

Cambridge Centre
for Housing &
Planning Research

Estimating the scale of youth homelessness in the UK

Final Report

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Foreword

How do you go about allocating resources to solve a problem when you don't know the scale of it? That's the reality facing any charity, government or local authority who wishes to tackle youth homelessness.

Changes in the way information is collected means that data on youth homelessness is patchy at best. Some local authorities continue to record data on young people supported by hostels in their area, but the picture is mixed. At the same time, the main source of data held by central government – statutory homelessness figures – only include those who are found to be in a 'priority need' group, such as under 18s, care leavers up to the age of 21 and those with children of their own. Most single homeless people over 18 are therefore missing from these statistics.

In response to this situation, Centrepont commissioned Cambridge University to calculate an estimate of the true scale of youth homelessness. As part of this, we sought to understand the extent of all forms of youth homelessness, including the numbers of young people in hostels or supported accommodation services, and more hidden forms of homelessness such as sofa surfing, where young people move between different friends' and family members' sofas because they have nowhere else to go.

Previous estimates of youth homelessness by the Universities of York and Heriot Watt which found that 78,000-80,000 young people experienced homelessness in 2008/9. Unfortunately the same method could not be used again this time as some of the datasets on which this previous estimate relied are no longer collected by government. This research has therefore used a different methodology and as a result is not directly comparable, but does give us a much more up to date estimate of the scale of youth homelessness.

This new report shows how the available data has dwindled since 2009 and highlights both the role local councils and the homelessness sector can and must play in filling the gaps in knowledge. As both commissioners and providers of support, we must work together to ensure that we collect accurate and consistent data about the number of young people being supported so we can develop an accurate national picture to inform effective provision to meet their needs.

To aid this process, Centrepont has established, with funding from Google, the Youth Homelessness Databank that will bring together data from across both local and national government, as well from support providers.

Over time the Databank will complement this report's baseline estimate of 83,000 young people accessing homelessness services over the course of a year to provide crucial insight into the scale and nature of youth homelessness both now and in the future.

In an era where the drive for value for money is at the heart of public service delivery, comprehensive data will be key. Without it no politicians or charity can effectively make the case for new resources to tackle any problem, including ending youth homelessness.

Seyi Obakin

Chief Executive, Centrepont

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Key findings

Young people using homelessness services

- Around **83,000** homeless young people have been accommodated by local authorities or homelessness services **during the last year**.
- There are around **35,000** young people in homeless accommodation **at any one time** across the UK.
- The proportion of homeless young people who are assessed as statutory homeless varies across the UK, with Scotland assisting the large majority of young people via the homelessness legislation, whilst in England (outside London) young people are more commonly assisted without a formal homelessness assessment.
- Access to emergency accommodation is increasingly controlled by local authorities rather than the accommodation providers themselves. This means **providers themselves are less aware of the overall needs for their services**.
- **Overcrowding increased** between 2001 and 2011, suggesting that there is a growing underlying housing pressure.

Hidden homelessness

- To assess levels of hidden homelessness among the wider population of young people not in contact with homelessness services, **a UK-wide survey** was carried out with young people aged 16-25.
- This found much higher numbers of young people who reported having slept rough than are known to have done so from published data:
 - Overall, **26 % of young people said they had ever slept rough or in unsafe such as cars, nightbusses or on the streets** because they had nowhere else to go:
 - **17% had slept rough** (including unsafe places such as in cars) during the last year, with 10% having done so for more than one night.
 - **20% had sofa surfed** during the last year, with 16% having done so for more than a week, and 4% for over three months.
- Of those who had slept rough the most common location was in **a car** (55%), followed by in a **tent** (34%), on the **streets** (18%), in a **car park** (16%) or in a **park or other open space** (15%).
- In total, it is estimated that in the last year around **1.3 million young people aged 16-24 have slept rough or in an unsafe place**, and just under **300,000** are doing so on **any one night**.
- Around **a third** of young people who responded to the survey said they had **sofa-surfed** at some point, which would suggest over a million nationally.
- Sofa surfing is more common for **men**, those **without British citizenship** and young people who have been **in care** or had a social worker as a child.
- The most common causes of sofa-surfing reported were **leaving a negative home environment** or **parents being no longer able or willing to house** the young person.

Introduction

This project aims to produce an up-to-date estimate of the number of young people (aged 16-24) currently experiencing homelessness in the UK, with separate estimates for England, Scotland, Wales and Northern Ireland. The work was commissioned by Centrepoin, the youth homelessness charity, and has been carried out by the Cambridge Centre for Housing and Planning Research, at the University of Cambridge.

The figures produced by this research differ from those already published regarding youth homelessness, including official government figures, in that they aim to include *all* types of homelessness, and aim to include the number of young people experiencing homelessness in the UK across a whole year, rather than simply a one night count.

Centrepoin previously commissioned York and Heriot-Watt Universities to estimate the scale of youth homelessness in the UK. The data presented here however cannot be compared with those produced for previous years to imply an increase or decrease in youth homelessness, due to changes in government data collection practices and other factors. Specifically:

- The Supporting People funding stream is no longer separately identified in local authorities' budgets, and they are therefore no longer required to collect information on the services it funds.
- Cuts to services may mean that any estimate on the scale of youth homelessness that relies on service use may appear to show a drop in homelessness which is in fact a result of the reduction in services.
- There has been increasing divergence of policies around homelessness across different parts of the UK.

This project has therefore used a different method to that used in previous years, in order to make best use of data sources that are available at present.

Context

There have been substantial changes to the housing options available for homeless young people in recent years. The private rented sector (PRS) has increased its role as a provider of housing for young people and low income households. Meanwhile, the number of under 25s in owner-occupation has fallen sharply and the number in social rented has not increased¹. Accessing the private rented sector remains problematic however, and concern has focused particularly on difficulties with housing benefit, and the difficulty of paying the deposit usually required.

The 2011 housing benefit reforms increased the age limit for the shared accommodation rate from 25 to 35. This is likely to lead those under 25 who are looking for shared accommodation to experience greater competition in the housing market, especially in areas where shared accommodation is not widely available.

In addition, Local Housing Allowance (LHA) has been reduced from the median to the 30th percentile of rents – meaning that across a broad market rental area only 30% of rents are

¹ www.gov.uk/government/statistical-data-sets/tenure-trends-and-cross-tenure-analysis

within the LHA limit, as compared with 50% previously. In addition, the calculations for LHA are based upon rents paid by current residents, rather than the rents advertised for properties currently available to rent, which in a rising market may be considerably higher. This has reduced the number of rooms available to under 25s on low incomes who depend on LHA, especially in higher priced areas or where other groups (such as students) compete with those on benefits for the cheaper accommodation.

Existing literature

Defining Youth Homelessness

The first challenge for any research seeking to estimate the scale of youth homelessness in the UK is to define the group of people it is seeking to count. While there are some groups who would clearly be included in any estimate – such as rough sleepers and those living in hostels for homeless people – there are other homeless households, sometimes referred to as the ‘hidden homeless’ (Fitzpatrick, Pawson, Bramley, Wilcox, & Watts, 2013).

Broad Definition

Homelessness in the UK is officially defined quite broadly by the Housing Act 1996.² Although the definition is not simple, it could be said to cover anyone without a legal residence which is accessible to them and reasonably fit to live in.

Groups falling within this broad definition include rough sleepers, those living in short term temporary accommodation (such as a B&B or hostel), those living with friends or family on an informal basis, often called “sofa surfing” (Shelter, 2012), or those living in illegal accommodation such as a squat or illegally converted shed. In addition, there are those who do have a legal residence, but it is for some reason unusable, unsafe or inaccessible to them. This group would include for example, those made homeless by domestic violence or by paramilitary intimidation in Northern Ireland (Northern Ireland Housing Executive, 2012).

Measuring youth homelessness

Availability of data varies greatly between types of homelessness, and few data sources offer the ability to distinguish homelessness in general from *youth* homelessness among those aged under 25 (Homeless Link, 2013a).

Statutory Homelessness

There is an important distinction to draw between this wider legal definition of homelessness and Statutory Homelessness, often used as the basis for official statistics. This term refers to households found eligible for help under the Main Homelessness Duty³, a legal duty to house homeless households placed on Local Authorities throughout Great Britain, and

² www.legislation.gov.uk/ukpga/1996/52/section/175

³ www.gov.uk/homelessness-data-notes-and-definitions

Northern Irish Housing Executive in Northern Ireland, by the Housing Act 1977⁴, and amended and clarified at various points since.

Some homeless households are not Statutory Homeless even though they lack a legal residence, due to being considered to have made themselves homeless deliberately (“intentionally homeless”), or due to not being in a “priority need” category⁵. The definition of priority need varies between the devolved nations of the UK and in Scotland over the last ten years its scope has been gradually extended so that all households who have been deemed unintentionally homeless, including all young single people, are now owed the Main Homelessness Duty in Scotland (Fitzpatrick, Pawson, Bramley, & Wilcox, *The Homelessness Monitor: Scotland 2012*, 2012).

In order for a homeless person to be included in statistics relating to Statutory Homelessness, they also need to have approached, and been assisted by, a local authority. Many homeless people never come into contact with the local authority, for a variety of reasons (Robinson & Coward, 2003), or they are assisted to find accommodation by a local authority without the actual formal homelessness assessment taking place (Shelter, 2012). Because of these varying practices between Local Authorities and devolved governments, these statistics are not comparable between different parts of the UK.

In England there are some data available on those whose homelessness is prevented or “alleviated” without being formally assessed as homeless, but unfortunately it is not possible to break this data down by age. These data show that 227,800 households had their homelessness prevented in 2013-14, around half of whom were able to stay in their current accommodation, whilst the other half found alternative housing. In contrast only 52,270 households were accepted as being owed a main duty (i.e. found to be statutory homeless) in 2013-14⁶. Homelessness prevention happens throughout the UK, but the statistics are not recorded as they are in England.

Although the regulatory framework is similar in Northern Ireland to that found in the rest of the UK, with a system of Statutory Homelessness and similar tests, there are some important differences. Of particular importance in terms of interpreting the data is that older people requiring a move from independent accommodation to some form of accommodation offering them care or support are often processed as homeless, causing the overall totals to be higher and to contain a larger proportion of older people (Fitzpatrick, Pawson, Bramley, Wilcox, & Watts, *The Homelessness Monitor: Northern Ireland 2013*, 2014).

Non-Statutory Homelessness

Hostels and other forms of temporary accommodation for homeless people are recorded only via a set of incomplete and overlapping datasets; there is no official register of temporary accommodation or its occupants, making it difficult to determine the total scale of people in this type of accommodation. In addition, most of the data that is available relates to numbers of people or households *entering* provision, and does not include their length of stay, making estimating total numbers difficult (Clarke and Burgess, 2012; Thames Reach, 2014).

⁴ www.legislation.gov.uk/ukpga/1977/48/section/4/enacted

⁵ www.gov.uk/homelessness-data-notes-and-definitions

⁶ www.gov.uk/government/statistics/statutory-homelessness-in-england-january-to-march-2014

In England, Homeless Link carry out an annual survey of hostels, based on the Homeless UK services directory⁷, in which most services are listed.

Data on hostels and temporary accommodation in Wales is limited to the official Statutory Homelessness statistics, which exclude those ineligible for assistance (e.g. for reasons of immigration status), those considered intentionally homeless, and those not in priority need. Experience from Scotland, where the priority need test was abolished, suggests that this latter test is likely to exclude a substantial number of young homeless people from the statistics (Fitzpatrick, Pawson, Bramley, & Wilcox, *The Homelessness Monitor: Scotland 2012*, 2012).

Rough Sleepers

Rough sleepers are notoriously difficult to count. Nevertheless rough sleeping is a form of homelessness that has attracted much attention, and therefore efforts have been made to count rough sleepers, track them through support systems, and measure progress in reducing rough sleeping. These date back to the 1990 Rough Sleepers' Initiative. A key focus more recently has been on the 'No Second Night Out' project, which aims to ensure that no rough sleeper has to sleep out for more than one night after having made contact with services (Department for Communities and Local Government, 2011).

Street counts do not give a measure of the total number of people experiencing homelessness over the course of a year, because the duration of each person's rough sleeping is not known. However, they are accepted by government as the most accurate method of measuring trends in rough sleeping over time (National Audit Office, 2005). They can also give some indication of the scale of rough sleeping in different locations, though this is dependent on thorough rough sleepers' counts having taken place.

London remains a key focus for rough sleeping, though is by no means the only place where people sleep rough. Services for rough sleepers are better developed in London than in most other areas, and the CHAIN (Combined Homeless and Information Network) database is a key source of data here. CHAIN is a database for people who work with rough sleepers and the street population in London, maintained by a charity, St. Mungo's Broadway⁸. The latest report (Broadway, 2014) showed that there were 6,508 rough sleepers recorded in London in the year 2013-14, of whom 751 were aged 18-25 and just 11 were aged under 18, a total of **762** rough sleepers aged 25 or under.

Outside of London DCLG also produce snapshot figures for rough sleeping based on information provided by local authorities (DCLG, 2015). The figures are sometimes based on street counts but some are estimates or based on other sources of information for instance from day centres in contact with rough sleepers. The autumn 2014 street counts estimated that there were 2,744 rough sleepers on one night in England, an increase of 14 percent from 2013, and of these, 2,002 were outside London. Just over a quarter of the rough sleepers counted in England were in London (742). This would suggest a rate of rough sleeping per 1,000 households of 0.22 for London, and 0.10 for the rest of England, though there is much variation throughout the rest of England, with some authorities, such as

⁷ www.homelessuk.org

⁸ <http://www.mungosbroadway.org.uk/chain>

Cornwall, having higher rates of rough sleeping than most London boroughs, whilst many authorities report no rough sleepers at all.

The DCLG data does not provide a breakdown by age group. However, data compiled by Homeless Link (Homeless Link, 2014) does provide a split by age group, and suggests that 10 percent of rough sleepers in London are aged 16-24, as are 20 percent of those outside London.

In Wales data on rough sleeping is scarce. A rough sleepers' count was last carried out in 2008, which found 124 people to be sleeping rough (Welsh Assembly Government, 2008). The Welsh Government believes this figure to be an underestimate and estimates instead that the likely number of rough sleepers on any one night in Wales was around 128 to 165 people in 2008. These figures are not broken down by age group and no more recent figures have been produced.

Rough sleepers' counts have not been consistently carried out in Scotland for over ten years. There is, however, data published on the housing histories of those who approach local authorities for assistance (Scottish Government, 2013). These show that in 2013-14 a total of 1,787 applicants had slept rough the night before they approached the council for assistance, 6.4 percent of all applicants. This shows that 17 were classified as long term roofless⁹. These figures are not broken down by age and are not quite comparable to the CHAIN data on the numbers rough sleeping over a year, as they may include some double-counting (people who were assessed more than once in a year) and would also exclude any rough sleepers who did not approach a local authority, or who did so after having spent the previous night somewhere other than rough sleeping.

In Northern Ireland too, there is very little data on rough sleeping. The Council for the Homeless Northern Ireland (CHNI) believes the issue to be confined to Belfast and Derry and reported that 45 people had been found in Belfast over a three week period, and seven in Derry (Council for the Homeless NI, Undated). These are difficult figures to compare to elsewhere in the UK as they are neither a snapshot figure nor a yearly figure so are not comparable to any other figures. The NIHE report (Northern Ireland Housing Executive, 2012) that there are fewer than 10 rough sleepers at any one time in Belfast and none elsewhere; however it is not stated when this count took place.

Previous Homelessness Estimates

Previous research conducted by the Universities of York and Herriot-Watt, *Ending Youth Homelessness* (Quilgars *et al*, 2011) attempted to both define and measure youth homelessness across the UK. As a follow on from this work, further research was carried out estimating the number of extra housing units that are needed for young people now and in the future (Clarke and Burgess, 2012).

⁹ Scottish Government. Youth Homelessness Analysis 2013-14

Research methods

This research seeks to make up to date estimates of the numbers of young people experiencing homelessness during the course of a year.

The figures produced will not be comparable to those published previously for Centrepont as they will be drawing on different data sources. Supporting People data, used previously, is no longer available as a result of changes in the data collection obligations placed on Local Authorities. The analysis therefore draws on the data on social housing allocations (CORE in England¹⁰; SCORE in Scotland) including the profile of people moving into supported housing in England (unavailable in Scotland), and case studies.

Any estimate drawing on service use as a source may well show a smaller number of young people experiencing homelessness, as a result of decreasing provision of services. In addition, there may be under-estimates because the research must rely to some extent on data sources that fail to capture all homeless people. This is unavoidable, given the difficulties in counting homeless people and in particular rough sleepers, and the following analysis makes clear where these shortcomings occur.

Where two sources are available for the same data, both have been used, compared and considered and one best estimate has been produced, taking into account the potential shortcomings of each data source.

Approach

Most data is available for the financial year 2013-14. The numbers experiencing homelessness is therefore taken to comprise:

Number homeless at the start of the year (i.e. on 31 March 2013)	<i>plus</i>	Number who became homeless during the year 2013-14	<i>equals</i>	Total number experiencing homelessness during 2013-14
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Defining young people

Young people are defined for the purposes of this study as being aged between 16 and 24 (inclusive). Households headed by young people (such as young couples or single parents and their children) are included in the definition, but homeless young people who are living with their own parents (i.e. their whole family is homeless) are not included.

The research has sought to estimate the numbers of households headed by young people experiencing all types of homelessness, including rough sleeping, staying in hostels and 'sofa-surfing' with friends. Many young homeless people move around between different forms of accommodation, and it is important not to double-count them when making estimates for the total numbers who experience homelessness. Care was therefore taken to

¹⁰ The English data was obtained from Department for Communities and Local Government. (2015). *Continuous Recording of Social Housing Lettings and Sales (CORE), 2007/08-2014/15: Special Licence Access*. [data collection]. 3rd Edition. UK Data Service. SN: 7604, <http://dx.doi.org/10.5255/UKDA-SN-7604-3>.

establish the numbers of young people experiencing more than one form of homelessness during the year and ensure they were counted only once.

Data sources

The research draws on several distinct data sources:

Secondary data analysis

This research has drawn where possible on a range of secondary data sources including statutory homeless data, P1E data on homeless preventions, CORE/SCORE data on those accessing social housing and CHAIN data (in London) on rough sleeping.

Where data is not available for precisely these time periods, the next best available data has been used. For instance rough sleepers counts may be carried out on dates other than 31st March, but numbers found are likely to be similar one night to another.

Case study work

The research involves using the case study work to ‘scale up’ to make estimates for each part of the UK and the whole country, where it is necessary to fill gaps in existing data. For this reason the case studies were selected carefully to be as representative as possible of each country within the UK on a range of key measures likely to affect the prevalence of youth homelessness.

A total of 40 case study local authorities were selected – eight in London, eight elsewhere in England, eight in Scotland, eight in Wales, and eight in Northern Ireland. This approach was chosen in order to ensure that there was good coverage of authorities operating in the different parts of the UK, where both housing pressures and the legislative environment differ. The focus on London is necessary because of the high levels of homelessness seen in London, but not found evenly in all London authorities. For more details on this approach, see Annex 1.

Within each case study area, a list was compiled of all providers of accommodation to homeless people. These comprised all those listed in the Homeless UK directory of accommodation services¹¹ and also those that could be found by searching online, or who were mentioned by other hostels in the area during the course of an interview. As a further check the local authority or an advice agency was contacted, to confirm that no providers had been missed. To encourage open responses, respondents were assured that individual projects would not be identified in the report. To avoid inadvertently identifying projects operating in locations where there are only one or two projects housing homeless young people, the local authorities have not been named individually throughout this report though the full list of those included is given in Annex 1.

The accommodation providers were contacted and asked to supply information on the number of under 25s they accommodated, and the number they assisted in the course of a year. They were also asked their views on whether youth homelessness was increasing or decreasing and why. The questions can be found in Annex 3.

¹¹ www.homelessuk.org

Young people's survey on sofa surfing and rough sleeping survey

A survey of 16-25 year olds who have sofa-surfed was commissioned separately by Centrepont, and carried out by ComRes in September 2014.

A representative sample of 2,011 adults aged 16-25 were asked whether they had ever sofa-surfed and if they had, whether they had done so in the last year, and the length of time they had spent sofa-surfing. Those that had sofa-surfed were also asked whether they had slept rough, so that allowance could be made for double-counting.

The survey found very high levels of both sofa-surfing and rough sleeping. In order to be sure that we had only included those who were actually homeless, the reasons given for having nowhere else to stay were examined, and those who had indicated that they did in fact have a home but they could not access it (and had slept rough or sofa-surfed for this reason) were excluded. For instance answers such as "missed the last train", "lost my keys", or "whilst travelling" suggest that homelessness was not the reason for the rough sleeping or sofa-surfing. Respondents who gave these kinds of reasons (and no other reason) were therefore reclassified as not having slept rough or sofa-surfed in the analysis of the survey.

The survey data was weighted by region, gender and age for analysis.

Part 1: Homeless young people receiving support from local authorities or homelessness services

This section draws on the data available and the case study work in order to make estimates of the numbers of young people (aged 16-24) who experience homelessness during a year. Part 1.1 looks at the numbers who were homeless **at the start** of the last financial year (2013-14) and Part 1.2 looks at the numbers who **became** homeless during the year.

1.1: Young people who were homeless at the start of 2013-14

London

Homeless Link estimates that there were a total of **11,155** hostel bedspaces in London in 2013 (Homeless Link, 2013b). Case study work confirmed that hostels are almost always full and oversubscribed, and so it is probably reasonable to assume that nearly all of these bed spaces are occupied, and that this therefore represents a reasonable estimate of the number of people living in hostels at any one time in London.

When a household is found to be Statutory Homeless by a local authority, the action taken is recorded on a P1E form and collated nationally by DCLG. This DCLG data shows that 40,230 Statutory Homeless households (of all ages) were living in temporary accommodation in London as of the quarter ending March 2013 (Table 1.1).

Table 1.1: Type of accommodation used in London by statutory homeless households of all ages: the quarter ending 31st March 2013

	Number	%
Bed and breakfast	2,050	5.1
Other nightly paid, privately managed accommodation	230	0.6
Hostel accommodation	2,230	5.5
Private sector accommodation leased by your authority	16,390	40.7
Private sector accommodation leased by RSLs (RPs)	6,020	15.0
Directly with a private sector landlord	680	1.7
Local authority stock	4,060	10.1
RSL (RP) stock on assured shorthold tenancies	470	1.2
Other private sector accommodation & any other type ¹²	8,100	20.1
Total	40,230	100.0

Source: DCLG Live tables on homelessness - Table 777

The difficulty when combining these two data sources is that some of those living in hostels are likely to be in accommodation already included in the Homeless Link survey – i.e. there is overlap between the two sources. As a conservative estimate of the number of homeless people it would therefore be prudent to remove the DCLG figure for those in hostels or other paid nightly privately managed accommodation from the total, to avoid double counting. This

¹² There is a discrepancy between the sum of the constituent parts and the total in the source statistics. Referring to the equivalent tables for overall England, “other private sector” appeared the main error of cause. Thus the discrepancy is accommodated into this row by the author. Source: DCLG Live tables on homelessness - Detailed local authority level homelessness figures: January to March 2013; with the authors’ adjustment.

would give the following estimates for the total number of homeless people at the start of the year (Table 1.2):

Table 1.2: Type of accommodation used in London by statutory and non-statutory homeless households

Type of accommodation		Number of Homeless households accommodated (at 31 st March 2013)
Statutory homeless households, from DCLG data	Bed and Breakfast	2,050
	Hostels (including "other nightly paid" accommodation)	2,460
	LA or RP stock	4,530
	Leased from the private sector by an LA or RP	22,410
	Other private sector accommodation, including private landlords	8,780
	Total	40,230
Non-statutory homeless	Hostels (from Homeless Link Survey)	9,095 (11,555 from Homeless Link minus 2,460 DCLG statutory homeless)
Total		49,325

Source: DCLG P1E Homelessness Returns¹³ (Q1 2013) and Homeless Link

No breakdown of any of the statistics above is available by age. However, P1E data collected by DCLG can be used to estimate the age breakdown of statutory homeless households, and CORE data can be used similarly for the profile of non-statutory homeless households moving into hostel type accommodation.

The P1E data shows that 21.1% of statutory homelessness acceptances are to households headed by a person aged 16-24 (Table 1.3).

Table 1.3: Households accepted as eligible, unintentionally homeless and in priority need by applicant's age: London 2013-14

Number aged 16-24	All ages	% aged 16-24
3,590	17,030	21.1%

Source: DCLG, P1E Homelessness Returns - Detailed local authority level figures.

This proportion (21.1 percent) can be used to estimate the number of statutory homeless people who are under 25.

In order to estimate the proportion of non-statutory homeless households who are aged under 25, CORE data on lettings into supported housing have been used. CORE data shows that in London 619 lettings were made in 2013-14 to Direct Access Hostels or Foyers to households who are classified as non-statutory homeless¹⁴. Of these, 40.2 percent were aged 16-24. It has therefore been estimated that 40.2 percent of hostel places are occupied by under 25s at any one point in time.

Taken together this would give the following estimates, though these should be treated with some caution, as it is likely that local authorities would try to use certain types of temporary accommodation for different age groups (Table 1.4):

¹³ See www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness

¹⁴ This includes both those classified as "statutory homeless – not owed duty" and "other homeless"

Table 1.4: Estimates of numbers of homeless under 25s staying in temporary accommodation in London

Homelessness status of household	Number of Homeless households accommodated (at 31 st March 2013)	Estimate of number of under 25s
Statutory homeless households	40,230	8,489 (21.1% of 40,230)
Non-statutory homeless	9,095	3,656 (40.2.6% of 9,095)
Total	49,325	12,145

Source: DCLG P1E Homelessness Returns¹⁵ (Q1 2013), Homeless Link 2013b, own calculations

The rest of England

Homeless Link estimates that there were a total of 39,638 hostel bedspaces in England in 2013, of which **28,083** are outside London (Homeless Link, 2013b). Case study work confirmed that hostels are almost always full and oversubscribed, and so it is probably reasonable to assume that nearly all of these bed spaces are occupied, and that this therefore represents a reasonable estimate of the number of people living in hostels at any one time in England outside London.

DCLG data shows that 15,090 Statutory Homeless households (of all ages) were living in temporary accommodation in England outside London as of the end of quarter 1 of 2013, broken down as follows (Table 1.5):

Table 1.5: Type of accommodation used in England (excluding London) by statutory homeless households: the quarter ending March 2013

	Number	%
Bed and breakfast	2,120	14.0
Other nightly paid, privately managed accommodation	110	0.7
Hostel accommodation	1,930	12.8
Private sector accommodation leased by your authority	3,210	21.3
Private sector accommodation leased by RSLs	640	4.2
Directly with a private sector landlord	880	5.8
Within local authority stock	2,640	17.5
RSL stock on assured shorthold tenancies	2,110	14.0
Other private sector accommodation & any other type ¹⁶	1,450	9.6
Total	15,090	100.0

Source: DCLG P1E Homelessness Returns¹⁷ (Q1 2013)

As with London, the difficulty when combining these two data sources is that many of those living in hostels are likely to be in accommodation already included in the Homeless Link survey. For a conservative estimate of the number of homeless people it would therefore be

¹⁵ www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness

¹⁶ There is a discrepancy between the sum of the constituent parts and the total in the source statistics. Referring to the equivalent tables for overall England, "other private sector" appeared the main error of cause. Thus the discrepancy is accommodated into Item 9 by the author. Source: DCLG Live tables on homelessness - Detailed local authority level homelessness figures: January to March 2013; with the authors' adjustment.

¹⁷ www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness

prudent to remove the DCLG figure for those in hostels from the total, to avoid double counting. This would give the following estimates for the total number of homeless people at the start of the year (Table 1.6):

Table 1.6: Type of accommodation used in England (excluding London) by statutory and non-statutory homeless households

	Type of accommodation	Number of Homeless households accommodated (at 31 st March 2013) ¹⁸
Statutory homeless households, from DCLG data	Bed and Breakfast	2,120
	Hostels (including "other nightly paid" accommodation)	2,040
	LA or RP stock	4,750
	Leased from the private sector by an LA or RP	3,850
	Other private sector accommodation, including private landlords	2,330
	Total	15,090
Non-statutory homeless	Hostels (from Homeless Link Survey)	26,043 (28,083 from Homeless Link minus 2,040 DCLG statutory homeless)
Total		41,133

Source: DCLG *P1E Homelessness Returns*¹⁹ (Q1 2013)

No breakdown of any of the statistics above is available by age. However, P1E data collected by DCLG can be used to estimate the age breakdown of statutory homeless households, and CORE data can be used similarly for the profile of non-statutory homeless households by looking at the age profile of new entrants to Supported Housing.

The P1E data shows that 30.7% of statutory homelessness acceptances are to households headed by a person aged 16-24 (Table 1.7)

Table 1.7: Number of households accepted as eligible, unintentionally homeless and in priority need by applicant's age 2013-14: England (excluding London)

Aged 16-24	All ages	% aged 16-24
10,810	35,240	30.7%

Source: DCLG, *P1E Homelessness Returns - Detailed local authority level figures*

This proportion (30.7 percent) can be used to estimate the number of proportion of statutory homeless people who are under 25.

In order to estimate the proportion of non-statutory homeless households who are aged under 25, as in London, CORE data on lettings into supported housing have been used. CORE data shows that in England (excluding London) 15,252 lettings were made in 2013-14 to Direct Access Hostels and Foyers to households who are classified as non-statutory homeless²⁰. Of these, 52.4 percent were aged 16-24. It has therefore been estimated that 49.1 percent of hostel places are occupied by under 25s at any one point in time.

¹⁸ Due to rounding to the nearest ten, a ± 10 error might be seen.

¹⁹ www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness

²⁰ This includes both those classified as "statutory homeless – not owed duty" and "other homeless"

Taken together this would give the following estimates, though these should be treated with some caution, as it is likely that local authorities would try to use certain types of temporary accommodation for different age groups (Table 1.8).

Table 1.8: Estimates of numbers of homeless under 25s staying in temporary accommodation in England (excluding London)

Homelessness status of household	Number of Homeless households accommodated (at 31 st March 2013)	Estimate of number of under 25s
Statutory homeless households	15,090	4,633 (30.7% times 15,090)
Non-statutory homeless	26,043	13,647 (49.1% times 26,043)
Total	41,133	18,280

Source: DCLG P1E Homelessness Returns²¹ (Q4 2013/14), Homeless Link 2013b, own calculations

Wales

In total, Welsh Government figures indicate that 2,295 Statutory Homeless households were in temporary accommodation at the end of March 2013; no breakdown is available by age group. No equivalent of Homeless Link data on hostel places is available in Wales (Table 1.9).

Table 1.9: Type of accommodation used in Wales by statutory homeless households

Type of accommodation	Number of Statutory Homeless households housed
Bed and Breakfast	185
Hostels and women's refuges	510
LA or RP stock	440
Private sector	910
Homeless at home	245
Total	2,295

Source: Welsh Government (Q1 2013)

No figures were readily available which provided separate information for the 16-24 age group, which is the focus of this research.

As the homelessness legislation was broadly similar in England and Wales at the time of the research, as is the age profile of both countries, the proportion of English statutory homeless households who are aged 16-24 (30.7%) has therefore been used to estimate the number of homeless Welsh households who are in this age group. This would give an estimate of **705** statutory homeless households being aged 16-24.

As in other parts of the UK, these figures do not cover homeless people who are not statutory homeless, for instance because they accessed the accommodation directly rather than via a local authority. The case studies have therefore been used to provide an estimate of the number of non-statutory homeless under 25s in Wales.

They found that the number of under 25s entering homeless accommodation varied considerably across the local authority areas, as did service provision. The proportion of homeless young people who had been assessed as statutory homeless also varied considerably between the case study authorities, from less than 20% to more than 70%.

²¹ www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness

The table below shows the numbers found in accommodation in the eight case study areas, and the estimates for Wales overall (Table 1.10):

Table 1.10: Homeless young people in Wales not included in statutory homeless figures

Case study	Number of bedspaces occupied by non-statutory homeless under 25s
1	20
2	49
3	55
4	2
5	33
6	37
7	21
8	61
Total	258
Estimate for Wales²²	621

Source: Case study interviews with accommodation providers in Wales, own calculations

Scotland

As in England and Wales, data on hostels and temporary accommodation in Scotland is incomplete. In Scotland, statutory homelessness data is published quarterly by the Scottish Government (National Statistics for Scotland, 2014). No equivalent of Homeless Link data on hostel places is available in Scotland.

In total, 10,471 Statutory Homeless households were in temporary accommodation in Scotland at the end of March 2013 (Table 1.11):

Table 1.11: Type of accommodation used in Scotland by statutory homeless households

Type of accommodation	Number of Statutory Homeless households housed
Bed and Breakfast	1,170
Hostels	1,290
Social sector accommodation	7,061
Other private sector accommodation	950
Total	10,471

Source: Scottish Government HL1 dataset (Q1 2013)

As in England, however, no breakdown of the temporary accommodation figures is available by age. The Scottish equivalent of CORE (SCORE) covers only lettings into housing association general needs stock, so the data on the profile of those moving into supported temporary accommodation is not available. The SCORE data on lets to general needs tenancies does however provide some basis for an estimate of the age profile of people assessed as statutory homeless (Table 1.12):

²² This has been derived by scaling up the numbers found in the eight local authority case study areas (which between them represent 42.5% of the population of Wales).

Table 1.12: Previous living circumstances of those moving into general needs tenancies in Scotland, all ages and aged 16-24

Previous living circumstances	All ages		Aged 16-24	
	Number	%	Number	%
Statutory homeless	4,493	34.2%	1,199	38.4%
Other homeless	1,450	11.0%	341	10.9%
Not homeless	7,189	54.7%	1,586	50.7%
Total	13,132	100.0%	3,126	100.0%

Source: CORE 2013/14.

This shows that in 2013-14, 4,493 lets were made to statutory homeless households, of which 1,199 were to a lead tenant aged 16-24, or **26.7** percent of all lettings to statutory homeless households.

This means that we can estimate that **26.7** percent of statutory homeless households were under 25, or **2,796** households. The assumption used here is that the age profile of homeless people entering social housing recorded in the SCORE data is similar to the age profile of those occupying temporary accommodation for homeless households.

These figures do not cover homeless people who are not statutory homeless, for instance because they accessed the accommodation directly rather than via a local authority. The case studies in Scotland have therefore been used to provide an estimate of the number of non-statutory homeless under 25s in Scotland.

It was clear from the interviews with accommodation providers in Scotland that there have been substantial changes to the way in which homeless people are assisted in Scotland in recent years, and that further changes were still taking place. In many areas all accommodation for homeless people was now accessed via the local authority and 'direct access' is no longer in operation. The extension of the duties placed on local authorities to secure accommodation for all types of homeless applicant have meant that local authorities need to work closely with the providers of accommodation in order to fulfil their duties. It is not possible to know from this research whether some young people still fall through the net and are not assisted in some areas, because most of the hostels can no longer help them unless they are assessed first by the local authority.

The table below shows the numbers found in accommodation in the eight case study areas, and the estimates for Scotland overall (Table 1.13):

Table 1.13: Homeless young people in Scotland in hostels not submitting data to SCORE and not included in statutory homeless figures

LA	Number of bedspaces occupied by non-statutory homeless under 25s
1	0
2	30
3	1
4	0
5	1
6	5
7	0
8	0
Total	37
Estimate for Scotland	147

Source: Web-based research, telephone interviews and emails with providers of accommodation to homeless people aged 16-24 who housed at least some non-statutory homeless people. Own calculations

Northern Ireland

Data on homelessness is scarce in Northern Ireland. The Northern Irish Government publishes some data on the number of homeless applications and acceptances over the course of a year, but none on the numbers who are in homeless accommodation at any one point in time.

Data supplied by the Northern Ireland Housing Executive (NIHE) for this research project, however, showed that there were 1,487 units of hostel or similar accommodation available to homeless people across Northern Ireland, almost half of which, 664 units or 45 percent, was in Belfast. As in other parts of the UK, most hostels are oversubscribed so it is probably reasonable to assume that nearly all of these bed spaces are occupied, and that this therefore represents a reasonable estimate of the number of homeless people living in hostels at any one time in Northern Ireland.

There is no age breakdown available of those living in this accommodation; this gap was therefore filled by the use of case study data. Several of the key providers in Northern Ireland were able to supply data only for the whole of Northern Ireland, rather than on a case study level basis. These are accounted for separately in the table below. Due to a lack of data on the ages of those living in NIHE-owned hostels, the proportion of under-25s in this provision (totalling 142 units) has been estimated from that found in case studies in the rest of Northern Ireland (Table 1.14):

Table 1.14: Homeless young people in Northern Ireland occupying hostels and temporary accommodation

LA	Number of bedspaces occupied by under 25s ²³
<i>Organisations providing data on a case study basis</i>	
1	0
2	0
3	2
4	0
5	0
6	0
7	0
8	216
<i>Organisations providing data on a Northern Ireland-wide basis</i>	
Northern Ireland	119
NIHE provision	44
Estimate for whole of Northern Ireland²⁴	387

Source: Web-based research, telephone interviews and emails with providers of accommodation to homeless people aged 16-24, NIHE. Own calculations (for details see Annex 1).

The accommodation providers interviewed were asked to give the proportion of their clients (over a year) who were statutory homeless. These figures have been used to give an estimate of the number of under 25s who are statutory homeless of **275** and non-statutory of **112**.

1.2: Those who became homeless during 2013-14

London

Statutory homelessness

DCLG publishes figures on those who become eligible, unintentionally homeless and in priority need (i.e. 'statutory homeless'), by age group and local authority. These figures show that in London a total of **3,590** households aged 16-24 were accepted as homeless during 2013-14.

²³ A few organisations were unable to supply data. These figures are therefore a minimum estimate, and probably an under-estimate of the actual numbers.

²⁴ This has been derived by scaling up the numbers found in the seven local authorities outside of Belfast (which between them represent 26.8% of the population of Northern Ireland, excluding Belfast) and then adding on the numbers for Belfast, which is unlike the rest of Northern Ireland in terms of its housing pressures and homelessness, and also adding on the figure for agencies who supplied data for Northern Ireland as a whole.

Non-statutory homelessness

There are data recorded on assistance provided by local authorities in England in the form of homelessness prevention or relief, where people are assisted in maintaining their existing accommodation or moving to alternate accommodation without recourse to the homelessness legislation – i.e. these households are not statutory homeless. However this data does not contain any breakdown by age so cannot be used here.

For those who are not statutory homeless, CORE data on the profile of those entering supported housing can be used instead to make an estimate which covers the majority of homeless accommodation in London.

This shows that 1,908 households headed by a person aged under 25 entered supported housing during 2013-14 in London and are recorded as homeless, but not statutory homeless (and owed a duty). Of these 438 had come from another form of homeless accommodation (a hostel, bed and breakfast, or other supported or temporary housing), and should therefore not be included to avoid double counting.

This leaves **1,470** aged under 25 who would appear to be newly homeless and entering supported housing during 2013-14.

However there are some homeless young people who are not recorded in the statutory homeless figures and are accommodated by providers who do not submit data to CORE. The case studies were used to fill this gap.

The table below therefore shows the numbers of people who moved into homeless accommodation in London, and whether they were moving within the sector or newly homeless. This distinction is important because to count the admission of those moving between hostels rather than into the hostel system would result in double counting. Many hostels in London specialise in taking people moving on from emergency hostel provision, and therefore all their residents fall into this category ('move on hostels').

Some organisations contacted as part of the case studies operated across London and were only able to supply figures for the whole of London. These are accounted for separately in the table below (Table 1.15).

Table 1.15: Numbers of people aged under 25 who were not statutory homeless entering homelessness accommodation in London in 2013-14 (excluding providers who submit data to CORE)

LA	Number of under 25s moving into homeless accommodation	Of whom, were moving from another homeless provider	Newly homeless who were statutory homeless	Number of newly non-statutory homeless entering homeless accommodation
<i>Organisations providing data on a case study basis</i>				
1	23	11	0	12
2	11	11	0	0
3	0	0	0	0
4	105	65	12	28
5	102	69	9	24
6	4	1	2	1
7	121	83	12	26
8	0	0	0	0
<i>Organisations providing data on a London-wide basis</i>				
London	296	83	69	145
Estimate for whole of London²⁵	1,676	970	200	506

Source: Web-based research, telephone interviews and emails with providers of accommodation to homeless people aged 16-24 who housed at least some non-statutory homeless people and Homeless UK database. Own calculations (see Annex 1 for details).

In total, including the numbers recorded in CORE, this gives an estimate of **1,976** (1,470 + 506) under 25s entering homeless accommodation during a year who were not statutory homeless, in addition to the **3,590** statutory homeless households recorded.

The rest of England

Statutory homelessness

DCLG figures on statutory homeless acceptances for the rest of England show that a total of 10,810 households aged 16-24 were accepted as homeless during 2013-14 (Table 1.16).

Table 1.16: Households accepted as eligible unintentionally homeless and in priority need by applicant's age 2013-14 in England (excluding London)

Age 16-24	All ages	% aged 16-24
10,810	35,240	30.7%

Source: DCLG, Homeless Statistics Detailed local authority level homeless figures

²⁵ This has been derived by scaling up the numbers found in the case study local authorities (which between them represent 19.5% of the population of London, excluding Westminster and the City) and then adding on the numbers for Westminster and the City, which are unlike the rest of London in terms of their levels of street homelessness.

Non-statutory homelessness

CORE data show that 12,785 households headed by a person aged under 25 entered supported housing during 2013-14 in England (excluding London) and are recorded as homeless, but not statutory homeless (and owed a duty). Of these 3,058 had come from another form of homeless accommodation (a hostel, bed and breakfast, or other temporary or supported housing). This leaves **9,727** who would appear to be newly homeless and entered supported housing during 2013-14.

However, there are some homeless young people who are not recorded in the statutory homeless figures and are accommodated by providers who do not submit data to CORE. The case studies were used to fill this gap.

The case study work found that the number of young people moving into homeless accommodation not recorded in CORE varies widely between different local authority areas. For example, all of the provision for accommodating homeless young people in LA1 is through providers who submit data to CORE, hence the zero figures in the table below. However, the zero figures for LA6 are because the accommodation the local authority refers people to is out of the area.

The accommodation providers who were interviewed said that the accommodation is almost always completely fully occupied. Some said that cuts to funding budgets had reduced provision, or would do so in the near future, leaving some areas without homeless accommodation for young people within the local authority area. In some areas, some of the accommodation in which young homeless people were housed was not deemed appropriate, such as generic hostels and shelters where there may also be older people with complex drug and alcohol problems.

The table below shows the numbers of people who moved into homeless accommodation in England (excluding London), and whether they were moving within the sector or newly homeless (Table 1.17):

Table 1.17: Numbers of people aged under 25 who were not statutory homeless entering homelessness accommodation in England (excluding London) in 2013-14 (excluding providers who submit data to CORE)

LA	Number of under 25s moving into homeless accommodation	Of whom, were moving from another homeless provider	Newly homeless who were statutory homeless	Number of newly non-statutory homeless entering homeless accommodation
1	0	0	0	0
2	187	9	131	47
3	28	6	5	17
4	81	1	6	74
5	63	7	0	56
6	0	0	0	0
7	21	0	11	10
8	200	12	176	12
Total	580	35	329	216
Estimate for England²⁶	20,000	1,207	11,345	7,448

Source: Web-based research, telephone interviews and emails with providers of accommodation to homeless people aged 16-24 who housed at least some non-statutory homeless people. Own calculations

In total, including the numbers recorded in CORE, this gives an estimate of **17,175** (9,727 + 7,448) under 25s entering homeless accommodation during a year who were not statutory homeless, in addition to the **10,810** statutory homeless households recorded.

Wales

Statutory homelessness

The Welsh Government publishes figures on those who are accepted as homeless, by age group. These figures show that a total of **1,785** households aged 16-24 were accepted as statutory homeless during 2013-14 in Wales²⁷.

Non-statutory homelessness

The Welsh Government figures show that 1,240 households headed by people aged 16-24 were found to be homeless but not in priority need or intentionally homeless²⁸. However, this will only include those who were assessed by a local authority. The case study work was used to estimate the number of young people who access homeless accommodation in the course of a year without being assessed or accepted by a local authority.

²⁶ This has been derived by scaling up the numbers found in the eight local authority case study areas (which between them represent 2.9% of the population of England).

²⁷ Source: Statistical Directorate, Welsh Government

²⁸ Source: Statistical Directorate, Welsh Government

The case study work found that the number of under 25s entering homeless accommodation varies considerably across the local authority areas, as does provision and the proportion of young people who are accommodated and are not statutory homeless. Securing appropriate, affordable move on accommodation for young people was highlighted as a problem by many agencies.

The table below shows the numbers of these in the case study areas, and estimates for Wales as a whole (Table 1.18):

Table 1.18: Numbers of people aged under 25 who were not statutory homeless entering homelessness accommodation in Wales in 2013-14

LA	Number of under 25s moving into homeless accommodation in a year	Of whom, were moving from another homeless provider	Of whom were statutory homeless	Number of newly non-statutory homeless entering homeless accommodation in a year
1	34	0	28	6
2	319	16	73	230
3	126	0	72	54
4	12	4	3	5
5	29	3	10	16
6	78	0	50	28
7	79	4	20	55
8	60	0	30	30
Total	737	27	286	424
Estimate for Wales²⁹	1,776	65	689	1,022

Source: Web-based research, telephone interviews and emails with providers of accommodation to homeless people aged 16-24 who housed at least some non-statutory homeless people. Own calculations

In total this gives an estimate of **1,022** under 25s entering homeless accommodation during a year who were not statutory homeless, in addition to the **1,785** statutory homeless households recorded.

Scotland

Statutory homelessness

The Scottish Government publishes figures on those who are accepted as homeless, by age group. These show that a total of 8,321 households aged 16-24 were accepted as homeless during 2013-14 in Scotland (Table 19), 29 percent of all applicants found homeless.

Table 1.19: Age at application for those subsequently assessed as homeless

Age	2013/2014
16 – 17	1,341
18 – 24	6,980
Total	8,321

²⁹ This has been derived by scaling up the numbers found in the eight local authority case study areas (which between them represent 42.5% of the population of Wales).

Source: Scottish Government

Non-statutory homelessness

SCORE data show that 341 households headed by a young person entered supported housing during 2013-14 in Scotland and were recorded as homeless, but not statutory homeless (and owed a duty). Of these 46 had come from another form of homeless accommodation (a hostel, foyer, refuge, bed and breakfast, or other supported housing). This leaves **295** non-statutory homeless under 25s who would appear to be newly homeless and entered supported housing during 2013-14.

However, there are some homeless young people who are not recorded in the statutory homeless figures and are accommodated by providers who do not submit data to SCORE. The case studies were used to fill this gap.

As discussed above, the Scottish case study work found that hostels and other accommodation providers in Scotland are increasingly taking most if not all of their referrals from the local authority. There were, however some, who still took people from other routes, including direct access.

The table below shows the numbers of these in the case study areas, and estimates for Scotland as a whole (Table 1.20):

Table 1.20: Numbers of people aged under 25 who were not statutory homeless entering homelessness accommodation in Scotland in 2013-14 (excluding providers who submit data to SCORE)

LA	Number of under 25s moving into homeless accommodation in a year	Of whom, were moving from another homeless provider	Newly homeless who were statutory homeless	Number of newly non-statutory homeless entering homeless accommodation in a year
1	56	31	26	0
2	438	178	139	121
3	0	0	0	0
4	3	0	0	0
5	37	9	23	5
6	412	163	237	12
7	0	0	0	0
8	9	3	6	0
Total	955	383	431	138
Estimate for Scotland³⁰	3,790	1520	1,710	548

Source: Web-based research, telephone interviews and emails with providers of accommodation to homeless people aged 16-24 who housed at least some non-statutory homeless people. Own calculations

In total, this gives an estimate of **843** (548 + 295) under 25s entering homeless accommodation during a year who were not statutory homeless, in addition to the **8,321** statutory homeless households recorded.

³⁰ This has been derived by scaling up the numbers found in the eight local authority case study areas (which between them represent 25.2% of the population of Scotland).

Northern Ireland

The Northern Irish Government publishes figures on those who are accepted as homeless. However the only indication of the age profile of these households comes from one of households *presenting* as homeless, and then only single person households are split by age group. This data is shown below (Table 1.21):

Table 1.21: Household type and age of households presenting as homeless in 2012-13

Household type	Age	Number	Proportion
Single people	25 and under	3,776	20%
	26-59	6,380	34%
Pensioner households		1,875	1,968
Couples and families		6,849	6,738
TOTAL		19,354	18,862

Source: Department for Social Development, Northern Ireland

From these figures we can infer that a *minimum* of 20 percent of applicants were aged 25 or under, but we do not know how many of these were aged 25, nor what proportion of families and couple households were also headed by someone aged under 25. Not all of these households were accepted as homeless; in total 8,532 were.

Given these limitations, an estimate of the proportion of homeless acceptances who are aged under 25 has been made by using the relevant proportion in England, where data is available. In England, 27.5% of homeless acceptances are aged 16-24. If this proportion is similar in Northern Ireland it would give an estimate of **2,346** homeless acceptances of households headed by someone aged 16-24.

The case study work was used to add on an estimate of the number of young people who access homeless accommodation in the course of a year in Northern Ireland without being classified as statutory homeless by NIHE.

The table below shows the numbers of these in the case study areas, and estimates for Northern Ireland as a whole (Table 1.22):

Table 1.22: Numbers of people aged under 25 who were not statutory homeless entering homelessness accommodation in Northern Ireland in 2013-14

LA	Number of under 25s moving into homeless accommodation	Of whom, were moving from another homeless provider	Newly homeless who were statutory homeless ³¹	Number of newly non-statutory homeless entering homeless accommodation
<i>Organisations providing data on a case study basis</i>				
1	0	0	0	0
2	0	0	0	0
3	7	2	2	3
4	0	0	0	0
5	0	0	0	0
6	0	0	0	0
7	0	0	0	0
8	853	303	340	210
<i>Organisations providing data on a Northern Ireland-wide basis</i>				
Northern Ireland	468	166	213	89
NIHE provision	173	61	112	0
Estimate for Northern Ireland³²	1,521	537	691	292

Source: Web-based research, telephone interviews and emails with providers of accommodation to homeless people aged 16-24, own calculations, Northern Ireland Housing Executive.

In total, this gives an estimate of **292** under 25s entering homeless accommodation during a year who were not statutory homeless, in addition to the **2,346** statutory homeless households recorded.

³¹ Note that these figures do not include providers who accommodate only statutory homeless households.

³² This has been derived by scaling up the numbers found in the seven local authorities outside of Belfast (which between them represent 26.8% of the population of Northern Ireland, excluding Belfast) and then adding on the numbers for Belfast, which is unlike the rest of Northern Ireland in terms of its housing pressures and homelessness.

Part 2: Sofa surfing and rough sleeping among young people

Sofa surfing and rough sleeping out of sight are both very difficult to measure as young people in this situation are unlikely to come into contact with services that might record them. To gain insight into the scale of the issue, we not only reviewed the existing data on rough sleeping, but ComRes was commissioned to conduct a survey with a representative sample over 2,000 young people across the UK. The survey was carried out in September 2014.

2.1 Rough sleepers

The 2,011 young people aged 16-25 surveyed were asked whether they had had to stay in one of a list of places (listed in Table 2.1) because they had nowhere else to stay. These sites included outdoor sites such as the streets, but also some forms of shelter which are unsafe or unsuitable for long periods such as a squat. They were then asked whether their experience of rough sleeping was in the last year, or longer ago. Table 2.1, below, shows the answers to this question:

Table 2.1: Have you ever had to sleep in one of these places because you had nowhere else to stay?

Response	Number	Proportion of all young people	Proportion of rough sleepers
In a car	292	15%	55%
In a car park*	83	4%	16%
In a park or other open space*	82	4%	15%
In a squat	50	2%	9%
In a tent	180	2%	34%
In an abandoned building	53	3%	10%
In another place (please specify)	10	1%	2%
On a night bus	74	4%	14%
On the streets*	95	5%	18%
Yes to any of the above	533	26%	100%
<i>Of whom had done so within the last year</i>	<i>346</i>	<i>17%</i>	
Yes to outdoor places (marked with *)	195	10%	37%
I have never had to sleep in one of these places	1,478	73%	-
Total	2,011	100%	-

Source: Young people's survey, September 2014

Overall, the analysis suggested that 26 percent of young people in this age group had experience of rough sleeping because they were homeless, and 17 percent had done so within the last year. These have been termed hereafter as "rough sleepers", though it should be noted that the definition of rough sleeping is therefore a broad one that includes not just those sleeping on the streets and in parks, but also those who have slept in cars or tents because they had nowhere else to stay.

A narrower definition of rough sleeping as including only those who were outdoors and open to the elements would include only those who had slept on the streets, in a car park or in a park or other open space. This narrower group of “outdoors rough sleeping” comprised a total of 195, or ten percent of young people.

Those who answered “in another place” and also those whose reason for having nowhere else to stay was given as “other” were checked and any who appeared to have been sleeping rough through choice, whilst outside of the UK, or because they did have accommodation but that they were unable to access it (such as those who indicated they had lost their keys or missed the last train home) were excluded from the rough sleepers group for the purposes of analysis. They have therefore not been counted as rough sleepers in the table above, and throughout this report.

Table 2.2 shows the numbers who reported rough sleeping in each part of the UK.

Table 2.2: Estimate of the number of rough sleepers aged 16-24 in the UK and each of its constituent nations, in the year to September 2014

	London	Rest of England	Wales	Scotland	Northern Ireland	UK
Number of young people answering survey	259	1,429	96	169	58	2,011
Number who have slept rough during the last year	32 (12%)	247 (17%)	18 (19%)	33 (20%)	15 (26%)	345 (17%)
- Of whom had slept in “outdoors” location	28 (11%)	131 (9%)	12 (13%)	15 (9%)	9 (16%)	195 (10%)
Total population of 16-24 year olds	958,200	5,269,500	373,500	624,900	220,700	7,446,800
Estimate of number of 16-24 year olds who had slept rough during the last year	118,388	910,823	70,031	122,022	57,078	1,277,546
- Of whom had slept in “outdoors” location	103,589	103,589	103,589	19,589	96,967	722,091

Sources: Young people’s survey, September 2014 and DCLG Mid-year population estimate. Own calculations

Lengths of rough sleeping and numbers on any one night

Young people who had rough slept within the last year were asked how long they had slept rough for (Table 2.3).

Table 2.3: Estimates of the average time rough sleepers aged 16-24 in the UK and each of its constituent nations spent sleeping rough in the year to September 2014.

its constituent nations spent sleeping rough in the year to September 2014:							
		London	Rest of England	Wales	Scotland	Northern Ireland	Total
Number sleeping rough in last year		49	231	18	33	15	346
Length	1 night	19	92	9	13	4	137

of time slept rough	Between 1 night and a week	13	78	4	13	11	119
	More than a week, but less than a month	11	31	3	6	0	51
	More than one month, but less than three months	3	17	0	0	0	20
	More than three months, but less than six months	1	10	0	0	0	11
	More than six months, but less than a year	1	2	2	1	0	6
	A year or longer	1	0	0	0	0	1
	Don't know	0	1	0	0	0	1

Source: Young people's survey, September 2014

It is then possible to make estimates of young people sleeping rough on any one night. Table 2.4 shows how this has been calculated:

Table 2.4: Estimated number of people aged 16-24 rough sleeping on any one night in the year to September 2014, in the UK and each of its' constituent nations

	UK
Number of young people answering survey	2,011
Number who have slept rough during the last year	345
Minimum number of nights spent sleeping rough in last year (by all rough sleepers) ³³	3,899
Estimated number of young people in survey sleeping rough on any one night ³⁴	11
Proportion of young people rough sleeping on any one night	0.53%
Total population of 16-24 year olds	7,446,800
Estimate of number of young people rough sleeping on any one night	39,557

Sources: Young people's survey, September 2014 and DCLG Mid-year population estimate. Own calculations

The number has not been broken down for between different parts of the UK because small numbers of young people who report rough sleeping for long lengths of time (over three months) are responsible for a large proportion of the nights spent rough sleeping meaning there would be a high degree of uncertainty around the figures for the different parts of the UK.

³³ The length of time spent rough sleeping was asked in bands. A conservative estimate has been used here by assuming all spent the lowest time for each band (eg "more than a week but less than a month has been assumed to be just eight nights). This means that the estimates of the proportion of young people sleeping rough on any one night and the total numbers sleeping rough are lowest possible estimates from the answers given in the survey.

³⁴ This has been calculated by dividing the total number of nights spent by the number of days in a year (365).

The figure for the UK is 39,557 young people sleeping rough on any one night. It is unsurprising that it is higher than the published data – as making contact with rough sleepers can be difficult for agencies, or people trying to count them especially if the rough sleeping is for a short duration or away from areas popular with rough sleepers. The extent of the rough sleeping of all sorts found in this survey is however staggeringly high, and much higher than was expected.

All reasonable efforts were made to ensure that the sample was representative and avoid sample bias. The sample was matched and weighted to be representative of the demographics of the general population. The content of the survey was not clear when people were asked to start answering it to avoid self-selection bias, and drop out rates from the survey were no higher than usual for a poll of this kind.

Particularly in light of these efforts, the extent of the rough sleeping of all sorts found in this survey is however staggeringly high, and much higher than was expected. Even if there was a level of unintended survey bias despite our efforts, this would therefore suggest that existing estimates of rough sleeping among young people significantly underestimate the scale of the problem.

It is also important to note the variety of places that people reported they slept rough, as shown above in Table 2.1. Of those sleeping rough, 18 percent had slept on the streets, with a further 13 percent sleeping in a car park, park or other open space. Most of the rest had slept in a car, tent or night bus. This may mean that only around a third of the young people sleeping rough were in the more visible outdoor places where they might be more likely to be found by people doing street counts or working with rough sleepers.

However, even if we focus only on narrow definition of rough sleeping, discussed above the survey still suggests that over 10,000 young people were sleeping rough each night – this is still very high and suggests that further research drawing on survey data may be helpful to see if these results can be replicated.

2.3 Sofa surfing

As well as being asked about whether they had ever slept rough, the 2,011 young people aged 16-25 who completed the survey were asked about their experience of sofa surfing. The demographics of those who responded are shown in Annex 2.

They were asked:

Thinking about “sofa surfing” (where individuals stay with friends or members of their extended family on their floor or sofa as they have nowhere else to go), do you have any experience of doing this?

They were asked whether this experience was in the last year, or longer ago.

Overall, the survey suggested that 35 percent of young people in this age group (703 of the 2,011) had experience of sofa surfing, and 20 percent of them (409 people) had done so within the last year.

Table 2.5 below shows the number of young people who reported sofa surfing during the last year, and also the number of these who also slept rough, meaning that the total who had either slept rough or sofa-surfed can be calculated:

Table 2.5: Estimated number of people aged 16-24 'sofa-surfing' in the year to September 2014, in the UK and each of its' constituent nations

	London	Rest of England	Wales	Scotland	Northern Ireland	UK
Number of young people answering survey	259	1,429	96	169	58	2,011
Number who have sofa-surfed during the last year	65	268	23	39	14	409
- Of whom also rough slept during the year	13	49	5	7	5	79
As proportion of those answering survey	25%	19%	24%	23%	24%	20%
<i>Total population of 16-24 year olds</i>	<i>958,200</i>	<i>5,269,500</i>	<i>373,500</i>	<i>624,900</i>	<i>220,700</i>	<i>7,446,800</i>
Estimated number of 16-24 year olds who sofa surfed	240,475	988,262	89,484	144,208	53,272	1,514,541
Estimated number of sofa surfers who did not sleep rough	192,380	807,572	70,031	118,324	34,247	1,222,001
Estimated number of 16-24 year olds who either sofa surfed or slept rough	310,768	1,718,395	140,063	240,346	91,324	2,499,547

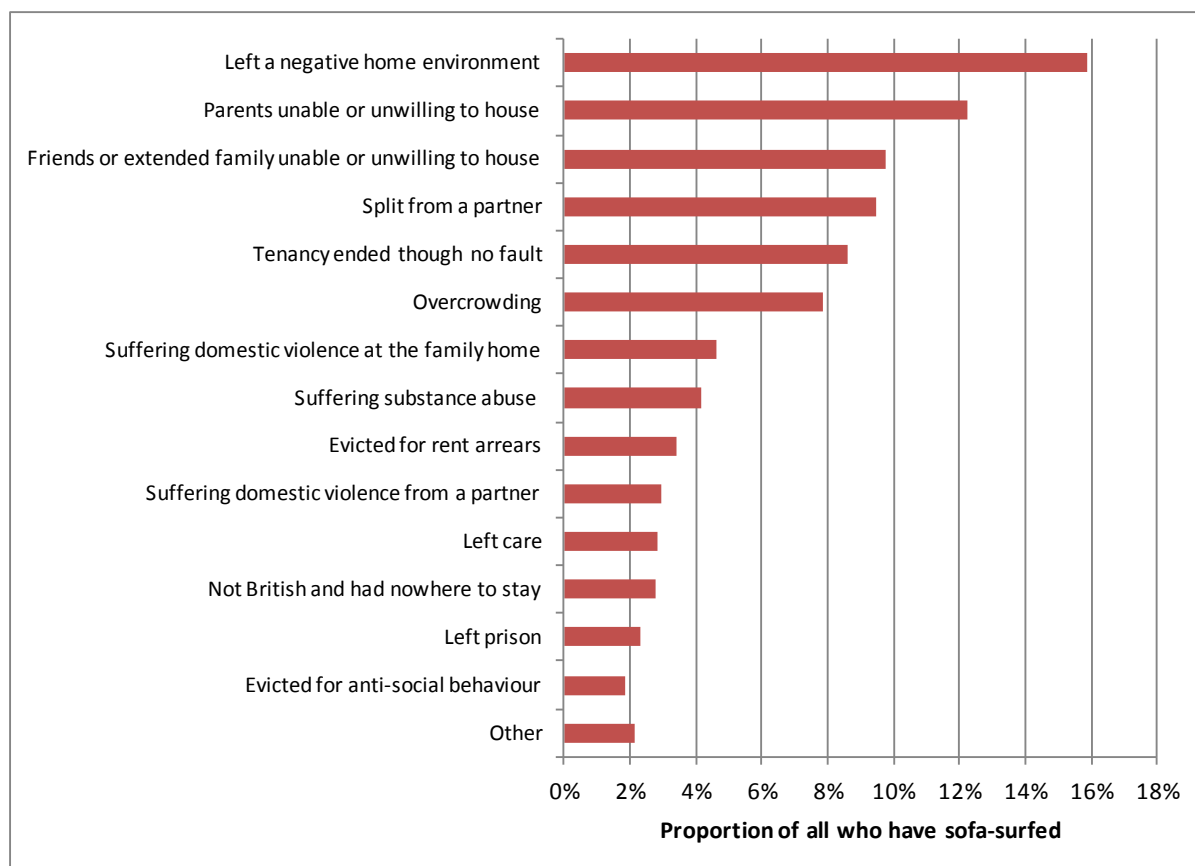
Sources: Young people's survey, September 2014 and DCLG Mid-year population estimate; own calculations

As well as providing this useful data, the survey also reveals more about who sofa-surfers are, how long they sofa-surf, why they end up sofa-surfing, and the impact of the experience on their lives.

The causes of sofa-surfing

Respondents were asked why they had had nowhere else to stay (Figure 2.3)

Figure 2.1: Reasons for sofa surfing among people aged 16-24³⁵ identified as sofa surfing in the year to September 2014



Source: Young people's survey, September 2014

As can be seen, the main reasons for young people sofa-surfing relate to negative home environments or having been asked to leave by their parents. However there were substantial numbers also indicating that they had sofa-surfled after a period of living independently, and were made homeless by a tenancy ending, splitting from a partner or no longer being able to stay with friends or extended family. Overcrowding was also a factor in eight percent of cases.

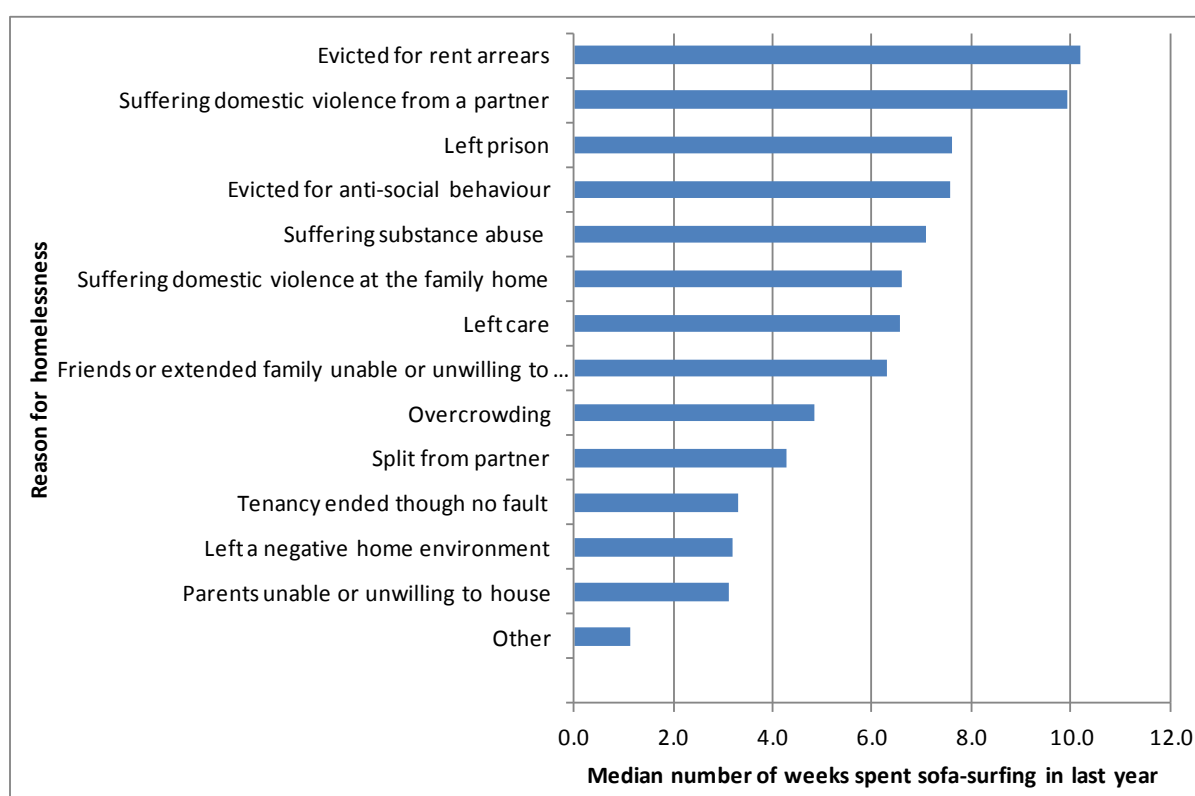
Lengths of sofa-surfing

The median length of time that sofa surfers spent sofa-surfing was 25 days, or three and a half weeks. However there was substantial variation in this. Eighteen percent had sofa-surfled for over three months, with four percent having sofa-surfled for six or more out of the last 12 months. In contrast, 23 percent had done so for a week or less.

There was substantial variation between different groups in the average length of time that they spent sofa-surfing, as shown below (Figure 2.2).

³⁵ Respondents could give more than one answer.

Figure 2.2: Average length of time spent sofa surfing by reason given for sofa surfing, among people aged 16-24 identified as sofa surfing in the year to September 2014



Source: Young people's survey, September 2014

As can be seen, the reasons that are associated with having left home and then losing a home (evictions, leaving prison and domestic violence from a partner) are all associated with longer lengths of sofa-surfing than are those associated with moving directly from the parental home to sofa-surfing. This may suggest that for some young people a relatively short stay sofa-surfing with a friend may be sufficient to enable them either to move back home or find a more permanent housing solution. Whilst in contrast, those who have lost a home of their own find it harder to move on from sofa-surfing in a short timescale.

There were also significant differences between men and women, with men having sofa-surfed for a median of five and a half weeks (38 days), as compared to two weeks (16 days) for women.

It is possible to make an estimate from the sofa-surfing survey of the number of young people who are sofa-surfing on any one night. Table 2.6 shows how this has been calculated:

Table 2.6: Estimated number of people aged 16-24 'sofa-surfing' on any one night in the year to September 2014, in the UK and each of its' constituent nations

	UK
Number of young people answering survey	2,011
Number who have sofa-surfed during the last year	409
Total number of nights sofa-surfing in last year (by all sofa-surfers)	20,977
Average number sofa surfing on any one night during last year ³⁶	57
Proportion of young people sofa surfing on any one night	2.9%
Total population of 16-24 year olds	7,446,800
Estimate of number of young people sofa-surfing on any one night	215,957

Sources: Young people's survey, September 2014 and DCLG Mid-year population estimate; own calculations

As with the rough sleepers figures, this number has not been broken down for the different parts of the UK because small numbers of young people who report sofa surfing for long lengths of time (over three months) are responsible for a large proportion of the nights spent sofa surfing meaning there would be a high degree of uncertainty around the figures for the different parts of the UK.

Across the whole of the UK the survey suggests that nearly one in thirty young people are sofa-surfing on any one night.

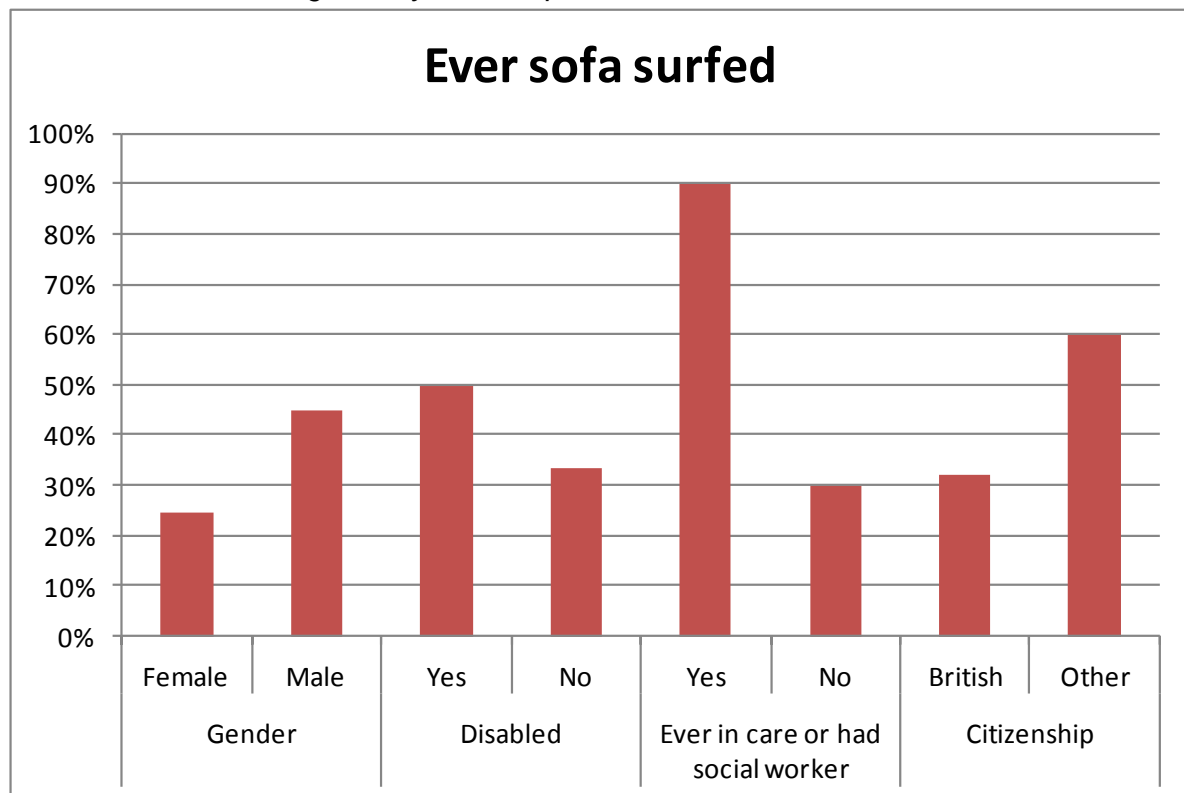
Who is most likely to sofa surf?

Four key factors could be identified which were statistically related to the likelihood of having sofa surfed, as shown in Figure 2.3³⁷:

³⁶ This has been calculated by dividing the total number of nights spent sofa-surfing by the number of nights in a year (365)

³⁷ "Other" Citizenship status includes Asylum seeker, Indefinite leave to remain, Discretionary leave, Limited leave to remain with refugee status, Limited leave – other, Citizen of another EEA country, Humanitarian Protection. The numbers within each of these categories were too small to be statistically significant themselves.

Figure 2.3: Extent of sofa surfing in different demographic groups, among people aged 16-24 identified as sofa surfing in the year to September 2014



Source: Young people's survey, September 2014

As can be seen young men were substantially more likely than young women to have sofa-surfed, whilst ninety percent of those who had ever been in the care of a local authority or had a social worker as a child said that they had done so. Those without British citizenship or who were disabled were also significantly more likely to report having sofa-surfed.

Of those who had sofa-surfed, all four of these groups (men, non-British citizens, disabled people and those who had been in care or had a social worker as a child) were more likely to report having done so for longer lengths of time.

As might be expected, people in their twenties were more likely than teenagers ever to have sofa-surfed, and this age group also reported longer lengths of sofa surfing. Also unsurprisingly, those still living with their parents were significantly less likely to have sofa-surfed (24 percent having done so, compared with 48 percent of those not living with their parents).

Overall, people with higher levels of qualifications were similarly likely to have sofa-surfed as those with few qualifications. However, this may be somewhat complicated by the fact that many in this age group are still in education. The teenagers in the survey were less likely than the early 20s to have sofa-surfed, and also more likely to lack qualifications. Comparing the qualification levels just of those in the older age groups (aged 22 or over) showed a clearer relationship between lacking qualifications and sofa surfing with 57 percent of those lacking a degree having sofa-surfed, compared with 40 percent of those with a degree.

The impact of sofa-surfing on young people's lives

The survey asked whether sofa surfing had had a negative or positive impact on various aspects of the respondent's life, as shown below (Table 2.7):

Table 2.7: Impact of sofa surfing on the situation of people aged 16-24 identified as sofa surfing during the year to September 2014

	Very negative	Fairly negative	Don't know	Fairly positive	Very positive	Total
Education	10%	27%	14%	32%	18%	100%
Work	13%	27%	11%	34%	16%	100%
Relationships	10%	26%	4%	37%	23%	100%
Well-being	15%	31%	6%	30%	19%	100%
Physical health	12%	33%	8%	29%	19%	100%
Finding housing	9%	28%	11%	33%	19%	100%
Finances	13%	25%	6%	38%	19%	100%

Source: Young people's survey, September 2014

As can be seen, sofa-surfing was often reported as a positive experience in most aspects of life, most likely because respondents were comparing to the situation they had left behind. Moving away from a home situation of conflict or severe overcrowding can help people to repair relationships with their families. And sofa-surfing can allow a young person to remain near a job or somewhere they hope to find work or housing.

The analysis explored whether it was possible to identify which groups of young people were more likely to report sofa-surfing as having been a negative experience. Overall young people with a degree were also more likely to report it as having been a positive experience – suggesting that more vulnerable people with less secure employment or educational arrangements were more likely to find sofa-surfing to be detrimental to their well-being.

Women were also more likely than men to say it had been a negative experience.

Part 3: Is youth homelessness changing?

Changing housing pressure: Changes in overcrowding 2001-2011

A key challenge for this report has been to assess the number of homeless young people in a context of declining provision for this group.

In order to set the research in context, analysis of census data from 2001 and 2011 has been carried out in order to establish whether the housing pressures facing 16-24 year olds have changed during this time period. Overcrowding is defined in the census as when there are insufficient bedrooms compared to the family size. A household is deemed to require enough bedrooms so that no one has to share a room unless they are:

- A couple
- Both under 10
- Both under 16 and of the same sex

No more than two people should have to share a bedroom.

For example, a couple with a son and a daughter aged eight and nine would be deemed to require two bedrooms, but when their elder child turned ten, they would be considered to need three bedrooms.

Table 3.1 set out the number of residents aged 16-24 years in an overcrowded home in 2001 and 2011.

Table 3.1: Residents aged 16-24 in an overcrowded household

	2001	2011	Increase	% increase per annum	
London	285,290	386,079	100,789	35.3	3.1
Rest of England	613,988	862,014	248,026	40.4	3.5
Wales	38,103	54,230	16,127	42.3	3.6
Scotland	142,807	127,291	-15,516	-10.9	-1.1
Northern Ireland	45,277	42,381	-2,896	-6.4	-0.7

Source: Census 2001 and 2011

In London, the number increased by 35% from 285,290 to 386,079 during this ten year period). In the rest of England, the figure increased by 40% from 613,988 to 862,014, and a similar increase was seen in Wales, by 42% from 38,103 to 54,230.

Scotland, however, saw a decline of 11% from 142,807 to 127,291 and Northern Ireland also saw a small decline by 6% from 45,277 to 42,381.

However the number of 16-24 year olds also changed between 2001 and 2011. Table 3.2 shows the figures as a proportion of all 16-24 year olds:

Table 3.2: 16-24 year olds in an overcrowded household as proportion of all 16-24 year olds

	2001	2011	change (percentage point)
London	34.2	40.0	5.8
Rest of England	14.5	17.5	3.0
Wales	12.6	15.4	2.8
Scotland	26.3	21.4	-4.9
Northern Ireland	22.1	19.1	-3.0

Source: Census 2001 and 2011

This means that young people in England and Wales are more likely to be living in overcrowded housing today than they were back in 2001, and those in London especially likely. In contrast, those in Scotland and Northern Ireland were less likely to be doing so.

Views from the homelessness sector on recent changes in homelessness

When gathering data from providers of accommodation to the homeless, staff were also asked whether they believed youth homelessness had increased or decreased, and why they felt that had happened.

The research found that knowledge of staff at accommodation providers of the level of youth homelessness was limited, for two reasons. Firstly, most accommodation providers experience a substantial excess of demand over supply, and as a result are usually full. They therefore cannot judge whether homelessness has increased or decreased by changes in the number of people they house. Secondly, applications to enter accommodation for homeless people are increasingly handled by local authorities, and so the scale of this excess of demand over supply is not always clear to staff at hostels, who often simply receive referrals through the local authority whenever they have a space.

Having said that, some patterns did emerge: None of those interviewed believed youth homelessness was decreasing, with a substantial proportion suggesting there had been a recent increase. There was no clear consensus over the reasons for this increase, and there was a degree of uncertainty among those interviewed. Most of the reasons given, however, for example cuts to benefit payments or shortages of rented housing, related to the economic situation. In addition, a number of those interviewed also felt that increasing family or relationship breakdown were drivers of increasing levels of homelessness.

Analysis and Conclusions

The analysis below presents the overall estimates of the number of young people who use homelessness services or are hidden homeless during the course of a year.

As discussed earlier, the box below shows how this has been calculated:

Number homeless at the start of the year (i.e. on 31 March 2013)	<i>plus</i>	Number who became homeless during the year 2013-14	<i>equals</i>	Total number experiencing homelessness during 2013-14
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The figures for those who have used homelessness services and the hidden homeless (those who have who sofa surfed or rough slept) are presented separately because of the very different ways in which these figures have been estimated.

Young people using homelessness services

Table 4.1, below shows estimates of the scale of youth homelessness across the UK in 2013-14, drawing together the analysis above:

Table 4.1: Estimates of homeless young people (aged 16-24) using homelessness services in the year to September 2014, in the UK and each of its constituent nations

		Source	London	Rest of England	Wales	Scotland	Northern Ireland	UK total
Homeless at start of 2013-14	Statutory homeless provision	p11-18	8,489	4,633	705	2,796	275	16,898
	Other homeless provision	p11-18	3,656	13,647	621	147	112	18,183
	Total		12,145	18,280	1,326	2,943	387	35,081
Becoming homeless during 2013-14	Statutory homeless	P19-26	3,590	10,810	1,785	8,321	2,346	26,852
	Other homeless	P19-26	1,976	17,175	1,022	843	292	21,308
	Total		5,566	27,985	2,807	9,164	2,638	48,160
Total using homelessness services during 2013-14			17,711	46,265	4,133	12,107	3,025	83,241
<i>Total number of young people</i>		<i>DCLG</i>	<i>958,200</i>	<i>958,200</i>	<i>5,269,500</i>	<i>373,500</i>	<i>624,900</i>	<i>220,700</i>
Proportion using homelessness services			1.8%	1.8%	0.9%	1.1%	1.9%	1.4%

It should be cautioned that the data in this table comes from variety of data sources and is subject to some margin of error due to the inadequacy of many data sources and the assumptions that have had to be made to estimate some figures. The data are also not comparable between the different parts of the UK because they are based on different types of data, with different shortcomings. Where assumptions were necessary, we have taken conservative estimates, meaning that the figures in this table are likely to be an underestimate of the actual numbers experiencing homelessness, though not necessarily to the same degree in each part of the UK.

Hidden homelessness

Table 4.2 gives estimates for sofa-surfing and rough sleeping, drawing on the young people's survey:

Table 4.2: Estimates of numbers experiencing hidden homelessness in the year to September 2014, in the UK and each of its constituent nations

Numbers during last year	Source	London	Rest of England	Wales	Scotland	Northern Ireland	UK total
Rough sleeping	Table 2.2	118,388	910,823	70,031	122,022	57,078	1,277,546
Sofa surfing	Table 2.5	240,475	988,262	89,484	144,208	53,272	1,514,541
Sofa surfing and/or rough sleeping	Table 2.5	310,768	1,718,395	140,063	240,346	91,324	2,499,547

Table 4.3 gives the estimated numbers sofa surfing or sleeping rough on any one night across the UK:

Table 4.3: Estimates of numbers experiencing hidden homelessness in the UK on any one night

	Source	Number
Sleeping rough	Table 2.4	39,557
Sofa surfing	Table 2.6	215,957
Total hidden homeless		255,514

These figures for hidden homelessness are high, and significantly higher than has been found previously. This clearly merits further research, and highlights the potential shortcomings of relying on administrative data and rough sleepers' counts for quantifying something that by its nature does not necessarily bring people into contact with those who collect the data.

Annex 1: Case study selection data

London

Table A1.1, below, shows key data for London boroughs used to select case studies for the research:

Table A1.1: Key data from secondary sources regarding homelessness in London Boroughs

LA	Inner/ outer London	Population	Average house price	Stat homeless per capita	Rough sleepers per capita	Lettings to homeless per capita
Barking and Dagenham	Outer London	185,911	£181,553	1.26	0.06	0.7
Barnet	Outer London	356,386	£451,152	0.74	0.26	0.4
Bexley	Outer London	231,997	£226,376	0.46	0.07	0.5
Brent	Outer London	311,215	£396,286	0.73	0.75	0.5
Bromley	Outer London	309,392	£333,145	0.46	0.10	0.4
Camden	Inner London	220,338	£790,914	0.05	2.12	1.8
City of London	Inner London	7,375	£537,783	0.68	38.51	2.5
Croydon	Outer London	363,378	£262,695	0.53	0.37	0.5
Ealing	Outer London	338,449	£398,032	0.40	0.71	1.4
Enfield	Outer London	312,466	£295,621	0.59	0.20	0.3
Greenwich	Outer London	254,557	£293,940	0.22	0.22	0.3
Hackney	Inner London	246,270	£379,615	0.87	0.42	2.4
Hammersmith and Fulham	Inner London	182,493	£674,816	0.52	0.96	0.6
Haringey	Inner London	254,926	£418,719	0.77	0.33	0.9
Harrow	Outer London	239,056	£346,285	0.22	0.13	0.6
Havering	Outer London	237,232	£245,142	0.05	0.08	0.1
Hillingdon	Outer London	273,936	£297,544	0.27	0.18	0.7
Hounslow	Outer London	253,957	£356,450	0.66	0.42	1.0
Islington	Inner London	206,125	£523,191	0.52	0.86	1.8
Kensington and Chelsea	Inner London	158,649	£1,519,402	0.74	1.36	1.4
Kingston upon Thames	Outer London	160,060	£384,580	0.40	0.12	1.3
Lambeth	Inner London	303,086	£400,429	0.74	1.93	1.7
Lewisham	Inner London	275,885	£282,454	0.52	0.36	2.0
Merton	Outer London	199,693	£425,146	0.11	0.11	0.4
Newham	Inner London	307,984	£218,649	0.94	0.40	0.8
Richmond upon Thames	Outer London	186,990	£587,743	0.41	0.62	0.9
Southwark	Inner London	288,283	£415,727	0.29	1.36	1.7
Sutton	Outer London	190,146	£272,062	0.19	0.08	0.7
Tower Hamlets	Inner London	254,096	£354,304	0.53	1.28	2.0
Waltham Forest	Outer London	258,249	£251,708	0.83	0.28	2.2
Waltham Forest	Outer London	258,249	£251,708	0.83	0.28	2.2
Wandsworth	Inner London	306,995	£533,252	0.58	0.20	2.0

Westminster	Inner London	219,396	£1,127,394	0.77	11.13	2.7
LONDON average	-	255,692	411,892	0.53	0.54	1.1

Sources: Land Registry, 2011 census, CORE lettings (Social rent and supported housing) to homeless households³⁸, P1E returns (via DCLG live tables) and DCLG. Per capita calculations: CCHPR.

It is clear from the table above that there are two London boroughs which are entirely atypical in terms of rough sleeping – Westminster and the City of London – shown in bold. Westminster alone has over half the rough sleepers recorded in London. Westminster and the City of London have therefore been included as individual case studies, but the findings in these two boroughs have been excluded from scaling up to make estimates for the whole of London, and instead have been added on afterwards.

Instead six other boroughs have been selected which between them are broadly representative of the rest of London (excluding Westminster and City of London), as shown in Table A1.2 below:

Table A1.2: Case study boroughs selected in London

LA	Central/outer London	Population	Average house price	Stat homeless per capita	Rough sleepers per capita	
Brent	Outer London	311,215	£396,286	0.73	0.75	0.5
Ealing	Outer London	338,449	£398,032	0.40	0.71	1.4
Hammersmith and Fulham	Inner London	182,493	£674,816	0.52	0.96	0.6
Haringey	Inner London	254,926	£418,719	0.77	0.33	0.9
Lewisham	Inner London	275,885	£282,454	0.52	0.36	2.0
Sutton	Outer London	190,146	£272,062	0.19	0.08	0.7
Average		258,852	£407,061	0.52	0.53	1.0
LONDON (excluding Westminster and City of London) average		255,692	411,892	0.53	0.54	1.1
Westminster	Inner London	219,396	£1,127,394	0.77	11.13	2.7
City of London	Inner London	7,375	£537,783	0.68	38.51	2.5

Sources: Land Registry, 2011 census, CORE lettings (Social rent and supported housing) to homeless households³⁹, P1E returns (via DCLG live tables) and DCLG. Per capita calculations: CCHPR.

The total population of these six case study boroughs is 1,553,114. The population of London is 7,926,449, of which 226,771 live in Westminster or the City of London. The six

³⁸ These were defined as being: Direct access hostel, Children's home or foster care, Bed and breakfast, Any other temporary accommodation, rough sleeping, Women's refuge, Foyer, Mobile home or caravan or Home Office Asylum Support.

³⁹ These were defined as being: Direct access hostel, Children's home or foster care, Bed and breakfast, Any other temporary accommodation, rough sleeping, Women's refuge, Foyer, Mobile home or caravan or Home Office Asylum Support.

other case studies therefore comprise 20.2 percent of the London population excluding Westminster and the City of London.

The rest of England

Table A1.3, below, shows the eight local authorities selected as case study areas for the rest of England, which between them are broadly representative of the rest of England overall.

Table A1.3: Case study Local Authorities selected in England (excluding London)

LA	Region	Population	Urbanisation	Average house price	Statutory homeless	Rough sleepers per capita
Bolsover	East Midlands	75,866	4	£109,066	0.1	0.05
Bolton	North West	276,786	1	£125,125	0.2	0.00
Dover	South East	111,674	3	£189,657	0.2	0.04
Harrogate	Yorkshire and The Humber	157,869	3	£263,674	0.1	0.01
Luton	East of England	203,201	1	£161,248	1.0	0.11
Sevenoaks	South East	114,893	4	£404,997	0.1	0.02
South Hams	South West	83,140	4	£293,197	0.0	0.10
Sunderland	North East	275,506	1	£123,252	0.1	0.00
Average		162,367	2.6	£208,777	0.23	0.04
<i>England (excluding London) average</i>		<i>153,032</i>	<i>2.5</i>	<i>£211,555</i>	<i>0.17</i>	<i>0.04</i>

Sources: Land Registry, 2011 census, CORE lettings (Social rent and supported housing) to homeless households⁴⁰, P1E returns (via DCLG live tables) and DCLG. Per capita calculations: CCHPR.

The total population of the eight case studies is 1,298,935, representing **2.9** percent of England (excluding London)'s population of 44,838,515.

Wales

There is less data available on homelessness in Wales. Table A1.4, below, shows the eight local authorities selected as case study areas for Wales, which between them are broadly representative of Wales overall based on the data that is available.

⁴⁰ These were defined as being: Direct access hostel, Children's home or foster care, Bed and breakfast, Any other temporary accommodation, Rough sleeping, Women's refuge, Foyer, Mobile home or caravan or Home Office Asylum Support.

Table A1.4: Case study Local Authorities selected in Wales

LA	Population	Rural/urban code	Average house price	Statutory homeless per capita
Blaenau Gwent	69,814	1	£81,585	1.9
Cardiff	346,090	1	£182,005	2.3
Carmarthenshire	183,777	3	£140,841	3.0
Ceredigion	75,922	4	£179,904	2.0
Conwy	115,228	3	£160,826	1.6
Denbighshire	93,734	3	£145,249	1.1
Neath Port Talbot	139,812	2	£108,735	0.9
Vale of Glamorgan	126,336	2	£206,657	1.6
Average	143,839	2.4	150,725	1.8
<i>Wales Average</i>	<i>139,248</i>	<i>2.5</i>	<i>£149,977</i>	<i>1.8</i>

The total population of the eight case studies was 1,272,587, representing **41.5** percent of Wales's population of 3,063,456.

Scotland

Similar data has been drawn on for the Scottish analysis, with slight differences reflecting the availability of Scottish data. Table A1.5, below, shows the eight local authorities selected as case study areas for Scotland, which between them are broadly representative of Scotland overall.

Table A1.5: Case study Local Authorities selected in Scotland

LA	Population	Rurality ⁴¹	Average house price	% of homeless acceptances slept rough previous night	Social lettings made to ex- homeless	Priority homeless per capita
Aberdeen City	222,793	1	£205,365	4.7	589	0.011
Edinburgh	476,626	1	£214,736	8.5	1109	0.016
Falkirk	155,990	2	£111,254	0.0	547	0.011
Midlothian	83,187	2	£157,690	1.1	241	0.019
North Ayrshire	138,146	2	£105,987	1.5	276	0.009
Perth & Kinross	146,652	4	£180,886	3.1	448	0.011
Shetland Islands	23,167	4	£124,504	3.9	30	0.011
Stirling	90,247	3	£173,37	3.8	122	0.008

⁴¹ This is the quartile of population density where 1 = the 25 % of local authorities in Scotland which have the highest number of people per square mile.

			2			
Average	159,145	2.6	£152,633	3.1	396	0.012
			3			
Scotland average	163,633	2.5	£143,195	3.6	428	0.012

Sources: House Price Registers of Scotland, 2011 census, and Scottish Government Communities Analytical Services. Per capita calculations: CCHPR.

The total population of the eight case studies was 1,336,808, representing **25.2** percent of Scotland's population of 5,295,403

Northern Ireland

There is also a scarcity of data on homelessness in Northern Ireland. However, the data that exist suggest that there is a similar difficulty here to that encountered in London. In this case it is Belfast which is atypical of the rest of the country. The existing literature also suggest that rough sleeping in Northern Ireland is largely confined to Belfast, which is itself just one authority.

For these reasons a similar approach to that taken in London has been suggested: Belfast has been included as an individual case study, but the findings in these Belfast have been excluded from scaling up to make estimates for the whole of Northern Ireland, and instead have been added on afterwards.

Table A1.6, below shows the seven other local authorities selected as case study areas for Northern Ireland, which between them are broadly representative of Northern Ireland (excluding Belfast) overall.

Table A1.5: Case study Local Authorities selected in Northern Ireland

LA	Population	Rurality ⁴²	Median house price
Ballymoney	31,224	4	83,000
Banbridge	48,339	3	93,000
Carrickfergus	39,114	1	95,000
Castlereagh	67,242	1	127,975
Craigavon	93,023	2	75,500
Down	69,731	3	112,000
Fermanagh	61,805	4	90,000
Average	58,640	2.6	96,639
Northern Ireland (excluding Belfast) average	61,196	2.6	97,601
Belfast	280,962	1	85,000

The total population of Northern Ireland is 1,810,863, of which 280,962 live in Belfast. The seven case studies outside of Belfast therefore comprise **26.8** percent of the non-Belfast population.

⁴² This is the quartile of population density where 1 = the 25 % of local authorities in Northern Ireland which have the highest number of people per square mile.

Selected case studies

This gives a UK-wide list of the following case study areas:

London	1. Brent
	2. City of London
	3. Ealing
	4. Hammersmith and Fulham
	5. Haringey
	6. Lewisham
	7. Sutton
	8. Westminster
The rest of England	9. Bolsover
	10. Bolton
	11. Dover
	12. Harrogate
	13. Luton
	14. Sevenoaks
	15. South Hams
Scotland	16. Sunderland
	17. Aberdeen City
	18. Edinburgh, City of
	19. Falkirk
	20. Midlothian
	21. North Ayrshire
	22. Perth & Kinross
	23. Shetland Islands
Wales	24. Stirling
	25. Blaenau Gwent
	26. Cardiff
	27. Carmarthenshire
	28. Ceredigion
	29. Conwy
	30. Denbighshire
	31. Neath Port Talbot
Northern Ireland	32. Vale of Glamorgan
	33. Ballymoney
	34. Banbridge
	35. Belfast
	36. Carrickfergus
	37. Castlereagh
	38. Craigavon
	39. Down
	40. Fermanagh

Annex 2: Demographics of sofa surfing survey respondents

Table A2.1, below, shows the demographic breakdown of respondents answering the survey about sofa surfing, rough sleeping and stays in emergency housing:

Table A2.1: Demographics of survey respondents

Criteria		Number	Proportion
Age ⁴³	16	182	9%
	17	186	9%
	18	194	10%
	19	201	10%
	20	202	10%
	21	203	10%
	22	210	10%
	23	209	10%
	24	211	10%
	25	213	11%
Region/ country	East Midlands	145	7%
	East of England	187	9%
	London	259	13%
	North East	82	4%
	North West	225	11%
	Northern Ireland	58	3%
	Scotland	169	8%
	South East	275	14%
	South West	169	8%
	Wales	96	5%
	West Midlands	179	9%
	Yorkshire	169	8%
Living circumstances	I live alone	128	6%
	I live alone with my children	20	1%
	I live with friends or housemates	380	19%
	I live with my extended family (eg grandparents, auntie, uncle, cousin)	21	1%
	I live with my parents	1,071	53%
	I live with my partner (and with children)	157	8%
	I live with my partner (but with no children)	208	10%
	Other (please specify)	26	1%
Employment status	Full time employment	471	23%
	Full time student, or on a full time training course	1,009	50%
	Part time employment	191	10%
	Part time student, or on a part time training course	89	4%
	Self employed	43	2%
	Unemployed	187	9%
	Zero-hours contract	21	1%
Highest qualification	None	43	2%
	Level 1 or GCSE grade D-G	89	4%
	A*-C GCSE	476	24%
	A level	762	38%
	BTEC	142	7%

⁴³ 25 year olds were included in the survey because all respondents were answering questions about the last twelve months, during which time they would have been aged 24-25.

Criteria		Number	Proportion
	HND	81	4%
	Bachelor's degree	332	16%
	Master's degree	79	4%
	Doctorate	8	0%
Disability	Disabled	158	8%
	Not disabled	1800	89%
	Prefer not to say	53	3%
Citizenship	British citizen	1804	90%
	Citizen of another EEA country	57	3%
	Indefinite leave to remain	41	2%
	Don't know	36	2%
	Limited leave – other	23	1%
	Asylum seeker	20	1%
	Discretionary leave	15	1%
	Limited leave to remain with refugee status	11	1%
	Humanitarian Protection	3	0%
Ever been in care or had social worker	In care or had social worker	158	8%
	Not in care or had social worker	1833	91%
	Don't know	20	1%
Total		2011	100%

1. Annex 3: Topic guide for case study interviews

As much as possible to be completed from web-based research. The rest from a phone call or email(s)

All data will be treated anonymously. We won't be naming individuals nor the agencies we speak to.

1. What is their key client group
2. How many bed spaces do they have?
3. How many would typically be occupied by under 25s at any one time? (heads of households only, not counting children who are with their parents)
4. How many new under 25s do they house in a year? (Figures from the 2013-14 if possible, an estimate if not)
5. Of these, what proportion would they estimate have come from another homeless accommodation provider (in the UK)?
6. How many have come from the local authority?
 - a. And of these, how many are statutory homeless?
7. Would they say that youth homelessness has increased or decreased in your area over the last year? Why do they think this is?

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