



**FEANTSA**

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Update 2006**

**United Kingdom**

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# **United Kingdom Statistics Review 2006**

## **Report to FEANTSA European Observatory on Homelessness**

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# 1 Introduction

Drawing on previous UK annual statistical reports and updated sources, this report consolidates an overview of systems for collecting data on homelessness in the United Kingdom. It looks in detail at the measurement of rooflessness and houselessness within the ETHOS definitions (Edgar and Meert, 2005). The report then considers systems for capturing the risk of homelessness in the UK. In conclusion, the report will consider to what extent the capacity to measure and report on homelessness in the UK may be improved.

As explained in previous EOH reports, the UK comprises the four jurisdictions of England, Scotland, Wales and Northern Ireland, historically governed centrally from London. A Scottish Parliament was created in 1999, followed by National Assemblies for Wales and Northern Ireland (later suspended due to political problems) and a Greater London Assembly. The Scottish Parliament has the greatest degree of autonomy. Homelessness policy and measurement is fully devolved to the Scottish Parliament, and the Welsh Assembly and Northern Ireland Housing Executive also produce homelessness statistics.

Around 90% of the UK population lives in England and there is probably more significant variation within England and the other jurisdictions than between them. While there is no electoral devolution within England, other than the Greater London Assembly, there are nine administrative regions which have strategic responsibility at a tier between central and local government. The Government Offices for the Regions oversee regional co-ordination of housing and homelessness, and some have produced or are preparing regional homelessness strategies, incorporating regional statistical profiling.

## **Figure 1 The English Regions**

1. North East
2. North West
3. Yorkshire and Humberside
4. East Midlands
5. West Midlands
6. East of England
7. London
8. South East
9. South West.

Although homelessness remains a significant social issue throughout the United Kingdom less than 5% of the total population reported experiencing homelessness as part of their housing career (Burrows, 1997). More recently the Northern Ireland Housing Executive (NIHE, 2002) reported that statutorily homeless households in Northern Ireland represented just 1.1% of total households, although this was higher than comparable figures for England (0.5%) and Scotland (0.9%).

The remainder of this report and the Appendix (statistical tables on ETHOS categories 8-13, Insecure and Inadequate Housing) provide the fullest feasible coverage of all four jurisdictions of the UK,

within time and resource constraints. For practical purposes, England is considered first and in most detail as it does account for 90% of the total population. Where commentary applies broadly across all of the UK this is stated. Commentary and statistics on Scotland, Wales and Northern Ireland seek to highlight any important differences in measurement and trends across these jurisdictions, rather than to claim to be fully comprehensive.

## 2 Overview of data collection on homelessness

### Official homelessness statistics in the UK

The key data source on homelessness in the UK is the data on actions taken by local housing authorities under the homelessness legislation. The summary data published by central government departments represent the 'official' homelessness statistics for the UK. Following the introduction of legislation in 1977, local housing authorities across England, Scotland and Wales were required to collect relevant statistics and return them to respective central government departments for summation and publication at the national level. However, the data collected across England, Scotland and Wales has always varied significantly enough to preclude publication of UK-wide figures. Legislation was introduced later in Northern Ireland with the Housing (Northern Ireland) Order 1988 coming into effect in 1989 (no amendments since). Consequently, the collection of homelessness data also developed later than in the rest of the UK. While most of the population of the UK live in England, distinct trends in homelessness are important for the governance of housing in Scotland, Wales and Northern Ireland. Wilcox (2002 and updated annually) has attempted to compile UK wide statistics on homelessness but there remain numerous gaps and inconsistencies.

The UK homelessness legislation provides statutory definitions of homelessness which are more or less the same across the UK.

For England, a person is homeless if:

'he or she has no accommodation in the UK or elsewhere which is available for his or her occupation and which that person has a legal right to occupy. A person is also homeless if he or she has accommodation but cannot secure entry to it, or the accommodation is a moveable structure, vehicle or vessel designed or adapted for human habitation (such as a caravan or houseboat) and there is no place where it can be placed in order to provide accommodation. A person who has accommodation is to be treated as homeless where it would not be reasonable for him or her to continue to occupy that accommodation' (Department for Communities and Local Government, 2006a, p66).

In Scotland 'a person is homeless if he/she has no accommodation in the UK or elsewhere. A person is also homeless if he/she has accommodation but cannot occupy it, for example because of a threat of violence' (Scottish Executive, 2003).

The Housing (Northern Ireland) Order 2003 changed the definition of homelessness and threatened with homelessness from 'a person who has no accommodation in Northern Ireland' to 'a person who has no accommodation for his occupation in the United Kingdom or elsewhere'. In its Homelessness

Strategy, the NIHE proposed that the above change would align Northern Ireland with the policies of the devolved mainland members of the UK (NIHE, 2002).

In practice, these UK statutory definitions of homelessness broadly equate to FEANTSA's ETHOS categories 1-7 (roofless and houseless). Local authorities apply this definition in assessing their duty to households in need and it is also core to data recording. That is to say data records initial applications and then the subsequent decisions reached by local authorities (meets homelessness definition; is/is not in a priority need group; is/is not intentionally homeless; has/does not have a local connection).

The official statistics generally represent a flow of applicants through a process, including exiting from homelessness and, in some cases, repeat presentations. However, those offered only temporary accommodation would continue to fall within the recommended EOH operational definition of homelessness. Some figures represent the 'flow' into temporary accommodation in the time period while others indicate the 'stock' figure as at the end of each period (quarter or year).

These official homelessness statistics tend to dominate debate and analysis on the measurement of homelessness in the UK. It is important to be clear that they only include data on households who seek assistance from local authorities, hence homeless households who either did not know they could seek assistance, or considered they would be unlikely to receive help may simply not have applied. That said, as local authorities move towards a more strategic approach with gradually increasing responsibility for households long considered 'non-priority' in the UK system, the official statistics increasingly include these more marginal groups (for example, single people, ex-prisoners, those with alcohol and drug problems). Indeed, in Scotland, single people now represent the largest household type among homelessness applications.

In the UK, the official homelessness statistics are widely used by central and local government, politicians and policy makers, academics and other researchers and the NGO sector. While critiques of official statistics may be put forward, the official data very much remain the starting point for discussion. The statistics are utilised on an ongoing basis for monitoring the impact of central government policy and local government performance in implementation. While the homelessness statistics in the UK offer a valuable, long-term data set, they do change in scope, in line with changes in legislation and practice. The following sections present more detailed information for England, Scotland, Wales and Northern Ireland. All departments and statistical series can be accessed online (unless otherwise stated) and relevant web links are given at the end of the references section.

The UK National Action Plan on Social Exclusion (Department for Work and Pensions, 2003) is supposed to include key indicators of homelessness for the UK. However, it makes no reference to the detailed official homelessness statistics. The Annexes cite only three key housing/homelessness indicators: households in fuel poverty; percentage of people in non-decent housing and number of people sleeping rough.

## **England**

For England the central government department which collates and publishes the official homelessness statistics was renamed the Department for Communities and Local Government (DCLG) in 2006. The DCLG (2006b) Homelessness Web Pages provide detailed information including an explanation of the purpose and uses of homelessness data. There is an explicit link to policy formulation and review, as well as monitoring of local implementation. All official homelessness data collection forms can be downloaded from DCLG web pages.

Statistics related to homelessness presentations and action under the legislation are collected quarterly through the PIE form, which achieves a 95% return rate from local authorities. The form collects data on:

- Decisions on homelessness applications
- Acceptances by priority need category; reason for loss of settled home; referrals; immediate outcome/action; repeat homelessness; age of applicant
- Households provided with temporary accommodation as at end of each quarter; type of accommodation; household type
- Households leaving temporary accommodation by final outcome and elapsed length of stay.

Data on access to social housing and homelessness assistance of A8 nationals was incorporated into the PIE return from April 2005. Additional detail on household composition of homeless households, as well as age and ethnicity are provided through either the PIE (AS) Annual Supplement or PIE (QS) Quarterly Supplement. DCLG publishes summary statistics for the whole of England and by English region.

English local housing authorities also submit an annual Housing Strategy Statistical Appendix (HSSA). This form contains data on a wider range of aspects of housing provision (e.g. housing stock and repair). Importantly, it contains additional information on lettings to homeless households by social landlords summarised on a financial year basis. The HSSA also contains any annual estimates of rough sleeping conducted by local authorities ('typical numbers of people sleeping rough and dates of head counts undertaken by the local authority', DCLG, 2006a). The HSSA Also gives total households on the local housing register (stock at 1<sup>st</sup> April annually) bedrooms needed, and whether there is a Common Housing Register (across the local authority and other RSLs), or a Choice Based Lettings policy in operation.

## **Scotland**

For Scotland it is the Scottish Executive Development Department which has responsibility for homelessness policy and implementation; and publication of the official statistics. Scottish data

originates from quarterly returns to the Scottish Executive, but is published every six months, with the breakdown of data referring to six month periods.

In December 2001, the Scottish Executive reviewed the data collection system to provide more detailed information on applications by individual households and to allow more timely reporting. A new electronic data capture system was introduced which allowed figures to be entered and updated on a continuous basis. Data could then identify individual households, as well as applications, which made it possible to identify repeat presentations by the same households.

As well as giving figures for the whole of Scotland, published Scottish statistics are broken down by the 32 local authority areas. As at 2003, the published data in the official Scottish homelessness statistics included the following:

- Applications by household type (priority/non-priority/not homeless)
- Applications by local authority area
- Number of households applying and repeat applications (new from 2002-3)
- Repeat applications by household type
- Number of individual households applying by local authority
- Households applying by local authority and household type
- Main reason for applying by household type
- Local authority decision by household type
- Decision/assessment by whether household has children and age of main applicant
- Number and % of households assessed as homeless and in priority need by local authority
- Number and % of applications from single people assessed as priority homeless, by local authority
- Action taken by local authority – type of accommodation offered by each key test
- Local authority action by assessment decision and household type
- Local authority assessment decisions by local authority area
- Length of time between application and last action by assessment decision
- Households in temporary accommodation by accommodation type
- Households with children by accommodation type and local authority area
- Housing outcomes by assessment decision and household type
- Housing outcome by assessment decision and local authority area
- Detailed reason for applying by household type
- Number of individuals in household by gender and age
- Household type and characteristics of main applicant
- Flow of action through assessment and final action by local authority

(Scottish Executive, 2003).

A further review of the Scottish data collection system was undertaken in 2005/6. The process involved consultation with stakeholders through a working group, supported by central government staff. Papers

and minutes from the working group meetings are available, as is correspondence with local authorities regarding the decisions. No overview report of the review was prepared, but staff are available to deal with any further queries. There is, however, a dedicated homelessness data provider website managed by the Scottish Executive (2006a) statistics section. Following the most recent review of homelessness data collection in 2005/6, the revised HL1 questionnaire is available on this website. This data collection questionnaire was finalised in 2006, with local authorities in the process of implementing the changes from 1st April 2007. The homelessness data provider website also makes available the IT output specification, for use in the development of local authority systems, and guidance on completing the questionnaire. The HL1 questionnaire is, effectively, a 'living document', continuously updated by authorities.

## **Wales**

The Welsh Housing Statistics are published by the Statistical Directorate of the National Assembly for Wales (2006). Statistical releases are published quarterly and include information on households accepted as homeless; reasons for homelessness; and households in temporary accommodation. Local authorities submit their statistics on the WHO1 form.

## **Northern Ireland**

The Northern Ireland Housing Statistics is an annual publication of the Statistics and Research Branch (Core) of the Department for Social Development (DSD) of the Northern Ireland Office (DSD, 2005). The statistics cover a wide range of housing activity with data compiled either by the DSD Housing Division or the Northern Ireland Housing Executive. The annual publication includes statistics on households presenting as homeless by reasons for homelessness, households type and outcome. Reason for award of priority need for homeless households is also shown. A quarterly bulletin is also produced which presents the same information – updated on a quarterly basis (DSD, 2006).

## **The UK NGO sector and homelessness data collection**

The official homelessness statistics in the UK present a substantial and useful data set on action taken under the legislation. However, there is still likely to be a proportion of homeless households who are not represented in the official statistics. They may be clients of NGO providers or live informally as concealed households. The UK NGO sector has made a longstanding contribution to meeting the needs of those homeless households with less priority in the statutory system. Many agencies maintain client records and are often required to do so for funding purposes. NGOs may also use their own data in order to demonstrate impact of their services and to critique elements of the official statistics or of government policy. NGOs may collect data on the basis of a single project (e.g. one hostel) or by organisation, or even on a local authority, regional or national/devolved jurisdiction basis. It has not

been feasible to incorporate a detailed survey of NGO statistical systems for this report, but systematic research is currently underway which will give a clearer picture of the potential value of NGO homelessness data (Edgar et al forthcoming).

### 3 The Measurement of Rooflessness

#### Rough Sleeping

Following a crisis of street homelessness during the late 1980s/early 1990s, there have been substantial efforts to accurately enumerate street homelessness as well as to tackle the problem in the UK. The Rough Sleepers Initiatives in England and Scotland have been reported upon in previous national reports. More than a decade later there have been significant improvements in service provision for people sleeping rough and convincing evidence that the incidence of rooflessness has declined over the years. Available, official counts of ‘rough sleeping’ are shown on Table 1, though these are still likely to underestimate the true extent of rooflessness.

**Table 1 Roofless: People Living Rough**

	<b>Ethos Category 1.1 People Living Rough</b>
1 National Sub-Categories	Rough Sleeping
2 Source of data	England: Department for Communities and Local Government (DCLG) web pages. Scotland: Scottish Rough Sleeping Initiative Statistics (Laird et al 2004) Wales: n/a Northern Ireland: n/a
3 Data collection	England: Local authority Housing Strategy Statistical Appendix returns, physical count. Scotland: Linked to monitoring of RSI, physical count. Wales: n/a Northern Ireland: n/a
4 Area covered (population)	England (49.1million) Scotland (4.9 million) Wales (2.9 million) Northern Ireland (1.6 million)
5 Measure	England: Stock Scotland: One night Stock and Average Stock Wales: n/a Northern Ireland: n/a
6 Frequency of publication	England: Annual (not mandatory) Scotland: six monthly up to 2003 Wales: n/a Northern Ireland: n/a
6a Last date published	England: DCLG web page checked August 06 (June 2005 figure). Scotland: 2003 figure (published 2004) Wales: n/a Northern Ireland: n/a
<b>7 Data</b>	<b>England 459</b> <b>Scotland: 62</b> <b>Wales: n/a</b> <b>Northern Ireland: n/a</b>

English rough sleeping statistics are published on the Homelessness Web Pages of the DCLG (2006b). The definition of sleeping rough adopted in England is, people sleeping, or bedded down, in the open air (such as on the streets, or in doorways, parks or bus shelters); people in buildings or other places not designed for habitation (such as barns, sheds, car parks, cars, derelict boats, stations, or “bashes”). At June 2005, the estimate of people sleeping rough for the whole of England was 459, significantly lower than the figure of 1850 in 1998, which is used as a base line for policy implementation purposes. By June 2005 there was **only one** English local authority (the London Borough of Westminster) which

record more than 20 people sleeping rough (the precise figure was 133 showing a significant concentration of the national figure in central London). Only four other authorities recorded between 11 and 20 people sleeping rough with the rest recording 10 or less (including 29 recording zero and some not making a count).

Scotland operated a twice yearly count of rough sleepers during the lifespan of its Rough Sleepers Initiative. In Scotland a person is considered to have slept rough if they have slept outside in a place not specifically designed for human habitation, at least once in the last seven days. The Rough Sleeping Initiative formally ended in March 2003. Although local authorities continued to support projects and services, no further statutory single night counts have been completed after October 2003. In October 2003, 328 people were recorded as sleeping rough on one night and the weekly average of people sleeping rough was given as 62 (Laird et al, 2004). The updated HL1 form for Scottish local authorities asks all those presenting as homeless if any member of the household has slept rough during the three months prior to their application (Scottish Executive, 2006a). However, this is only being implemented from April 2007 and the March 2006 Scottish Homelessness Statistics do not include data on people sleeping rough in Scotland (Scottish Executive Development Department, 2006).

No data on rough sleeping in Wales is included in the most up to date Welsh Housing Statistics (National Assembly for Wales, 2006). A definition of rough sleeping adopted by the working party into Promoting the Social Inclusion of Homeless People has been utilised in Northern Ireland since 2004: people sleeping, or bedding down, in the open air, for example on the streets, in doorways, in parks, in bus shelters; and people in buildings or other places not designed for habitation, for example barns shed, car parks, cars, derelict boats, stations, tents, makeshift shelters. Although no figures are available, the use of the working party's definition may provide meaningful data in the future (Thomson, 2005). No figures for people sleeping rough in Northern Ireland are included in the most recent published statistics (Department for Social Development, 2005, 2006) or official web pages (NIHE, 2006).

### **People staying in a night shelter**

There are no official national level statistics of the number of people in night shelters in the UK. Johnson et al (2002) estimated 5917 bed spaces for emergency provision in the UK outside of London. This included emergency access hostels as well as night shelters. Only 19% (41 projects) classified themselves as night shelters. The average number of bed spaces per project was 28. Johnson et al's rough assumption was that provision within London was half as much again, giving a UK night shelter/emergency hostel estimate of 8875 places (or persons, if occupancy was 100%) (Table 2).

**Table 2 Roofless: People staying in a night shelter**

<b>2</b>	<b>Ethos Category 2.1 Overnight Shelter</b>
1 National Sub-Categories	Night shelter Emergency short stay hostel
2 Source of data	Johnson et al (2002) academic research.
3 Data collection	Survey of bed spaces
4 Area covered (population)	UK (58.5 million)
5 Measure	Stock of bed spaces
6 Frequency of publication	One off survey
6a Last date published	2002
<b>7 Data</b>	<b>UK: 8874</b>

## 4 The Measurement of Houselessness

### People in accommodation for the homeless

Across the UK, it has become increasingly difficult to distinguish between ETHOS categories 3 (People in accommodation for the homeless) and 7 (People receiving support due to homelessness). Homelessness research and related policy development has increasingly recognised the support needs of homeless people beyond that of basic accommodation. The proportion of temporary accommodation which does not provide any support is likely to have been declining. Moreover, support has been less and less linked to accommodation with the evolution of personalised support targeted on the individual rather than the accommodation. This has been increasingly the case since the introduction of the Supporting People programme, for which homeless households are a key client group. A national survey of accommodation provision could provide sufficiently detailed information to distinguish these categories, but no such survey is currently in place. Local housing authorities may have better data on the specialist nature of temporary and supported accommodation in their areas. Such data may be reported in their local housing strategies and there may be value in funding a study looking at this source (at least on a sample basis) in order to explore the quality of data recorded.

**Figure 2: Temporary accommodation: English and ETHOS categories**

<b>P1E Temporary accommodation category</b>	<b>Closest Equivalent ETHOS category</b>
Hostel	3.1 Homeless hostel
Womens refuge	4.1 Womens Shelter Accommodation
Private Sector Leased accommodation (Local Authority)	3.2 Temporary accommodation (but ordinary housing, not a hostel or shared housing project)
Private Sector Leased accommodation (Registered Social Landlord)	3.2 Temporary accommodation (but ordinary housing, not a hostel or shared housing project)
Private Landlord	3.2 Temporary accommodation (but ordinary housing, not a hostel or shared housing project)
Own stock	3.2 Temporary accommodation (but ordinary housing, not a hostel or shared housing project)
RSL stock	3.2 Temporary accommodation (but ordinary housing, not a hostel or shared housing project)
Other	Possibly 7.1-7.4 Supported accommodation, but could be a range of other possibilities.
Homeless at home	A recognised category of temporary accommodation when the local authority has accepted a duty to provide longer term housing.

In England, the PIE (AS) form uses nine categories of temporary accommodation which most closely locate to the ETHOS categories shown on Figure 2. Table 3 shows the best estimates for people in accommodation for the homeless across the UK.

**Table 3 Houseless: People in accommodation for the homeless**

<b>Ethos Category 3</b>	<b>3.1 Homeless hostel</b>	<b>3.2 Temporary accommodation</b>	<b>3.2a Bed and Breakfast accommodation</b>
1 National Sub-Categories	England: temporary shared facility units Scotland: hostel and other  Wales: hostels & refuges  N. I. : no figure	England: temporary self-contained accommodation Scotland: social sector accommodation Wales: Self-contained & other N. I. : no figure	Bed and breakfast (recorded separately in UK statistics)
2 Source of data	England: DCLG statistics Scotland: SE statistics Wales: NAW statistics N. I. : DSD statistics	England: DCLG statistics Scotland: SE statistics Wales: NAW statistics N. I. : DSD statistics	England: (DCLG) Scotland: SEDD Wales: NAW Northern Ireland: n/a
3 Data collection	England: PIE Scotland: HL1 Wales: WHO1 N. I. : DSD statistics	England: PIE Scotland: HL1 Wales: WHO1 N. I. : DSD statistics	England: PIE returns Scotland: HL1 returns Wales: WHO1 returns Northern Ireland: n/a
4 Area covered (population)	England: (49.1million) Scotland: (4.9 million) Wales: (2.9 million) NI (1.6 million)	England: (49.1million) Scotland: (4.9 million) Wales: (2.9 million) NI (1.6 million)	England (49.1million) Scotland (4.9 million) Wales (2.9 million) NI (1.6 million)
5 Measure	England: Stock Scotland: Stock Wales: Stock NI : no figure	England: Stock Scotland: Stock Wales: Stock NI: No figure	England: Stock Scotland: Stock Wales: Stock NI: n/a
6 Frequency of publication	England: Quarterly Scotland: Six monthly Wales: Quarterly N I : no figure	England: Quarterly Scotland: Six monthly Wales: Quarterly N I : no figure	England: Quarterly Scotland: Six monthly Wales: Quarterly Northern Ireland: n/a
6a Last date published	England: March 2006 Scotland: December 2005 Wales: March 2006 NI : no figure	England: March 2006 Scotland: December 2005 Wales: March 2006 N I: no figure	England: March 2006 Scotland: Dec 2005 Wales: March 2006 Northern Ireland: n/a
<b>7 Data</b>	<b>England: 9637</b> <b>Scotland: 1751</b> <b>Wales: 440</b> <b>N. I. : no figure</b>	<b>England: 81915</b> <b>Scotland: 4,460</b> <b>Wales: 2410</b> <b>N. I. : no figure</b>	<b>England: 4818</b> <b>Scotland: 1375</b> <b>Wales: 593</b> <b>NI: n/a</b>

For England, DCLG statistics (2006c) divide households placed in temporary accommodation into three categories, and report households placed at the end of March 2006. Shared facility accommodation fits best with ETHOS category 3.1 (9637 households). Scottish Executive Development Department statistics (2006a) divide households placed in temporary accommodation into four categories, and report households placed at the end of December 2005. Hostel and 'other' accommodation fits best with ETHOS category 3.1 (1751 households). National Assembly for Wales

statistics (2006) report households placed in temporary accommodation at the end of December 2005. Hostel and refuge accommodation fits best with ETHOS category 3.1 (440 households).

In England, self-contained temporary accommodation is mainly ordinary housing in either the private or social rented sector and is best categorised as ETHOS 3.2 (81,915 households). For Scotland, social sector accommodation is mainly ordinary housing and is best categorised as ETHOS 3.2 (4,460 households). Published statistics for Scotland do not distinguish privately rented accommodation, though this may be included under 'other' (3.1). For Wales, self-contained and other accommodation is mainly ordinary housing and is best categorised as ETHOS 3.2 (2410 households). DSD statistics (2005, 2006) do not report households placed in temporary accommodation in Northern Ireland.

UK homelessness statistics specifically record households placed in Bed and Breakfast, in order to monitor progress in reducing its use. This category is no longer used within ETHOS but has been labeled 3.2a on Table 3 as it cannot readily be included with either 3.1 or 3.2. The English PIE (AS) form records household in B&B and in other 'nightly paid private accommodation'. In England (and across the rest of the UK) a key target of policy has been to reduce the use of Bed and Breakfast accommodation for homeless families with children. Analysis shows some evidence of success in this area. As at the end of March 2006, there were 4,818 households placed in Bed and Breakfast, just 5% of the total in temporary accommodation and 1,630 fewer than one year previously (DCLG, 2006b).

Scottish Executive Development Department (2006) includes the first reported data on implementation of the Homeless Persons (Unsuitable Accommodation) (Scotland) Order 2004. This came into force in December 2004 to ensure that households with children or pregnant women were not placed in unsuitable temporary accommodation (mainly Bed and Breakfast), unless there were exceptional circumstances. As at 31 December 2005, there were 1,375 households placed in Bed and Breakfast accommodation (only 121 of which were households with children or a pregnant woman) (Scottish Executive Development Department, 2006). The National Assembly for Wales (2006) official statistics report 593 households in Bed and Breakfast accommodation at the end of March 2006 (a fall of 22% on the previous year). The official homelessness statistics for Northern Ireland do not contain a figure for households in bed and breakfast accommodation (DSD 2005, 2006).

### **People in Womens Shelters**

While the official English homelessness statistics record women placed in refuges by local authorities (Figure 2), Womens Aid refuges are best considered as a distinct sector in England and the rest of the UK. Data is available directly from the Womens Aid movement websites (Table 4). In 2004/5 women's refuge accommodation in England consisted of 3,412 rooms and 439 flats or houses (Womens Aid Federation of England, 2006). In Scotland, data published in 2004 reported 478 spaces in refuges and 371 places in shared accommodation, cluster accommodation, cluster flat spaces and dispersed accommodation places (Scottish Womens Aid, 2004). The Welsh Womens Aid website (2006) reports

a total of 35 refuges. Drawing on a 2000 survey of 33 refuges, the best estimate for 2006 is 183 spaces for adult women. Published statistics for England and Scotland do not identify children and it is assumed that 'places' equates to 'households' i.e. one woman plus any children. Stock figures are unavailable for Northern Ireland, but women's refuges there housed a flow of 1,138 women in the year 2003/04 in 9 refuges (Northern Ireland Women's Aid Federation, 2004). If the average number of places per refuge was similar to that in Wales, the stock figure would be in the order of 47.

**Table 4 Houseless: People in Womens Shelters**

<b>Ethos Category</b> <b>4</b>	<b>4.1 Shelter accommodation</b>
1 National Sub-Categories	England: rooms, flats and houses Scotland: refuge places, shared, cluster, cluster flat and dispersed accommodation Wales: refuges and estimated places NI: refuges and women housed across year
2 Source of data	England: Womens Aid Federation Website Scotland: SWA (2004 report) Wales: WWA website NI: NIWAF website & 2004 annual report (most recent posted)
3 Data collection	England: Annual survey Scotland: one-off survey NI: Continuous recording over year
4 Area covered (population)	England: (49.1million) Scotland: (4.9 million) Wales: (2.9 million) NI (1.6 million)
5 Measure	England: Stock of places Scotland: Stock of places Wales: Stock of places NI: annual flow (stock estimated)
6 Frequency of publication	England: Annual Scotland: 2004 only Wales: refuge figures updated annually, detailed count 2000 only NI: unclear
6a Last date published	England 2005 Scotland: 2004 only Wales: 2006 estimate from 2000 survey plus reported additional refuges. NI: 2004
<b>7 Data</b>	<b>England: 3851</b> <b>Scotland: 849</b> <b>Wales: 183</b> <b>NI: stock estimate 47</b> <b>NI: flow 1138</b>

#### **People in accommodation for immigrants**

The UK Home Office publishes figures for asylum seekers receiving accommodation and support through the National Asylum Support Service (NASS). Legally, these households do not fall within the UK official definition of homelessness within the UK. While their immigration status is not secure, their housing situation is relatively stable and secure (though quality may be variable) pending a decision on their asylum application. Income maintenance levels for asylum seekers are, however, only

70% of the minimum benefit level for UK citizens. Table 5 focuses on immigrants held in reception or removal centres. Oakington Reception Centre in England is the UK's only dedicated reception centre and the UK Home Office web site (2006a) reports an operational capacity of 265 (only single males are housed). There are nine dedicated removal centres in the UK (one of which is in Scotland). These have a combined operating capacity of 2,238 (Home Office web site, 2006a). There are no published statistics specifically relating to migrant worker hostels in the UK (Table 5). The Home Office web site (2006b) reports on many other aspects of migrant worker experience in the UK. During January to March 2006, across the whole of the UK, only 16 social lettings were made to migrant workers from the A8 countries. 229 migrants applied as homeless of which a duty was owed to just 67, but no information is published on their housing outcomes (Home Office, 2006b).

**Table 5 Houseless: People in accommodation for immigrants**

<b>Ethos Category 5</b>	<b>5.1 Temporary Accommodation/Reception Centres (asylum)</b>	<b>5.3 Migrant workers hostels</b>
1 National Sub-Categories	Reception Centres & Removal Centre	No known national monitoring.
2 Source of data	Home Office Web Site (2006a)	Home Office Web Site (2006b)
3 Data collection	Official Operational Capacity	n/a
4 Area covered (population)	UK (58.5 million)	n/a
5 Measure	Stock of bed spaces	n/a
6 Frequency of publication	Not stated: assume updated at least annually	n/a
6a Last date published	Accessed from government web site Aug 2006	n/a
<b>7 Data</b>	<b>UK: 2503</b>	<b>n/a</b>

#### **People due to be released from institutions**

HM Prison Service (2006) reports the operational capacity of the UK prison service as 79,927 with 79,170 inmates at 18 August. Although, there are no official statistics that distinguish those threatened with homelessness prior to discharge from prison, the risk of homelessness is acknowledged and procedures are in place to provide housing advice and support on discharge. The official homelessness statistics for England (DCLG, 2006b) include those accepted as homeless because of an institutional background within a broad 'other' category. There were 1250 acceptances during January-March 2006 (Table 6).

The official homelessness statistics for Scotland (Scottish Executive Development Department, 2006a), show households accepted as homeless due to discharge from hospital or prison (484 in the six months April to September 2005, Table 6). The official homelessness statistics, for Wales (National Assembly for Wales, 2006) show households accepted as homeless who were former prisoners as 199 during January-March 2006, but discharge from other institutions is not specifically reported. The official homelessness statistics, for Northern Ireland (DSD, 2006) show households accepted as homeless who were discharged from prison, hospital or other institution as 39 during January-March 2006.

**Table 6 Houseless: People due to be released from institutions**

<b>Ethos Category 6</b>	<b>6.1 Penal Institutions 6.2 Medical Institutions</b>
1 National Sub-Categories	England: Accepted as homeless 'other reason' includes 6.1 & 6.2 Scotland: Reason for applying discharge from hospital (6.2) or prison (6.1) Wales: Former prisoners accepted as homeless Northern Ireland: Homelessness priority – release from hospital/prison/ other institution
2 Source of data	England: DCLG statistics Scotland: SE statistics Wales: NAW statistics N. I. : DSD statistics
3 Data collection	England: PIE Scotland: HL1 Wales: WHO1 N. I. : DSD statistics
4 Area covered (population)	England: (49.1million) Scotland: (4.9 million) Wales: (2.9 million) NI (1.6 million)
5 Measure	England: Flow Scotland: Flow Wales: Flow N. I. : Flow
6 Frequency of publication	England: Quarterly Scotland: Six monthly Wales: Quarterly N. I. : Quarterly
6a Last date published	England: March 2006 Scotland: April to September 2005 Wales: March 2006 N. I. : March 2006
<b>7 Data</b>	<b>England: 1250 (3 months) Scotland: 484 (6 months) Wales: 199 (3 months) N. I. : 39 (3 months)</b>

**People receiving support (due to homelessness)**

While there is increasing recognition in the UK that some (particularly older) homeless/formerly homeless people are best accommodated in residential care (ETHOS Category 7.1), this group cannot be readily distinguished from other residential care provision. Moreover, residential care is not considered houseless in the UK context (Table 7).

Specialist supported accommodation (ETHOS Categories 7.2, 7.3) is a key category of accommodation which is often provided by the NGO sector, but not clearly identified in the official homelessness statistics. Routes into NGO supported accommodation may be through presentation to a local authority or by referral from some other agency. Importantly, specialist support services are increasingly provided to clients in ordinary housing (ETHOS Category 7.4) and in long term/permanent housing, if support is required to sustain that housing outcome. Further, NGOs increasingly provide support to clients in local authority or RSL tenancies.

**Table 7 Houseless: People receiving support (due to homelessness)**

<b>Ethos Category</b>	<b>7.1 Residential care for homeless people</b>	<b>7.2 Supported accommodation 7.3 Transitional accommodation with support</b>	<b>7.4 Accommodation with support</b>
1 National Sub-Categories	Cannot be readily distinguished from other residential care. Residential care not considered houseless in the UK.	England: Supported Housing (SP) Scotland: Accommodation with support for homeless people Wales: no data available NI: no data available	England: Floating Support (SP) Scotland: n/a Wales: no data available NI: no data available
2 Source of data	N/A	England: DCLG Supporting People Statistics Scotland: Scottish Executive SP statistics Wales: no data available NI: no data available	England: DCLG Supporting People Statistics Scotland: Scottish Executive SP statistics Wales: no data available NI: no data available
3 Data collection	N/A	England: Local authority returns Scotland: Local authority returns Wales: no data available NI: no data available	England: Local authority returns Scotland: Local authority returns Wales: no data available NI: no data available
4 Area covered (population)	UK	England (49.1million) Scotland (4.9 million) Wales (2.9 million) Northern Ireland (1.6 million)	England (49.1million) Scotland (4.9 million) Wales (2.9 million) Northern Ireland (1.6 million)
5 Measure	N/A	England: Assumed stock at November 2003 Scotland: Total <b>flow</b> over 2004-5 Wales: no data available NI: no data available	England: Assumed stock at November 2003 Scotland: Total <b>flow</b> over 2004-5 Wales: no data available NI: no data available
6 Frequency of publication	N/A	England: 2003 only to date Scotland: annual Wales: no data available NI: no data available	England: 2003 only to date Scotland: annual Wales: no data available NI: no data available
6a Last date published	N/A	England: 2003 Scotland: 2006 Wales: no data available NI: no data available	England: 2003 Scotland: 2006 Wales: no data available NI: no data available
<b>7 Data</b>	<b>No figure.</b>	<b>England: 2376 (stock)</b> <b>Scotland: 27,788 (annual flow)</b> <b>Wales: n/a</b> <b>NI: n/a</b>	<b>England: 424<sup>1</sup></b> <b>Scotland: n/a</b> <b>Wales: n/a</b> <b>NI: n/a</b>

The RSL/Housing Association sector in England submit CORE (continuous recording) returns which include figures for lets to statutory and non-statutory homeless applicants. It is likely that these statistics essentially represent long term, secure housing and that the households are at no substantial risk of homelessness. In the period 2003/04 there were 71,515 supported lettings in England across both shared and individual lettings (Thomson, 2005).

The approach used for Table 7 was to utilise data from the Supporting People programme. This is the cross-departmental programme which provides housing related support services to a wide range of vulnerable groups (for example, including frail elderly people at no risk of homelessness). Direct communication with the co-ordinating Supporting People team in DCLG provided a data set for December 2003 by client group. This differentiates Supported Housing (taken as 7.2, 7.3) and Floating Support (taken as 7.4) for three key groups of homeless clients: homeless families with support needs; rough sleepers; and single homeless people with support needs (DCLG Supporting People team, 2006).

<sup>1</sup> Appears a very low figure for the whole of England, but is the official figure given by DCLG.

The total reported figures are 2376 in supported accommodation and 424 in individual accommodation receiving floating support. The latter figure of 424 in individual accommodation appears extremely low for the whole of England, but the DCLG data have been taken as the best available figures for this year's statistical tables.

The Scottish Executive Development Department (2006b) publishes annual summary data on Supporting People services in Scotland which reports a flow of 27,788 clients who were 'homeless or sleeping rough' receiving service during the year 2004-5 (Table 7). The official statistics report the total number of clients receiving floating support or accommodation based services, but there is no breakdown for the homeless/recently homeless group. Scottish Executive Development Department, (2006b) reports services delivered by accommodation and categorises all 27,788 homeless clients separately from the other types of provision (mainstream housing; sheltered housing; special housing; supported accommodation). While it is known that in practice Supporting People services are delivered to recently homeless people in ordinary tenancies, the official statistics will be adopted for this report and classified under ETHOS 7.2 (Supported Accommodation) and 7.3 (Transitional accommodation with support). A search of the All Wales Supporting People (2006) website and the National Assembly for Wales (2006) website did not uncover any published data available for Supporting People or supported accommodation in Wales. Similarly, a search of the NIHE (2006) website for Supporting People services did not uncover any published data available for Supporting People services or supported accommodation in Northern Ireland.

## 5 Capturing data on the risk of homelessness

A key issue relating to risk of homelessness which has received considerable policy attention in the UK has been that of repeat homelessness. Efforts have been made to identify repeat homelessness within the official homelessness statistics, as well as undertaking more focused research on the risk of repeat homelessness. It can be argued that the inclusion of such statistics represents an increased emphasis given to the pathways through homelessness approach utilised by Fitzpatrick (1999) and refined by Anderson and Tulloch (2000). The debates on the risk of repeat homelessness link closely to initiatives on supported accommodation and support to sustain long term tenancies for recently housed/formerly homeless people. Attention has also focused on the related issue of homelessness prevention with research on England recently published (Pawson et al 2006) and research currently underway in Scotland. Eviction prevention has been an important element of homelessness prevention.

The addition of the identification of repeat homelessness to the quarterly return form used by Local Authorities reflects the Directorate's requirement of monitoring and reporting repeat homelessness from 1 April 2004. To achieve consistency the Homelessness Directorate provided the following definition

‘A repeat homelessness case should be recorded when the local authority accepts an applicant as eligible, unintentionally homeless and in priority need where they have a record, or the applicant indicates, that they have been accepted as eligible, unintentionally homeless and in priority need in any housing authority within the last two years.’(ODPM, Homelessness Directorate, 2004).

In comparison, in Scotland, repeat applications are those where the household had previously applied within the previous six month period (Thomson, 2004). As at 2004, neither the DSD nor the Northern Ireland Housing Executive had published a measurement of repeat applications (Thomson, 2004).

Linked to both risk of repeat homelessness and prevention of homelessness is the notion of pathways through homelessness and the possibilities for more dynamic tracking of homeless households. While there seems to be a degree of consensus among researchers as to the need for and value of longitudinal studies, as yet no substantial tracking studies have been funded.

The official homelessness statistics also revealed that Black and Minority Ethnic groups were over represented and at a higher risk of homelessness than the majority white population. This led to detailed research and targeted policy programmes in England and Scotland (Anderson, 2006).

Finally, there has been some debate in the UK as to the relationship between those who present as homelessness and households otherwise registered for social housing. Given that a key reason for homelessness is ‘friends and/or relatives no longer able/willing to accommodate’; households those on a waiting list may eventually become at risk of homelessness if their housing needs are not met within a reasonable time. Under the current system, such a group would only be identified by their level of

priority on the housing register (a local authority level policy) or by seeking advice from a housing provider and revealing their needs have become more urgent, such that they may make a homelessness presentation.

## **6 Conclusions: the capacity to improve the measurement of homelessness in the UK**

### **Capacity for improved measurement**

There is a basic gap in the UK in that no agency appears to be taking an overview of homelessness data collection across the UK and the figures from the four jurisdictions don't readily add up to a national total. There may increasingly be concerns regarding the capacity of local authorities across the UK to implement legislative change which increases their duties to homeless households and this may have an impact on their ability to monitor the impact of change.

Rough sleeping is accepted as having reduced to a low level and may be receiving less attention than in the past decade. Considerable effort has gone into devising and agreeing methods for counting roofless people and there may now be a danger of simply assuming that street homelessness will not re-emerge on a larger scale. Not all English authorities undertake even annual counts and counts have been suspended in Scotland. Monitoring needs to remain in place, if only to demonstrate that policy and practice continue to be effective. Rough sleeping cannot yet be said to have been completely eradicated from the UK.

This report illustrates the emphasis placed on official homelessness statistics in the UK and there is almost certainly scope to make better use of NGO data. However, it would be important to avoid double counting between statutory and NGO figures. Most particularly, there is a need for improved data on the hostel sector in the UK, especially for accommodation catering for individuals who have not been placed by a local authority as a duty under the homelessness legislation (and therefore not recorded in official statistics). There may be a valuable exercise to be done in looking at methods of measurement of homelessness within local housing strategies and local homelessness strategies (there are several hundred of these across the UK). For example, do they make use of both statutory and NGO homelessness data and what methods are used to combine data sets? Strategy documents may also help clarify how does homelessness data relate to housing register/waiting list data and the impact of Common Housing Registers and Choice Based Lettings policies on homelessness.

Currently, some aspects of homelessness are measured as stock figures and others as flow figures. Ideally, consideration could be given to providing comparative stock, flow and prevalence figures on key homelessness indicators. The UK system of building up statistics from household presentation does result in an emphasis on counting people as opposed to counting accommodation. It may be worth giving more explicit consideration as to whether either/both are particularly useful for specific aspects of homelessness data collection.

Overall however, it can probably be concluded that homelessness data collection in the UK has undergone a process of review and refinement and undoubtedly presents a valuable time series data set. The official statistics may be improving in terms of the precise data they set out to measure, but there has been little or no development in terms of integrating the NGO/hostel sector which has never effectively been a part of that system.

## **Conclusions on the measurement of homelessness in the UK and the ETHOS classification**

While the ETHOS categories represent a helpful reference point for the European Observatory on homelessness, it should be borne in mind that the statutory data collection systems for homelessness in the UK predate the ETHOS conceptions and are not designed for international comparison. Indeed, it is not evident that comparative studies (e.g. INSEE, 2004) have had any significant impact on debates on homelessness statistics in the UK or that the UK looks to other countries when reviewing homelessness data collection. Moreover, there have been relatively few academic critiques of the official statistics (other than those for people sleeping rough (Clove *et al* (2001)) in recent years. Given the lack of momentum for comparative data *within* the UK, responding to the international environment may be a forlorn hope. On the other hand – the devolved jurisdictions may be more receptive to ‘harmonisation’ from Brussels than from London.

Perhaps For very good reasons, there remains a lack of ‘self-definition’ of homelessness in the ETHOS typology and measurement of homelessness. However, this is perhaps a strength of the UK data as it does give an indication of the number of households who ‘present themselves’ to local authorities seeking assistance because they consider themselves to be homeless or threatened with homelessness. Somewhat more controversial is the definition of when a person ceases to be homeless. In the UK, this is relatively straightforward where a secure tenancy in the social rented sector is provided/obtained. Increasingly however, market tenancies in the private rented sector are considered to offer settled accommodation. Further, there is a very wide range of transitional/supported accommodation (potentially in ETHOS category 7) which, while not strictly permanent, does provide a considerable degree of security and support. There is evidence that residents may recognise the transitional nature of this accommodation without considering themselves to be homeless any more (Anderson and Thomson, 2005).

In order to improve measurement capacity one recommendation is that local homelessness strategies could incorporate a detailed a survey of the stock of temporary accommodation within their areas for agreed (UK-wide) categories. This would be a relatively straightforward management task at local level and if conducted in a methodologically robust manner, could provide data which could then be grossed up to give a national figure. Secondly, there could be merit in updating the survey work of Johnsen et al 2002, and including London, in order to give a national picture of emergency

accommodation. Finally, there remains a need to continue to monitor rough sleeping, even if it remains at a low level. Ideally, the same approach should be adopted across the UK and this should be integrated into the official homelessness statistics and local homelessness strategies.

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## Appendix: Matrix of UK Statistics for ETHOS Categories 8-13

**Table 8 Insecure Housing: People living in insecure accommodation**

<b>Ethos Category 8</b>	<b>8.1 Living temporarily with family or friends (not though choice)</b>	<b>8.2 No legal tenancy/sub-tenancy (excludes squatting)</b>	<b>8.3 Illegal Occupation of Building</b>	<b>8.4 Illegal Occupation of Land</b>
1 National Sub-Categories	Living temporarily with family or friends (not though choice)	Living in a dwelling with out legal tenancy/sub-tenancy (excludes squatting)	No figures available	<b>Illegal occupation of a site (gypsy/travellers)</b> Gypsy/Travellers – unauthorised sites Northern Ireland: By the side of the road
2 Source of data	Not available. May be held locally on local authority housing registered, but not summed for national statistics.	Not available.		England: DCLG Scotland: SE Gypsy/Travellers Twice Yearly Count, July 2005 Wales: Research was underway in 2005/6 underway but no details or figures available Northern Ireland : NIHE assessment
3 Data collection				England: DCLG housing statistics Scotland: Survey of local authorities Wales: n/a Northern Ireland: Needs assessment survey
4 Area covered (population)				England (49.1million) Scotland (4.9 million) Wales (2.9 million) Northern Ireland (1.6 million)
5 Measure				England: stock at 19/1/06 Scotland: stock of households Wales: n/a NI: stock at survey point
6 Frequency of publication				England: Six monthly Scotland: Six monthly Wales: n/a NI: one off survey 2002
6a Last date published				England: 2006 Scotland October 2005 Wales: n/a NI: one off survey 2002
<b>7 Data</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>England: 3,272</b> <b>Scotland: 279</b> <b>Wales: n/a</b> <b>NI: 50</b>

**Table 9 Insecure Housing: People living under threat of eviction**

<b>Ethos Category 9</b>	<b>9.1 Legal orders enforced (rented)</b>	<b>9.2 Repossession orders (owned)</b>
1 National Sub-Categories	England and Wales: Outright Possession Orders Granted. [Social rented sector only]	Properties taken into possession (by UK mortgage lenders)
2 Source of data	ODPM research study (2005). The use of possession actions and evictions by social landlords.	Council of Mortgage Lenders web site <a href="http://www.cml.org.uk/cml/statistics">http://www.cml.org.uk/cml/statistics</a>
3 Data collection	Local authority records	Council of Mortgage Lender statistics from individual lenders
4 Area covered (population)	England and Wales (52 million)	UK (58.5 million)
5 Measure	Flow across year 2003	Flow across year 2005 Stock at end of year 2005
6 Frequency of publication	One off research study	Annual
6a Last date published	2005	2006
<b>7 Data</b>	<b>England and Wales: 29,825</b>	<b>UK flow in 2005: 10,310</b> <b>UK stock, end of 2005: 4,690</b>

**Table 10 Insecure Housing: People living under threat of violence**

<b>Ethos Category 10</b>	<b>10.1 Police recorded incidents of domestic violence</b>	
1 National Sub-Categories	Reports to police of violence/domestic violence.	
2 Source of data	England and Wales: British Crime Survey <a href="http://www.homeoffice.gov.uk/rds/pdfs06/hosb1206.pdf">http://www.homeoffice.gov.uk/rds/pdfs06/hosb1206.pdf</a> Scotland: Scottish Executive Statistics on Domestic Abuse: <a href="http://www.scotland.gov.uk/Resource/Doc/69582/0017812.pdf">http://www.scotland.gov.uk/Resource/Doc/69582/0017812.pdf</a> Northern Ireland: Police Service Statistics <a href="http://www.psni.police.uk/2_domestic_incidents_and_crimes-4.pdf">http://www.psni.police.uk/2_domestic_incidents_and_crimes-4.pdf</a>	
3 Data collection	England and Wales: Number of domestic violence incidents against men and women Scotland: Police Records Northern Ireland: Police Records	
4 Area covered (population)	England and Wales: (52 million) Scotland: (4.9 million) Northern Ireland (1.6 million)	
5 Measure	England and Wales: Flow in 2005/6 Scotland: Flow in 2004 Northern Ireland: Flow in 2006/6	
6 Frequency of publication	England and Wales: Annual Scotland: Annual Northern Ireland: Annual	
6a Last date published	England and Wales: 2006 Scotland: 2005 Northern Ireland: 2006	
<b>7 Data</b>	<b>England and Wales: 357,000</b> <b>Scotland: 43,678</b> <b>Northern Ireland: 23,059</b>	

**Table 11 Inadequate Housing: People living in temporary/non-standard structures**

<b>Ethos Category 11</b>	<b>11.1 Mobile home/caravan</b>	<b>11.2 Non-standard building</b>	<b>11.3 Illegal occupation of a building (squatting)</b>
1 National Sub-Categories	Gypsy/Travellers – authorised sites	Included as roofless in UK.	Squatting No figures available
2 Source of data	England: DCLG (web link below) Scotland: SE Gypsy/Travellers Twice Yearly Count, July 2005 Wales: Research was underway in 2005/6 underway but no details or figures published yet Northern Ireland: NIHE assessment (link below)		
3 Data collection	England: DCLG housing statistics Scotland: Survey of local authorities Wales: n/a Northern Ireland: Needs assessment survey		
4 Area covered (population)	England (49.1million) Scotland (4.9 million) Wales (2.9 million) Northern Ireland (1.6 million)		
5 Measure	England: stock at 19/1/06 Scotland: Stock (Net number of LA pitches + long stay private site pitches) Wales: n/a NI: stock at survey point		
6 Frequency of publication	England: Six monthly Scotland: Six monthly Wales: n/a NI: one off survey 2002		
6a Last date published	England 2006 Scotland October 2005 Wales: n/a NI: 2002		
<b>7 Data</b>	<b>England: 12,474</b> <b>Scotland: 614</b> <b>Wales: n/a</b> <b>NI: 136</b>	<b>Included as roofless.</b>	<b>n/a</b>

DCLG Gypsy/traveller count:

[http://www.communities.gov.uk/pub/586/Table1CountofGypsyandTravellercaravanson19thJanuary2006Lastfivecounts\\_id1153586.xls](http://www.communities.gov.uk/pub/586/Table1CountofGypsyandTravellercaravanson19thJanuary2006Lastfivecounts_id1153586.xls)

NIHE Gypsy Traveller Needs Assessment link:

<http://www.nihe.gov.uk/publications/reports/travellers2003.pdf>

**Table 12 Inadequate Housing: People living in unfit housing**

<b>Ethos Category 12</b>	<b>12.1 Dwellings unfit for habitation (under national legislation: occupied)</b>
1 National Sub-Categories	Dwellings unfit for habitation
2 Source of data	UK Census 2001
3 Data collection	Census
4 Area covered (population)	England (49.1million) Scotland (4.9 million) Wales (2.9 million) Northern Ireland (1.6 million)
5 Measure	UK: stock - % of dwellings unfit
6 Frequency of publication	Every 10 years
6a Last date published	2001
<b>7 Data</b>	<b>England: 5%</b> <b>Scotland: 1%</b> <b>Wales: 8.5%</b> <b>Northern Ireland: 4.9%</b>

**Table 13 Inadequate Housing: People living in extreme Overcrowding**

<b>Ethos Category 13</b>	<b>13.1 Highest national norm of over crowding</b>
1 National Sub-Categories	Overcrowded households
2 Source of data	UK Census 2001
3 Data collection	Census
4 Area covered (population)	UK: (58.5 million)
5 Measure	Stock of households
6 Frequency of publication	Every 10 years
6a Last date published	2001
<b>7 Data</b>	<b>1,767,779</b>



