using homelessness services are shifting, with nearly half (49%) of people using accommodation projects aged between 16 and 24, and 30% are women. People in homelessness services are also experiencing a number of different issues with 38% of people in accommodation projects and 33% using day centres having multiple and complex needs. Services are still reporting declining referrals and refusing access to those people with the highest needs and most challenging behaviour, although levels have fallen from 91% in 2014 to 77% this year, indicating that services are adapting to increased demand from people with the most complex needs. Outcomes overall have improved since last year, greater proportions of people are in training and education and have reduced their alcohol or drug use.

Reduction in funding has remained fairly constant among accommodation projects since last year (41% compared to 38% in 2014) but more day centres have reported decreases on last year (36% compared to 26% in 2014). There continues to be a reliance on housing related support as the main funding stream by accommodation projects but this is steadily decreasing year on year (In 2010 77% of accommodation projects reported Supporting People as the primary funding source and this year it was 51%). Despite this the use of funding sources from outside of the homelessness sector and statutory sources for accommodation services remains quite low.

The structural changes are having a direct impact on homelessness services and their clients. Welfare reform continues to have an effect on people using homelessness services. There has been a significant increase in the proportion of services reporting that sanctions affect their clients. While local welfare assistance schemes are currently fairly accessible for accommodation projects, there is a level of uncertainty about whether these will exist next year in local areas. In terms of the housing market, a lack of adequate move-on accommodation remains a key challenge, with accommodation services reporting that finding suitable and affordable housing is the main barrier for people leaving services into independent accommodation. This has been exacerbated by recent policy changes, with projects reporting that the changes in the housing benefit under occupation rules and greater competition for smaller properties in the PRS are making this more challenging.

This year's report again highlights the adaptability and resilience of many homelessness services, with agencies reporting overall that they are still working with and support a similar number of clients despite some of the funding pressures and external challenges. The review highlights how homelessness services are working in partnership to work more efficiently to deliver services and share information about clients in their area. The research also shows many services continuing to try new and innovative approaches to work with people experiencing homelessness and provide personalised services and support to move out of homelessness into stable accommodation. With further financial pressures expected in the next 12 months and the introduction of further changes to the welfare system, it will be critical to invest in, develop and strengthen the effectiveness of these approaches to ensure support is available to those experiencing homelessness.

APPENDIX

METHODOLOGY

The methodology followed the same format as last year's Annual Review. Two separate surveys were carried out for accommodation projects and for day centres and details of how the sample was selected can be found below. Two surveys were used so we could better capture the different characteristics of these services and the issues they face. Consistent with last year, we used a self-completed data return form to capture information about services' size, capacity, voids, and staffing numbers. In previous years, we asked projects for these data in our survey.

There were six elements to the fieldwork, which was carried out between October and January 2014.

1. Telephone survey of accommodation projects

Homeless Link's policy team developed a questionnaire for accommodation projects, with input from Homeless Link staff, DCLG and with input from the contractor, James Lambley & Associates. The questions were similar to those asked for the Annual review 2014 so that some comparisons could be made, but also asked relevant topical questions.

The telephone survey was administered by James Lambley & Associates, who had also carried out the survey for the annual review 2014. An email request was sent by Homeless Link to all accommodation projects listed on the Homeless UK database (1, 253 projects in total) to notify them that they may be selected to take part in the survey. Projects were stratified by region, before the areas were randomised, ensuring that interviewers could inform project/service managers whether other projects under their management would be approached. A total of 357 accommodation projects took part in the telephone survey (representing a sample size of 28%). The data was analysed by Homeless Link using SPSS.

2. Data return from accommodation projects

This year, a self-completion data return was emailed to all 1,253 accommodation projects listed on Homeless UK, and was administered by James Lambley & Associates. The data return was designed by Homeless Link with input from DCLG and James Lambley & Associates, and requested information about projects' size, capacity, voids, staffing numbers, etc. In total, 250 accommodation projects provided a data return, giving a response rate of 20%. The data was analysed by Homeless Link using Excel.

3. Web survey of day centres

The questions for day centres were separated out from those asked of accommodation projects, reflecting the different experiences of different types of provision. Questions for the day centres survey were developed by Homeless Link's policy team, with input from DCLG. Homeless Link's day centres specialist provided expertise in creating appropriately worded questions that would be suitable for day centres.

The web survey was administered by Homeless Link, using Survey Monkey. Our day centres specialist contacted all day centres in England that work with people experiencing homelessness (208 in total), using information from the UK Advice Finder database. A total of 104 day centres provided a response, giving a response rate of 50%. The data was analysed by Homeless Link using SPSS.

We asked respondents to disclose if the figures they had provided for the whole survey were exact figures, best estimates or a mixture of both. A breakdown can be found below:

	Percentage of day centres
A mix of exact figures and best estimates	32%
All best estimates	21%
All exact figures	1%
Mainly best estimates, but some exact figures	26%
Mainly exact figures, but some best estimates	20%

4. Secondary data analysis

Homeless Link's policy team analysed the statutory homelessness (P1E) data and rough sleeping figures published by DCLG to examine trends over time. The Supporting People data published by the Centre for Housing Research, University of St Andrews, was also analysed to examine local authority-funded homelessness support in England.

5. Analysis of Homeless UK and UK Advice Finder databases

Homeless Link's information team and policy team analysed data held in two databases managed by Homeless Link: Homeless UK, which holds information about accommodation projects; and UK Advice Finder, which holds information about advice services, including day centres for people who become homeless.

There are 1,253 accommodation projects in England for people who become single homeless, including direct access hostels, emergency hostels, foyers for young people, and second-stage accommodation for different ages. Specialist accommodation (such as for people with mental health or substance use issues, or for people fleeing domestic violence) was excluded from the analysis.

The data on accommodation projects was cleaned and coded by Homeless Link's information team, and then analysed to explore issues such as: accepted age ranges; genders accepted in projects; number of bed spaces in projects; location; and acceptance criteria including need for a local connection.

There are 208 day centres in England that cater for people experiencing homelessness. The only analysis carried out on day centres was to examine their spread by region.

6. Case studies

Five case studies were gathered to provide examples of different elements of the research. The case studies were not analysed but were used to provide in-depth examples of different types of single homelessness provision in England. The case studies were recruited from the respondents that took part in the telephone interview and were happy to be recontacted.

TOPICS COVERED THROUGH THE ACCOMODATION AND DAY CENTRES SURVEYS AND DATA RETURN

The following topics were addressed through the three primary data collection methods used in the research:

1. Telephone survey of accommodation projects:
   - Referral routes
   - Number of clients and voids
   - Access and refusal to projects
   - Client outcomes and move on
   - Project funding and changes in funding

- Partnership working to deliver services
- New approaches to delivering homelessness support
- Impact of welfare changes
- Homelessness services in your area

2. Accommodation projects data return
   - Bed spaces and voids
   - Number of clients
   - Client profile
   - Client's staying in the service last night
   - Number of client's engaging in activities
   - Length of stay of clients
   - Accommodation type clients have moved on to
   - Number of clients ready to move on
   - Types of services available to clients
   - Number of staff employed

3. Day centres survey
   - Number of clients
   - Client profile
   - Access and refusal to day centres
   - Services and activities available through the day centre
   - Number of staff employed
   - Day centre funding and changes in funding
   - Client outcomes
   - Partnership working to deliver services
   - Impact of welfare changes
   - Homelessness services in your area

What we do

Homeless Link is the national membership charity for organisations working directly with people who become homeless in England. We work to make services better and campaign for policy change that will help end homelessness.

Let's **end homelessness** together

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