



FEANTSA

“Multiple barriers, multiple solutions: Inclusion into and through employment for people who are homeless in Europe”

National Report United Kingdom - Annual Theme 2007

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Introduction

Employment and occupational activities are an important element of social integration. The lack or loss of employment is often one of the trigger factors that lead to homelessness. At the same time, the

(re-)integration into employment or occupational activities can play a key role in bringing a person who is homeless on a pathway out of poverty and social exclusion. It helps establishing a social network, gaining experience, improving skills, developing self esteem and moving towards financial independence. This has a positive effect on other areas of life as well, such as the mental well being of the person.

People who are homeless very often belong to the people furthest away from the labour market. They face multiple barriers in accessing employment. These obstacles are personal such as lack of work experience, mental ill health or a history of substance abuse. In addition, there are many structural barriers such as lack of affordable housing, lack of public transport, lack of training possibilities etc. Finally, people who are homeless are confronted with societal barriers such as stigmatisation, prejudices and racism.

Quality services are needed that address their multiple barriers to work in a holistic way and help people who are homeless to move towards employment or related activities. Services working in the area of employment for people who are homeless have to closely cooperate with housing, training and health services in order to provide for effective solutions.

Although many people who are homeless want to work, not everybody is ready to be integrated into regular employment on the mainstream labour market or in the social economy. Some people who are homeless need extra time and training, more flexible working hours or other forms of support after a job has been taken up. Some, such as people who have a history of substance abuse or suffer from mental ill health, might not - not even in the long-term - be able to take up a job without personal support.

Employment for people who are homeless therefore goes beyond the (re-)integration of an individual into the mainstream labour market or into the social economy. Employment is closely linked to the active involvement of people who are homeless in all kinds of occupational activities that will develop the employability of the individual. Improving employability is the development of skills and competencies that allow a person to connect with the labour market. It includes employment schemes such as supported employment or meaningful occupation.

Focusing on employability allows measuring the positive outcomes of employment schemes for people who are homeless not only in quantitative but also qualitative terms. This has proved to be more suitable for the people that are furthest away from the labour market.

FEANTSA members have gained a breadth of expertise in the area of employment for people who are homeless over the past years. To pool this expertise and further develop effective approaches to help people who are homeless moving towards employment, FEANTSA decided to dedicate the annual theme in 2007 to the topic “Multiple barriers, multiple solutions: Inclusion into and through employment for people who are homeless in Europe”.

FEANTSA’s special focus on employment and homelessness during the course of the year 2007 is in line with the clear commitment made at EU level to bring more marginalised people into



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employment and to treat the phenomenon of homelessness as priority on the European anti-poverty agenda.

The following questionnaire aims to collect the necessary information from all FEANTSA members that are working in the area of employment in all Member States. This information will be the basis for the national reports and the European report on this topic.

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Reference to ETHOS: Over the last years, FEANTSA has developed the European Typology on Homelessness and Housing Exclusion. ETHOS classifies people experiencing homelessness into four categories: roofless, houseless, people living in inadequate housing, people living in insecure housing. When answering the questions of this questionnaire, it may be useful to refer to these categories in order to ensure clarity and comprehensiveness. For more information, see [FEANTSA Ethos Leaflet](#).

1. Employment profiles of people who are homeless

What are the most common employment profiles of people who are homeless in your country?

ETHOS: Do these profiles differ according to the ETHOS categories and/or within these categories? If available, please provide any figures on this. (See also 9.)

Gender dimension: Do profiles differ between men and women who are homeless? If yes, what is different?

There are no official figures that show how many homeless individuals are economically inactive, unemployed, or in various types of employment or training. Homeless organisations have some statistics, including:

Shelter Cymru data in Wales for the last 2 years shows:



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2005 – The housing advice service assisted 6108 households and there is data available on the economic status of 5849 of these households. (In the case of the other households this data is either not known or not applicable.)

- 42 per cent were unemployed or had no income
- 24 per cent were recorded as not working because of illness
- 7 per cent were carers
- 4 per cent were retired
- 21 per cent were employed on either a full or part time basis or were self-employed
- 2 per cent were students/trainees

31 per cent were therefore economically inactive e.g. not working because of illness or providing care to other family members.

2006 – The housing advice service assisted 6894 households and there is data available on the economic status of 6271 of these households. (In the case of the other households this data is either not known or not applicable.)

- 44 per cent were recorded as being unemployed or having no income.
- 21 per cent were recorded as not working because of illness
- 5 per cent were carers
- 5 per cent were retired
- 23 per cent were employed on either a full or part-time basis or were self-employed
- 2 per cent were students/trainees

26 per cent were therefore economically inactive e.g. not working because of illness or providing care to other family members.

St Mungo’s (in England) surveyed 100 homeless people (in hostels or supported housing) to identify the problems they face getting a job. Twenty years ago (1986) St Mungo’s conducted a survey of homeless people, and revealed that 83% had some form of paid employment. St Mungo’s reveals, 9 September 2005, that less than 5% have paid employment.¹

OSW estimates that no more than 5-10% of the single homeless population in England is in any kind of paid employment – and that figure may well be going down. A number of the agencies OSW works with say that they are getting fewer people into jobs, despite skills shortages and job openings, because they are increasingly working with individuals who have more and greater needs; and who face multiple barriers and disadvantage in the labour market.

A study by Shelter UK found that 77% of (homeless) households in temporary accommodation are unemployed.

A 2005 Tenants’ Survey from the Working Future Project, which supports families accepted as homeless and placed in temporary accommodation, found that:

“Levels of economic activity are extremely low, with 71 per cent of households containing no-one in work. Of all the adults in the households surveyed, a third are looking after the home or family or are caring for a sick or elderly resident and nearly a quarter are in full-time education. Only 16 per cent are in employment.

¹ ‘Hard Work for Homeless People’, St Mungos, 2006



The occupational structure of people in work is strongly skewed towards low skilled, often temporary, employment. Forty per cent of those in work are employed in ‘low order’ occupations (skilled trades, operatives and elementary positions), a further 48% in intermediate positions (such as administrative, personal care or sales), and only seven per cent having ‘high order’ jobs (managerial, professional and associate professional).

Most (60 per cent) of people in employment have been in their current job for a relatively short length of time (around a quarter for less than a year and a third for between one and two years).²

In Scotland, Glasgow Homelessness Network have carried out research which indicates that although 66% of respondents have an employment history, only 8% were working at the time of the research questionnaire. However, similar research from more rural areas in Scotland (Angus and Aberdeenshire) indicate that approximately 30% of homeless people have work, possibly indicating very different experiences in urban and rural areas.

1.1 Approximately, of the homeless people who are economically inactive, unemployed or are involved in non-paid activities, how many are actively seeking regular work on the mainstream labour market or in the social economy?

The exact figure is not known, but we do know that while 77% of homeless people report that they would like to gain employment now, it is estimated that less than 10% are actively seeking work

GHNs work in Scotland indicates that 68% of participants aspire to work at some point in the future. However, this is also determined by age. Whereas 83% of under 25s want work, only 40% of over 50s aspire to work, even though they are more likely to have work experience. Very few seem to be actively seeking work, as they believe that there are too many barriers to give this priority.

1.2. How easy is it for people who are homeless to gain paid employment on the mainstream labour market or in the social economy? Please include any figures/national statistics that may help to describe the situation (e.g. unemployment rate, rate of long-term unemployment etc.).

Not easy. The overall employment rate is high at around 75%, and yet only around 5-10% of homeless people are in paid employment of any kind.

OSW’s ‘No Home, No Job’ research, found that 77% of homeless people surveyed said they wanted to work at the time of being surveyed, with 97% wanting to work at some point in the future.

There has been a significant reduction in the proportion of homeless people who work over the last 20 years and a proportion of this seems to be related to the regulation of the informal economy, meaning that casual work is to a large extent a thing of the past.

Barriers can often include lack of qualifications/skills for many people. Moving from welfare to work is also difficult for people living in temporary accommodation i.e. housing benefit pays the

² ‘Report of Tenants’ Survey’, Working Future, December 2005



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rent for households in temporary accommodation unless they are working. For people who have been economically inactive or unemployed for longer periods of time there are issues of confidence, communication skills to overcome

2. Barriers to employment for people who are homeless

What barriers to employment do people who are homeless in your country face?

ETHOS: Do these barriers differ according to the ETHOS categories (roofless, houseless, inadequate housing, insecure housing)?

Gender dimension: Do barriers to employment differ between men and women? If yes, what is different?

Practical information: The tables below will help you to structure and organise your written response in the National Report. Please indicate the relevance of the barrier by choosing between important barrier (YES) and less important barrier to employment (NO) and explain why it is an important or less important barrier in your text. Please do not hesitate to include any barrier that you think is relevant.

Most homeless people want to work but they currently face significant personal and structural barriers that deny them the chance of a job.

Almost all of the barriers listed in the questionnaire’s tick-box tables (now deleted) could apply to individuals falling within all the ethos categories. It will really come down to individual circumstances, although the severity and number of barriers or disadvantages will tend to be greater in the first two categories: roofless and houseless.

For example, homeless people from those who are roofless, houseless, to those in inadequate housing live in very changeable circumstances which means it is difficult to find and continue with employment/training or education. People in these accommodation situations can suffer mental and physical health problems at a greater level than people in the general population and this will affect their ability to participate in employment or training.

Stigmatisation is still an issue for people who are roofless/sleeping rough and this may lead to discrimination, including around employment.

Lack of social and work networks, disempowerment, lack of experience etc. – these may be barriers because of the exclusion that homeless people experience e.g. unstable accommodation if roofless, houseless, in insecure/inadequate housing. This is important when perceiving good housing as a means to an end rather than an end in itself. *‘It (housing) is a means of fulfilment that allows other human activities to take place.’* (P. King, *The Limits of Housing Policy*, London 1996, p.22.)

The lack of individual assessment is a problem and means that people are not properly assisted with services that would enable them to access accommodation, support and assisted with employment/training for example.

Some hard evidence from England on the barriers to employment faced by people who are homeless are:



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- 1) OSW ‘No Home No Job’ – 2005 study of single homeless individuals in London employment and training provision (including ETHOS categories roofless and houseless) found that “...the main barrier to employment related to housing issues, such as a lack of suitable accommodation or hostel costs.” There were also specific work-related barriers reported, including a lack of:
 - experience
 - specific skills or training
 - relevant qualifications

Other respondents said that they were unable to work as they:

- had dependency issues to resolve
- were unable to find a job at a wage level that would cover their accommodation and living expenses
- were committed to attending training or college courses
- had asylum/refugee issues or low levels of English that needed to be addressed before employment could be sought

In addition, frontline staff in homelessness agencies reported the following barriers preventing their clients from entering employment:

- Ongoing, unresolved benefits issues and previous negative experiences of reapplying for benefits after periods of employment;
- Lack of childcare;
- Peer pressure, particularly amongst younger people, to engage in non-work activities;
- A general lack of support networks to encourage employment;
- The high cost of living in London, which means that many of the jobs that can be more readily accessed by homeless people, often at minimum wage level, are not financially worthwhile;
- The high incidence of health problems, disability and other physical and mental health issues;
- The lack of move-on accommodation;
- Difficulties in opening bank accounts, adverse effects of noise levels and poor nutrition, particularly for people living in hostels.

In Wales, lack of information and assistance in accessing employment opportunities is a problem, with specialist help – e.g. the Job Centre Plus initiatives to target homeless people available in some areas only. Access to information on benefits and rights is available through organisations such as the CAB and internet access is provided more and more through libraries etc. Access is still a problem for some.

There may be problems of stigmatisation with regards to accessing job centres rather than access in general. Lack of information in an appropriate format, in the right places e.g. delivered as a package with other services and targeted may be issues. There are some programmes targeting improving the access that homeless people have to employment but these do not yet operate across Wales.

- 2) Working Future project – a baseline study in 2006 of homeless families placed in temporary accommodation (ETHOS category houseless) found that:



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Of those not seeking work, almost a third (32 per cent) want to stay at home to look after children and around the same proportion (31 per cent) cite lack of childcare as a reason for not looking for a job. Ill health and lack of qualifications are also seen as key reasons by many people.

The four most commonly perceived barriers to work among those looking for a job are:

- lack of childcare (21 per cent)
- lack of qualifications (20 per cent)
- lack of training (18 per cent)
- cost of childcare (11 per cent).

When asked specifically about the impact of rents, benefits and being in temporary accommodation on their employment situation, many people not in employment rate these as important barriers to work: high rents (57 per cent), living in temporary accommodation (52 per cent), loss of benefits (41 per cent).

People living in temporary accommodation (e.g. hostels, local authority accommodation) can face difficulties in accessing employment because of the high costs of this accommodation i.e. if on housing benefit the costs are covered, but if employed the individual has to pay/contribute to the costs – this can mean it doesn't pay to work.

Research from the Pan London (hostel) Providers Group showed that the support needs of hostel residents in London have been increasing and that rising percentages have multiple problems and needs. The most common problems are associated with physical and mental health, substance misuse, illiteracy, deficient education, employment and life skills, and challenging and offending behaviour.³

3) Crisis research, which included qualitative focus groups, showed that homeless people perceived many barriers to getting a job, including:

- The benefits system itself
- Difficulties getting accommodation
- Lack of relevant experience
- Lack of the right qualifications and skills
- Stress at work
- Homeless status
- Physical and mental illness
- Perceptions of being too old⁴

4) People with health conditions experience multiple barriers to employment.

Extremely low proportions of homeless people with health conditions are currently in work – less than 2.5% all people in this group.

³ London Hostels for Homeless People in the 21st Century, Warnes, Crane and Foley, University of Sheffield, for the Pan London Consortium of Homeless Service providers, November 2004

⁴ 'Homeless People and Learning and Skills', Opinion Leader Research, for Crisis, July 2006



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A lack of rehabilitation facilities and services to assist with mental health conditions are also problems for people in homelessness situations e.g. roofless, houseless, in insecure or inadequate housing and issues such as dual diagnosis can mean that services are difficult to access.

There are also issues around homeless people’s motivation, self-image, etc, and/or capacity to engage with opportunities which may be available and, in many cases, these are likely to be directly influenced by health-related issues

Ill-health, homelessness, unemployment, poor self-esteem, social isolation, etc, are often so inextricably linked that addressing issues collectively can be a complex business. Finding employment will not initially be the top priority nor a realistic one for many homeless people.

There are lifestyle issues related to health and wellbeing which could be barriers to accessing work. For example the stereotypical ‘chaotic street homeless drug user’ may be highly organised, methodical and dependable within the terms of maintaining a drug habit and surviving outside mainstream society. It could be argued that lack of access to drugs treatment forces people to stay on the margins and denies them life opportunities including work.

In addition to their mental or physical health conditions the OSW database analysis, and research literature indicates that these include being more likely than homeless people in general to have:

- Been out of work for over 36 months
- A criminal record
- Drug and alcohol dependency issues
- No qualifications⁵

6) For many homeless people, especially those living in temporary accommodation, high rents and the housing benefit taper is the biggest disincentive to finding employment.

The introduction of the Government’s Supporting People programme removed the support element from rents but simultaneously other factors, including rent restructuring in the social housing sector, means rents in hostels can still be as high as £160 per week for a single room.⁶

The welfare benefits system delivers disadvantages to those under-25 (i.e. lower level of housing benefit)

7) Homeless people entering work face a range of financial costs. These include a likelihood, particularly in London, of being financially worse off as Housing Benefit is withdrawn. The withdrawal of passported benefits, the impact of debt repayments, and low awareness of in-work benefits can also lead to financial hardship for homeless people.⁷

8) In Scotland and Wales geographical barriers are also an issue.

⁵ Ref Employment Success Factors for people with health conditions 2006

⁶ Welfare Reform Green Paper, ‘A new deal for welfare: Empowering people to work’ Consultation – a homelessness sector response, compiled by Homeless Link and OSW, 2006.

⁷ ‘Cost and Benefits of Work for Single Homeless People’, Inclusion, for OSW, 2007.



There are often high transport costs in reaching employment centres, and anecdotally, people at risk of homelessness often feel they have to choose between having a house (maybe in a remote location) or having a job.

Even in major cities, the likely locations of “move-on” housing may be some distance from employment locations, or poorly served by public transport.

In many parts of the UK there is a shortage of affordable and suitable housing for identified needs in many areas. This has been exacerbated by the continued increase in house prices in the early 21st century which has made owner-occupied housing unaffordable for many people.

2.11. In many countries, a significant number of people who are homeless have a paid job but are still homeless. What are the main barriers to housing for people experiencing homelessness that have temporary or full time employment in your country?

The first point is perhaps less true in the UK than in other EU countries where there is less in terms of social protection and benefits. (NB It was true in the mid 80's with the availability of casual work, but is not now unless we count things like selling the Big Issue as ‘temporary or full time employment’) It is estimated in England that only 5-10% of the single homeless population, living in hostels or other supported accommodation, is in employment. Barriers include the high cost of hostel rents, the steep tapers of housing benefits once someone is in work (making it unaffordable to work and be in a hostel or anything but lower cost accommodation), and the shortage of affordable housing generally.

‘No Home No Job’ research found that around 40% of respondents had worked while they were homeless. Many of the jobs were for a fixed- or short-term, although other reasons why a job came to an end included housing issues, medical issues and working conditions.

First stage hostel, foyer and private rented accommodation attract high rents, severely limiting the financial benefits of work for homeless people. Settling into work is a particularly challenging time and moving out from a hostel or foyer is not necessarily the best option. The availability of move on accommodation (with more affordable rents) is very limited.

As in the UK generally, Wales has witnessed a period of rapid house price growth. The average house price in the final quarter of 2006 was £157,004, compared to £65,388 in 2000 and £52,325 in 1996.⁸

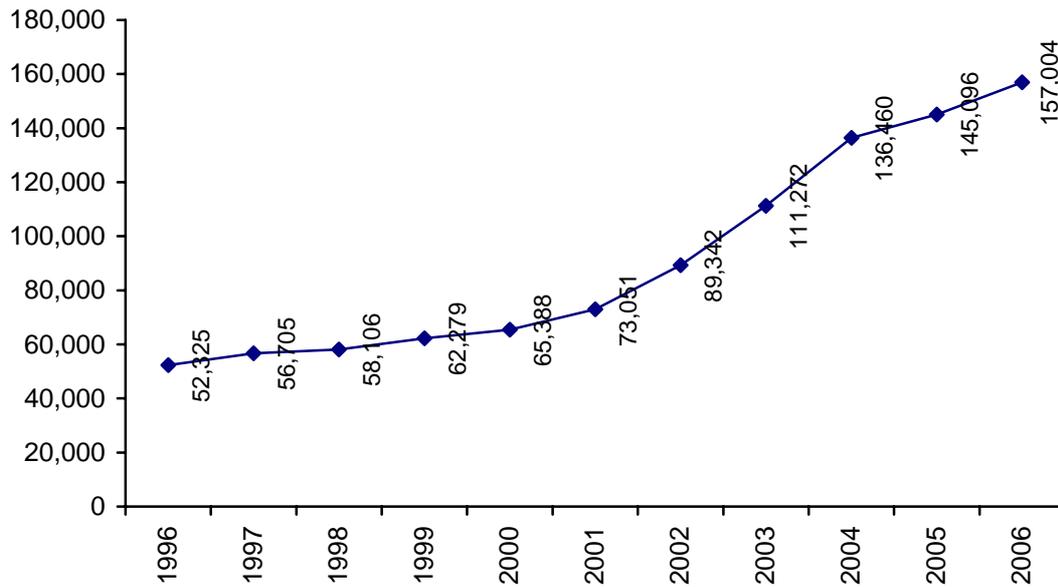
Average prices in Wales have increased by 200 per cent between the end of 1996 and the end of 2006. 115 per cent of this growth occurred between 2001 and 2006. The trend has increased in the early years of the century, compared to the later 1990s with increases of 22, 23 and 25 per cent between 2001 and 2004.

⁸ Residential Property Price Data July – September 2006, (Land Registry, November 2006)



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The private rented sector is expensive and insecure. It often excludes those on welfare benefits - which could affect those in part-time employment.

There is a diminishing amount of social housing stock and this is being used for those in the most need.

One additional barrier which has been reported to SHEN in Scotland is that in some Local Authority areas young people leaving care who enter a job or an apprenticeship, lose the right to grants for furniture etc. when they are offered a tenancy.

3. Policy and legal context

What is being done in your country to overcome the barriers to employment for people experiencing homelessness?

3.1. Right to work

Does a 'right to work' exist in your country? Is there any form of legal obligation to help people finding a job, changing jobs, accessing vocational training schemes etc.? If yes, please describe in more detail.

No, but there is an expectation that people should find work or welfare benefits could be lost.

Although there is no "right to work," in Scotland the Employability Framework and the Homelessness Task Force recommendations recognise the need to promote employability as a route out of homelessness

3.2. Mutual support between employment, homelessness and prevention policies



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While in England the Housing and Homelessness Support Directorate’s five year strategy includes some specific examples of linked initiatives to tackle homelessness and unemployment, there is not an overarching strategy for improving access to employment for homeless people.

UK wide there is not a specific employment support programme for homeless people via the Department for Work and Pensions (DWP). A cross-government strategy linking employment, housing and health provision could improve outcomes for this group.

Where linkages exist they have tended to be made at local or programme level – e.g. through such initiatives as EQUAL, or the UK’s Invest to Save Budget. One example is the proposed Right Deal for Homeless People programme, currently being developed by a cross sector stakeholder group as part of the TMD London EQUAL Programme.

Every homeless person out of work annually has been calculated to cost £7,758 in welfare benefits payments, £1,341 in Income Tax and National Insurance payments and £12,000 in lost economic output (Luby and Welch, 2006).

Tailored packages designed with homeless people, to meet their health, housing, support and educational/training needs, are likely to reduce the DWP’s benefits bill in the long-term, and by implication other public expenditure e.g. Supporting People, drug treatment, Probation, Prison Service, NHS (mental and physical health services) and so on. This is an important area where Government departments (notably DWP, CLG, DfES, and ideally DoH and DCMS) need to join together their strategies and resources to facilitate agencies’ work with individuals with complex needs.

3.2.1. Integration of employment dimension into homelessness strategies

Do homelessness strategies in your country have integrated an employment dimension?

Does a specific employment policy for people experiencing homelessness or marginalised/disadvantaged groups exist in your country? If yes, do you think it is useful and implemented correctly and explain why? (See also 3.3.)

The Homelessness Act (2002) – which relates to England - compelled local authorities to undertake reviews of homelessness and produce homelessness strategies for the first time. The process has served to introduce what might be deemed as a ‘homelessness influence’ on other strategies, as local authorities have sought to enhance partnership working in order to fulfil the new duties brought in by the Act. The revised strategy guidance issued by DCLG in 2006 for local authorities raises employment and training throughout, but it is not a firm requirement for any homelessness strategy and many do not include it as an issue for action or support.

Some examples of good practice in this area include the Brent local authority ‘Chance 2 Work’ programme – an employment brokerage for hostel residents; and in the London Borough of Camden they have adopted a “pathways approach” and one of the strands is around employment and training.

In Scotland, the Homelessness Task Force recommendations, which underpin homelessness strategies, specifically include 5 employability recommendations in the total of 59 recommendations which comprise the strategy. These are currently under review.



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Scottish local authorities are increasingly including employability measures in their Homelessness Strategy, generally as part of their approach to the prevention and alleviation of homelessness.

In Wales, the National Homelessness Strategy 2006-2008 (pages 32-33) includes a section on improving the support to homeless people who want to gain employment. The strategy recognises that homeless people are often excluded from employment because of both lack of skills and a lack of home.

‘Their lack of accommodation makes it more difficult for them to obtain and keep a permanent job or to access training. Thus they become stuck in a vicious circle of homelessness and poverty.’ (National Homelessness Strategy 2006-2008)

Actions under the strategy include:

‘The DWP, Jobcentre Plus, and the Basic Skills Agency to provide focus and resources specifically to address the needs of homeless people.’

The heading ‘Positive Lifestyles’ includes the following:

‘Successful resettlement is dependent upon homeless people having the confidence and motivation to pursue positive objectives for themselves. Single homeless people who have been homeless for long periods are in particular likely to have a negative self-image and lack confidence in their own abilities to live independently.’

A range of services has developed in Wales which addresses these issues, and tries to engender a constructive cycle through positive activities and support work. These services include motivational interviewing, confidence building based on existing achievements, skill building through community projects, sports activities and arts and crafts focused day services.

We will:

Promote positive lifestyles as part of the resettlement process through disseminating examples of successful practice by December 2006

We will expect:

Voluntary organisations and local authorities to provide opportunities for homeless people to develop their skills and confidence to support progression to independent living in the community.’

It is currently difficult to assess how this is manifesting itself within services locally across Wales, although there are examples of where organisations and local authorities are co-operating to provide assistance to homeless people to access employment/training, and that the importance of linking these policy areas has been recognised and is being acted upon. (See below)

Other strategies and plans:

Education and skills policy

Wales – the learning country: The Assembly's learning strategy specifically identified homeless people as a group of concern.

Education and Learning Wales (ELWa): This was the Assembly's main delivery organisation for learning. The Assembly made ELWa specifically responsible for education and learning among homeless people. In April 2005 this was replaced by the Department for Education and Lifelong Learning.



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The Learning Community Account: Launched in Summer 2005, this is the main initiative to help homeless people to develop their skills.

CRISIS says about the education and skills policy in Wales:

‘Unlike in England and Scotland, in Wales there is a clear, major programme for learning development which explicitly includes homeless people. As such, in England and Scotland, policy makers should initiate projects specifically to raise the levels of education and skills among homeless people and develop a policy response to address these problems. Any initiatives should focus on engaging homeless people; extend education and skills policy beyond formal qualifications; tackle low skills levels among homeless adults and more vulnerable homeless groups, with no upper age limit for those receiving help; and address the 16-hour rule of Housing Benefit.’

The Skills and Employment Action Plan for Wales 2005, produced by the Assembly Government recognises that homeless people are group that requires support and assistance with gaining employment – and cites the Link-up approach. It should be operating since April 2006 and includes an employability package.

3.2.2. Prevention of housing exclusion and exclusion from the labour market

Since different types of homelessness often appear together with the exclusion from the labour market, does a policy exist that combines both, the prevention of housing exclusion and the prevention of exclusion from the labour market? If yes, do you think it is useful and implemented correctly? What can be improved?

Not currently, although these issues are currently being highlighted and debated as a result of the recent ‘Hills Review of Social Housing’, which identified disproportionately high levels of worklessness in social housing tenures.

In Scotland the HTF recommendations on employability (50-54) and the approach to them taken by Local Authorities, indicate an awareness of some of these issues. However, considerably more needs to be done to make the link effective – SHEN is currently reviewing this for the Scottish Executive.

In Wales, the National Homelessness Strategy (NHS) emphasises prevention of homelessness and there are schemes to address unemployment and economic inactivity and there are links at a strategic level i.e. the NHS recognises the importance of helping homeless people gain skills and access to employment in order to address longer term exclusion, and other strategies on learning and skills recognise the particular difficulty of engaging with homeless people.

3.3. Employment schemes for people who are homeless

Are there any employment schemes or programmes in your country that specifically target people who are homeless? If yes, please describe in more detail.

If not, are there any employment schemes or programmes that generally target socially disadvantaged groups? Can people who are homeless participate in these schemes? How effective are these schemes?



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There are no specific national employment targets for people who are homeless, consequently they are not recognised as an excluded group and employment programmes are not being developed to address their specific needs. Research supports the need for effective employment programmes that deliver joined-up provision for homeless people.

Alongside general state employment and training services, which homeless people may access (but often do not), such as *Jobcentre Plus* and *New Deal*, there have also been employment support and training services specifically for homeless people run by individual NGOs or partnerships. These include employment and training schemes, pre-vocational training, careers guidance, skills training, job brokerage, work experience and job placements and integrated accommodation and training projects, such as *foyers*. Employment services may be provided within the housing service or by an external agency. Some services offer integrated holistic support which may include health treatment e.g. drug or alcohol rehabilitation, counselling. However, research suggests that extent and quality of these services is highly variable, particularly outside London. They are subject to patchy and short-term funding, and even where successful, often struggle to keep going. Additionally, these services by no means meet need – less than 5-10% of homeless people work yet 77% would like to work right now – and there is no stable, agreed funding package from Government.

However, in Scotland homeless people are recognised within the Employability Framework as an excluded group. Some local authorities have, or have had, employment services which specifically target homeless people, usually provided on short-term funding by the voluntary sector through the New Futures Fund Initiative (which has now finished). Jobcentre plus also has Progress2Work/Linkup for this group. Both of these initiatives exist in only limited parts of Scotland. We also understand that take-up by homeless people on the latter is poor, and as funding for the voluntary sector programmes has now been mainstreamed through Community Planning Partnerships the focus on homelessness may be diluted as it is integrated into generic provision and decided on at a more local level.

In Wales, there are examples run by the DWP through Job Centre Plus and by Business in the Community in some areas of Wales. Job Centre Plus has several programmes to target more difficult to reach groups e.g. ex-offenders, drug users. The following is one that aims to assist homeless people as well:

‘Progress to Work - LinkUp is for customers who are ex-offenders, homeless or alcohol misusers.’ It is an add-on to the Progress to Work programme which is aimed at drug users.

Link-up has been run as a pilot in the areas of Rhondda Cynon Taf and Caerffili and is operated for Job Centre Plus by Working Links and TEDS. Data on the take-up of the service and its impact is not currently available but the DWP is undertaking an evaluation which should be available during 2007. A Job Centre Plus source is quoted as saying that the ‘general feedback is good.’

Business in the community is a membership of companies which was established in 1982. It runs Wales Cares which can help support business and the provision of access to employment opportunities.

‘Wales Cares - the main business-led volunteering programme in the UK - can help you support your employee volunteering policy through various initiatives. It provides a framework for business to get



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involved in the community and gives access to a range of volunteering opportunities. The Cares Online system helps business manage, monitor and report on their volunteering activities. There are a number of ways your business and its staff can contribute to the community.’ (Business in the Community)

One of the initiatives under Wales Cares is Business Action on Homelessness. This is running in Cardiff and is for businesses who want to address homelessness. The programme includes ‘2-week work placements for homeless candidates as well as task-based job coaching to assist homeless people in getting back into the world of work and maintain their motivation.’

The programme has been running for around 18 months.

Business in the Community in north Wales will be working with *Working Links*. *Working Links* was established in 2000 to help people access employment. The service provides one-to-one help, assistance with developing CV’s, interview skills.

(More broadly there is the New Deal programme which aims to provide unemployed people with the support and help required to access employment.)

Foyer

Wales has Foyer provision e.g. in Wrexham and Swansea (and smaller dispersed units e.g. Denbighshire). In theory the emphasis in this type of accommodation should be on linking people into education, employment or training opportunities, but I’m not sure how this has worked in practice. Certainly in Wrexham the Foyer of a few years ago appeared to be operating in much the same way as other hostel/temporary accommodation for many people.

Llamau

Some organisations in local areas have services that are aimed at assisting homeless people and that also assist them to access education, training and employment. One of these is Llamau. The organisation works with people between 16 and 21 years old and also with older service users.

Llamau has developed Learning 4 Life, an alternative personal development and learning programme.

‘It comprises of an engaging programme of activities, delivered in a variety of different ways, which significantly improves people’s self esteem, confidence, motivation and lifelong opportunities. It does this by providing a wide range of activities in a variety of settings that will improve personal, social, educational and vocational opportunities. Via the programme Llamau has been able to assist its most marginalised clients to progressively take responsibility for their activities/behaviours and maximise their potential and social inclusion opportunities.’ (www.llamau.co.uk)

Over 80% of those they assist are 16-21 year old and many are care leavers, offenders and those at risk of offending aged 16/17, who have been excluded from school since the age of 13. Problems include lack of formal qualifications, confidence, self esteem and motivation. Some also have non-assessed learning difficulties and mental health needs. The benefits system treats these young people as adults. This group in general have problems engaging with formal education, training schemes and this can lead to the withdrawal of benefits, which subsequently increases the chances of repeat homelessness and social exclusion.



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‘Learning 4 Life staff work intensively with this client group, on a 1 to 1 or small group basis, providing a wide range of ‘next step’ information and addressing the issues that are holding them back, preparing them slowly (over a period of 3-6 months) to enter further education, training or work. This work is currently done in 4 dedicated learning centres; at Bridgend, Newport, Vale, Cardiff and via outreach work in both the Vale and Caerphilly.’

The service aims to improve basic literacy, numeracy and IT but also to develop skills such as communication, listening, problem solving and negotiation.

They also work with people between 21 and 60 years of age and, for example, provide general drop-in facilities *‘for all clients to meet each other, undertake a wide range of activities and to find out more about local mainstream training/school/work opportunities.’*

During 2005/06 the organisation helped over 730 homeless or potentially homeless people. The number of service users in work, training or education increased by 31% (actual figures not given).

(Source for the information on Llamau – www.llamau.co.uk Llamau is an organisation providing temporary accommodation, supported accommodation and other services in south east Wales.)

3.4. Definition of employment

Does an official definition of “employment” exist in your country? If yes, what is the definition?

Are all employment schemes targeting people who are homeless included in this definition?

Most official statistics in the UK rely on the ILO definition of employment.

According to the ILO definition, the employed comprise all persons above a specified age who during the reference period were either (i) at work or (ii) with a job or enterprise but not at work (i.e. persons temporarily absent from work). Persons at work are defined as persons who during the reference period performed work for a wage or salary, or for profit or family gain, in cash or in kind, for at least one hour.⁹

The number of people with jobs is measured by the *Labour Force Survey* (LFS) and includes people aged 16 or over who did paid work (as an employee or self-employed), those who had a job that they were temporarily away from, those on government-supported training and employment programmes, and those doing unpaid family work.¹⁰

Jobcentre Plus currently considers that someone going into a job has sustained it when they are still in that job at 13 weeks.

Different schemes, supported by different funders, may use other definitions depending on what has been agreed, but if they are statutory funded services they will follow fixed rules and definitions.

⁹ <http://www.fbw.hs-bremen.de/pschmidt/Material/ilo-definition-1-euro-jobs.pdf>

¹⁰ <http://www.statistics.gov.uk/StatBase/Product.asp?vlnk=9539>



If a scheme is not recognised as employment (e.g. meaningful occupation), are there any negative consequences for the person participating in this scheme (e.g. person does not acquire right to pension etc.)?

What is the legal and funding context of organisations providing these activities that are not officially recognised as employment? Are there any negative consequences for the organisation providing these services (e.g. less funding available for these schemes)?

An unemployed person can engage in meaningful occupation or training provided they remain available for work and are actively seeking work. Unemployed people cannot however, get involved in full time training unless it is specifically part of a package put together by Jobcentre Plus. Breaking of these rules can result in either sanction or complete loss of benefits.

Volunteering is often seen as a way to engage in meaningful occupation whilst avoiding benefits sanctions. However, this means that volunteers cannot take advantage of in-work benefits.

3.5. Social benefits

What social benefits are people who are homeless entitled to in your country? Please indicate in how far entitlements vary according to the status of the person (national, EU national, third-country national, refugee) and evaluate their effectiveness in helping people who are homeless to move towards employment.

- **Unemployment related benefits**
- **Disability or sickness related benefits**
- **Housing benefits**
- **Minimum Income benefits**
- **Other, please specify**

Jobseekers Allowance (unemployment benefit) is paid to people of working age, as long as they register for employment, and prove they are actively seeking work. Incapacity Benefit and Income Support are paid to people who are not currently fit to work, and are submitting supporting medical evidence. After 28 weeks, people are subject to a Personal Capability Assessment, to check whether they are well enough to take up any reasonable form of employment; if not, they will continue to receive this ‘inactive’ benefit.

Housing Benefit can be paid to people who are not working and claiming benefits, and people who have other low income or earnings. For people in receipt of a ‘qualifying’¹¹ benefit, in the main, their housing costs will be paid in full. This is changing with Housing Benefit being paid to the value of the local reference rent whatever the actual rent actually paid. For those with low other income or earnings, they will be paid a percentage of their housing costs, dependent on the level of their income.

There are a whole range of other ‘disability’ benefits according to the severity of an individual’s disability. These are determined from an examination by a qualified medical practitioner. People who are receiving ‘sickness’ benefits also qualify for additional premium payments, to support their illness or disability. Pensioners – men aged 65 plus, and women aged 60 plus, are entitled to Pension Credit.

- Other benefits include:

¹¹ Qualifying benefits are Income Support, Income Based Jobseekers Allowance and Pension Credit



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- reduced earnings allowance – if you are earning less because of work related illness/disability
- job grant – one off payment when someone comes off benefits to start work
- community Care Grant – if you're getting certain benefits and for example you're homeless, leaving prison, facing family breakdown or need help with expenses

All of these ‘social’ benefits can be paid regardless of whether someone is housed or homeless. The only differentiation is for people who are living on the streets, who are not entitled to any premium payments. Also, people without an official right to remain or work in the UK – for example, asylum seekers and illegal immigrants – are not entitled to any welfare benefits. Such people are however, entitled to support under the 1948 national assistance act but in reality such support is hard to access. It is also the case that EU citizens from Romania and Bulgaria are specifically excluded from receiving state support in the UK.

For some benefits people must satisfy the habitual residency test and the right to reside test. The habitual residence test has two stages:

Establishing a right to reside

Establishing habitual residence

The rules surrounding migrants are very complex with different rules for asylum seekers, refugees, nationals from the European Economic Area etc.

Moving towards employment

It is not clear to what extent the benefits are effective in helping people move towards employment and this is one of the challenges i.e. making the welfare benefits flexible enough to enable people to know what they will receive and to move seamlessly into employment.

New Deal programmes – targeted at young people, those over 25 and older people, as well as lone parents are aimed at helping people access employment.

(<http://www.dfes.gov.uk/insidedfes/report2001/sectione.shtml>)

In work benefits, such as family credit payments (paid to mothers working more than 16 hours per week) can help groups such as lone mothers in gaining access to and retaining employment.

It is possible to receive additional benefits if you take up training in some instances. High rents and Housing Benefit regulations in temporary accommodation can limit people’s ability to access work.

3.6. Compulsory participation

Are social benefits payments linked to compulsory participation in activation schemes? If yes, what kinds of obligations exist for which benefits? Do obligations differ according to the different ETHOS categories? Are the obligations effective for homeless people or are there any negative spin-offs in relation to this?

Job Seekers Allowance is linked to the expectation that the individual will be available for and actively seeking work.



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Some benefits, particularly those deemed as ‘inactive’ benefits such as incapacity benefit and income support, have not had too many conditions attached. This is changing with the Government’s plan to reduce the numbers on incapacity benefit by 1 million, and achieve an overall employment rate of 80%.

In theory there is an expectation that the unemployed engage with schemes such as new deal and the facility for financial sanctions to be applied to those who do not. In practice these sanctions are not applied to people who face issues such as homelessness. Whilst, this undoubtedly has benefits it also often means an effective exclusion from services.

3.7. General context and trend

Do you think the political, economic and social context for people who are homeless in gaining employment has become more difficult/easier recently? If yes, what has changed and why?

The Government’s 2004 document ‘Building on New Deal’ potentially set out a step forward, but was shelved. Since then, we have seen the increasing use of migrants in low paid jobs, often recreating the kind of poor conditions and overcrowded, insecure housing that the homeless sector has worked to eradicate.

The current Government discussions on welfare reforms, set out in the Freud Review, pose a new opportunity, and some proposals under discussion are positive, but the detail is still not clear:

- greater personalisation of employment support, for both pre-employment, and sustainability, and progression in the labour market
- greater rebalancing of rights and responsibilities that places conditionality on individuals, service providers and employers, but also recognises the many and varying complex needs of homeless individuals
- and the continued advocacy of a simplification of the benefits system.

Two important recent government policy papers (Leitch Review of Skills and Freud Review of Welfare) point to the falling birth rate in England and as a result the need to engage and train unemployed and economically inactive adults to enable the workforce to be maintained.

Wales has a higher rate of employment than it has had in historical terms although there are some recognised groups of long-term unemployed people who are more hard to reach and who are being targeted. (See Wales – Towards Full Employment, Welsh Assembly Government/DWP, March 2007)

There is still a stigma attached to homelessness and it remains difficult for homeless people to access employment while in temporary accommodation for example. Those living in poor conditions (who would, in Wales, be counted as homeless) have difficulty accessing/retaining employment because of the physical/mental health problems associated with poor living conditions.

4. Employment schemes/tools for people who are homeless

Which employment/activation tools or services are available to people experiencing homelessness in your country? Please describe and evaluate their effectiveness for people who



are homeless. Are they mainstream schemes or are they tailored for people experiencing homelessness? Can you give a “good practice” example?

In Wales, there are initiatives such as Link-up/Business in the Community that are tailored to help homeless people

Homeless organisations across England provide a variety of services along the lines set out below. The type of services offered depend on local need, circumstances, labour market conditions, and funding. Below are just a few examples of the different types provided.

4.1.1. Support schemes that help homeless people to find a job (internet access, job ads etc.):

Please provide a brief description of what this entails:

St. Mungo’s have provided a job club to its residents since 1991 and a simple job search facility is actually an effective way to help homeless people find work.

4.1.2. Support after job placement (counselling, helping to set up a bank account etc.)

Please provide a brief description of what this entails:

In-work support is vital if employment is to be sustained. The service St. Mungo’s offers includes counselling style support, benefits advice, practical financial help, and help with bank accounts.

Some employers in Scotland also offer in-work support to vulnerable workers, such as mentoring and “buddying” schemes. The Employability Framework recognises that more in-work support is needed to make employment sustainable.

4.1.3. Supported employment 

Please provide a brief description of what this entails:

It is important that supported employment projects that are geared to giving people work tasters for long periods of time, receive longer-term support and funding. Some of these projects aren't able to function without this because they could not become self-sufficient or economically viable in their own right.

4.1.4. Social economy or social enterprise 

Please provide a brief description of what this entails

Many organisations are using social enterprise as a vehicle for providing training and employment to homeless individuals. These include social businesses providing catering, shoe-shining, woodwork and other craft-based skills, cafes, restaurants, etc.

4.1.5. Vocational training: 

Please provide a brief description of what this entails:

4.1.6. Life skills training  and meaningful occupation 

Please provide a brief description of what this entails:



St. Mungo’s offer life skills training, personal development training, basic skills training, key skills training and signposting to vocational skills training.

Many elements of life skills training are also soft skills for employment. Self-presentation and self-confidence, telephone and other communications skills, time-management and punctuality are all soft skills that employers report they look for in employees.

4.1.7. Other, please specify

Please provide a brief description of what this entails:

Homeless people taking part in employment and employment training programmes at St Mungo’s were asked what they had gained from taking part:

- 4 in 5 felt they were learning new skills by being linked into the service
- 4 in 5 felt their confidence and self-esteem had increased since linking into the service
- 4 in 5 said their job finding skills had improved
- 4 in 5 had been applying for more jobs since linking into the service
- 2 in 3 were positive that their involvement would lead to them getting work
- 1 in 2 said their housing situation had improved since coming to the service
- 1 in 2 had been offered work already
- 1 in 2 felt their health had improved.¹²

4.2. Participation of service users

Do service users participate in the design of services that aim to promote the employability of people who are homeless? If yes, how do service users participate and is this participation effective? Is this participation compulsory in order to benefit from a service? If there is no participation of service users, how does this affect homeless individuals’ employment success?

Homelessness agencies find that offering a range of opportunities for service users to input into organisational structures, services and policies is a good way to build confidence and self-esteem and a starting point to supporting people into work and other opportunities. Participation in designing services is not compulsory but is increasingly deemed to be good practice and a standard part of planning and/or improving services. A range of methods are used from focus groups, feedback forms, client policy and discussion forums, representation on boards/groups, and in some rare instances, requirements for user input and validation of any service proposals put forward.

However the levels of participation vary from scheme to scheme.

4.3. Geographical distribution of services

Is there an adequate geographical distribution of employment services for people who are homeless in your country? Are there any areas which are insufficiently covered by employment services that target people who are homeless?

No, there is not an adequate geographical distribution, and yes, all areas are not sufficiently covered as far as we are aware.

¹² ‘Hard Work for Homeless people’, St Mungos, 2006



There have been a number of initiatives referred to above (such as the New Futures Fund in Scotland) which have been limited to a few specific geographical areas only.

5. Training for employers or public administration

5.1. Are you aware of any training schemes or projects in your country that target employers or public administrators to raise awareness about the situation of people who are homeless and their specific needs in relation to employment? Could you describe and evaluate them shortly?

Business Action on Homelessness is part of Business in the Community. Business Action on Homelessness (BAOH) has engaged over 300 companies who have offered work placements, job coaches, permanent jobs, speakers for Client Support Networks and pro-bono support. It is led by a Board of National Partners comprising the most senior executives, representing leading companies in the UK and the world: Marks & Spencer plc, department of Communities and Local Government (CLG), Barclays plc, KPMG, Bain & Company, Carillion plc, Bradford & Bingley, George Wimpey plc, Freshfields Bruckhaus Deringer, and Royal Mail.

Some of their projects include:

Ready for Work

As part of BAOH, Ready for Work offers work placements at leading UK businesses to people affected by homelessness.

Job Coaching

Job Coaching is a national initiative that provides business coaches for homeless people who have completed the Ready for Work programme, helping them to find and sustain employment.

Client Support Network

The Client Support Network aims to help support homeless clients post placement, helping them both to gain and sustain employment.¹³

In Wales Business in the Community under ‘Wales Cares’ undertakes this work.

5.2. Do you know of any projects to offer training for employers so in the future? If no, do you think that this would be a useful initiative?

Not sure – there is a debate as to how much we should expect employers to take on homeless individuals out of sympathy versus the NGOs properly supporting homeless individuals to get jobs in the open labour market – because they have the right skills and not because they are ‘labelled’ as homeless to get a job.

Work trials and placements are often a key stage of support on the route to sustainable work. However, it is important that these are flexible and adequately supported. It is a constant struggle to access appropriate and meaningful work placements, and that is why it is important for the homeless sector to engage the business sector, and also lead the way forward as employers of vulnerable and homeless people.

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http://www.bitc.org.uk/take_action/in_the_community/employability/business_action_on_homelessness/business_case_5.html



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In Wales, in order to improve access to employment, target negative perception and discrimination, Shelter Cymru is promoting this in its Building Future Wales programme.

Interactive IT package being developed by Equinex at University of Wales, Newport Package to target (potential) employers, with the intention of addressing negative preconceptions and generally raising awareness of homelessness. Also to focus on the positive benefits that employment can bring to homeless people, and the role that employers may play in supporting this.

6. Cooperation between different stakeholders

Do you work together with stakeholders in the field of employment, skills or training?

If yes, please state which ones, and provide a description and evaluation of the type of cooperation you have with them.

Gender dimension: Does cooperation differ between organisations working with men and organisations working with women? If yes, please describe in more detail.

- Private companies - BAOH, various links between individual homeless NGOs and private companies.
- Trade Unions - not many formal links, but increasing scope for joint work around ‘vulnerable workers’.
- Jobcentre Plus - this is changing, patchy, inconsistent, and sometimes good or excellent.
- Local or regional government departments or agencies - Most homeless NGOs will work with local or regional departments to some degree, and many receive their core funding for their housing provision through local government.
- National government departments or agencies - Department for Work and Pensions, Communities and Local Government, Department for Education and Skills, Department of Health.
- Social enterprises - NGOs are increasingly setting up social enterprise arms or moving themselves towards social enterprise models, to provide training and employment opportunities for homeless individuals, and to also generate income from alternative sources.
- Other NGOs - there are linkages with other NGOs on general voluntary sector issues and support, as well as specialist services relevant to homeless individuals - e.g. BME organisations, those working with ex-offenders or prisoners, etc.
- Schools and universities - again, individual NGOs may have links with local schools, further education colleges (very common) or universities.



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In Scotland, SHEN (Scottish Homelessness and Employability Network) has the specific aim of bringing together stakeholders in both areas

In Wales, Shelter Cymru’s Housing Services Team is exploring the possibilities of working with the newly funded Business in the Community/Wrexham CB Council initiative in Wrexham, north east Wales.

7. Funding of employment services for people who are homeless

How are employment services for people experiencing homelessness funded in your country?

7.1. What is the relation of the respective funding source to the overall budget? Please indicate to which service you refer to.

- State funding (other than Structural Funds/ESF) - very little, aside from some specialist programmes in some areas called ‘Progress2Work’ There is scope to influence future plans and access to funding for welfare to work as changes are finalised during 2007.
- European Social Fund – this is the key source of funding that has been drastically affected by the changeover between the 2000-06 and 2007-13 programmes, gaps in funding, and an overall reduction in future due to EU enlargement.
- Community Initiative EQUAL – This has funded several programmes in England where homeless individuals have been the main focus (TMD London) or have been part of the target groups (Brighton/Manchester EQUAL projects...). Finishes in 2008.
- Other EU funds/projects (please specify) – minimal
- Income through work force/products that were sold – minimal but increasing as more NGOs take on social enterprise arms or activities
- Fundraising - significant – often to make up for shortfalls in government funding
- Charitable Foundations – significant
- Membership fees – not relevant re employment and training schemes
- Other, please specify

In Wales, Assembly Government funding is provided (under section 180 homelessness funding on an individual application basis) to local authorities and partners to support initiatives such as the one in Wrexham

7.2. How secure is the majority of your funding for employment related activities?

- Less than 1 year – generally doesn’t apply
- Secured for 1-3 years – this is the usual timeframe, with many contracts from government coming in at up to two years.
- Secured for more than 3 years – very few funding streams are for this long – exceptions being EQUAL (now closed), Big Lottery



7.3. Are services financed in a way that they can actually deliver the necessary support for people who are homeless? If not, what problems exist in relation to the funding of the services? Please describe in more detail.

Many formerly homeless individuals need to attend a number of services before they will be ‘work ready’. Authorities that commission and fund employment-related training need to recognise the importance of the journey towards independence in their funding structures. Given the complexity of this journey, a broader package needs to be funded. Funding is too often restricted just to ‘hard outcome’ achievements.

In 2006, OSW carried out a survey on funding amongst ten homelessness agencies providing training and employment services to approximately 6,000 homeless individuals per year. The key comments on outcome-based and other funding issues included:

“The swing towards employability and accreditation targets as the only legitimate outcomes of courses makes it very hard to work with the most marginalised adults.”

“If you want to genuinely help people who have been problematically homeless, including those with mental health histories or substance misuse issues, back into mainstream education training or employment, it is essential to take on board that extensive resource has to be provided for recruitment and retention of trainees; that there needs to be a different and wider set of payable outcomes; and that for many beneficiaries it is the first step that is the hardest to take – i.e. from ‘non-engagement’ to ‘engagement’”

“Little or no recognition is given to engagement activities, the current focus is largely on hard outcomes such as qualifications gained, employment secured”

“It is intensely frustrating that these types of services that tick so many boxes of the government’s agenda of social inclusion are continuously fighting for survival. They should not have to compete with mainstream education and employment advice providers but should be appropriately supported for the specialist provision they are and resourced accordingly.”¹⁴

In Wales, funding, as with funding for homelessness and other services, is often provided on a time-limited basis initially e.g. 3 years, with organisations attempting to find further funding after this period. Assembly Government section 180 funding is limited for example.

8. Indicators and success factors

Have employment services for people who are homeless been successful in bringing people experiencing homelessness back into employment?

8.1. Are you aware of any indicators that exist in your country to measure the positive outcomes of employment schemes for people experiencing homelessness and could you describe them?

There are no formal government indicators or PSA (public service agreement) targets, which means that there is no overall figure for England.

¹⁴ OSW Funding Paper, Butcher, L, 2006



Programmes run by NGOs like St Mungos, OSW, Foyer, will have systems that monitor and track employment and other outcomes for reporting, planning and research purposes, but they will not give an overall or complete picture.

Specific government contracts – for example under co-financed ESF – will require the measurement of outcomes using their own systems.

The evaluation of the New Futures Fund Initiative in Scotland used a variety of hard and soft indicators to measure positive outcomes.

8.2. What are the key factors for the success of employment projects? What are the main challenges that remain? Are success factors:

- **Project/scheme related (holistic approach, personalised approach, assessment of needs and aspirations of service user, financial resources available, length of a project/scheme, cooperation with other actors...)? Please describe in more detail.**
- **Service user related (motivation and skills of service user, health situation of service user...)? Please describe in more detail.**
- **Context related (institutional context, political context, socio-economic context, funding context...)? Please describe in more detail.**

All of the above.

In addition, Making work pay is important. Many people working part-time for the national minimum wage would be financially worse off than if they remained on welfare benefits. (The costs and benefits of formal work for homeless people, (Prepared for Off the Streets and into Work (OSW) by the Centre for Economic & Social Inclusion, December 2006), page 11.)

It is worse for young people:

‘Amongst the cases in this analysis the smallest incentives to work are for young people (under 21) living in privately rented accommodation or social housing...moving from Income Support with the Disability Premium into work. If they earn the NMW at the development rate (£4.45 an hour) then they will be £42.06 worse off each week. Even working full time, in this case, the person would still be over £20 worse off a week.’

Benefits for the state and sometimes for homeless people: (pp13-14)

‘Jobs offering 15hrs per week at NMW and the development rate NMW leave many homeless people no better or worse off, although they do bring some benefit for the Exchequer. Most homeless people are better off in work in all the scenarios where they make £6.35, £7.35 or £8.35 per hour, and the financial gains to the Exchequer are greater in these circumstances.

However, some people are worse off in work, even when they work 35hrs per week and make £6.35, £7.35 or £8.35 per hour. For example, in the second year of work (after the withdrawal of Tax Credits) someone on Income Support (IS), in receipt of Disability Premium and living in private sector rented accommodation in London is worse off when they move into work – despite bringing continued benefits to the Exchequer.



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In general, entering work in London is less beneficial for homeless people and more beneficial for the Exchequer than when homeless people enter work outside of London.

Gains for the Exchequer, from homeless people moving into work, are substantial, for example, an average annual gain of £6,629 in the first year and £7,601 in second and subsequent years when a homeless person moves to a job on 35hr per week at National Minimum Wage.

A homeless person on NMW sustaining work for 10 years benefits the Exchequer by an average of £75,039.’

9. Data collection and research

9.1. Is data on the employment situation of people who are homeless collected in your country? If yes, who collects this information?

Data is not collected on the employment situation of people when they make an application to a local authority as homeless in any part of the UK.

As above, the collection of data is mainly down to NGOs, and local authorities who are responsible for local homeless strategies and provision within their geographical areas.

Other figures are collected through research programmes and studies, like those referenced in this response.

9.2. Do you know of any research undertaken on employment for people experiencing homelessness by academic or other bodies in your country? If yes, please describe in more detail.

No Home, No Job: moving on from transitional spaces - Summary report (Off the Street and into Work, 2005)

Single homeless people in London: profile of service users and perception of needs. (Sheffield Institute for Studies on Ageing, 2001, (Crane and Warnes).

The costs and benefits of formal work for homeless people, (Prepared for Off the Streets and into Work (OSW) by the Centre for Economic & Social Inclusion, December 2006)

10. The right to work of people who are homeless

10.1. Do you know of any examples where a rights-based approach has been adopted in relation to the right to work for people who are homeless or other vulnerable groups, whether in the form of court cases or campaigns?

Most of the campaigns in England over recent years have been around:

Access to learning and skills support

Funding for employment and training provision, especially around ESF

Including relevant provision for homeless individuals within upcoming welfare reforms



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“Multiple barriers, multiple solutions:

Inclusion into and through employment for people who are homeless in Europe”

...not specifically around the right to work per se. The case is being made that the majority of single homeless individuals want to work – 77% say right now, and 97% say in the future – but will not be able to do so without the right approach, time and support.

10.2. Is the work situation of people who are homeless a political issue in your country? Could it be a useful campaigning point? Why? Why not?

The work situation of people who are homeless is a political issue mainly in that it costs a lot to keep people stuck in high cost temporary housing and hostels, in conditions and under circumstances that don't allow them to seek or sustain work. Some very specific measures, such as reducing the steep cut off of housing benefit once someone takes up a job, could make a huge difference to many people who are currently are unable to make work pay. There is work going on already on this issue, but more could always be done.

The Freud Review of Welfare 2007 makes both moral and economic arguments for providing employment support for the most excluded, and goes as far as to suggest that the Government would be failing in its duties if it did not target support on the most excluded. This offers a good campaigning lever for NGO's.

In Scotland, SHEN members made active contributions to the Employability Framework to ensure that the importance of employability as a route out of homelessness was recognised .

In Wales, it is not particularly high profile. It is recognised that to combat homelessness effectively we must address issues around employability, benefit flexibility, childcare etc. e.g. the National Homelessness Strategy and other Assembly Government plans recognise this as well as the approach of the DWP and Job Centre Plus.

Acronyms

BME organisations	Black and Minority Ethnic
CAB	Citizens' Advice Bureau
CLG	Communities and Local Government
DCMS	Department for Culture, Media and Sport
DfES	Department for Education and Science
DOH	Department of Health
DWP	Department of Work and Pensions
GHN	Glasgow Homelessness Network
HTF	Homelessness Task Force (Scotland)
NMW	National Minimum Wage
OSW	Off the Streets and into Work
SHEN	Scottish Homelessness and Employability Network