

# First Base Heritage Project: 30 years of rough sleeping in Brighton & Hove

This short paper has been commissioned by Brighton Housing Trust (BHT) to support the First Base Heritage Project looking at 30 years of rough sleeping in Brighton.

The project celebrates 30 years of BHT providing services to Rough Sleepers at the First Base Day Centre at the old St Stephen's Church building in Montpelier Place. Other parts of the project explore individual histories of rough sleepers themselves. In this section we will examine the numbers of rough sleepers and homeless people in Brighton & Hove, as well as looking at the policy context and its effects: how housing and homelessness policy has changed over time and the resulting effects on homelessness especially street homelessness. We will start by looking at the number of rough sleepers and how they are counted

## 1: How many rough sleepers are there and how have the numbers changed over the years?

### The debate about counting rough sleepers

Counting rough sleepers has always been a challenge and there have long been debates about the best way of doing this. <sup>1</sup>

Although there have been a number of initiatives to help street homeless people over the years, regular consistent counts of rough sleepers have only really taken place since the late 1990s. Before then, although rough sleepers were counted in the 1991 Census, there was no official count of rough sleepers and the various agencies and organisations dealing with the client group put together numbers in a rather haphazard way. In 1998 official counts started, but included only those bedded down at the time of the count, and only those that could be seen by enumerators - so excluding those who chose to sleep in hidden or out of the way places. Only those local authorities with 10 or more rough sleepers were required to undertake a count, so 70 councils regularly undertook a street count. Street count numbers were used to measure performance against government targets, such as the commitment to 'Reduce rough sleeping by two-thirds by 2002' made by the Labour government in 1998, following the Social Exclusion Unit report into rough sleeping, which also led to the creation of the Rough Sleepers Unit, led by 'Tsar' Louise Casey, within the department now known as the Department for Communities and Local Government (CLG).

Voluntary organisations working with rough sleepers argued that this approach does not capture all those who are street homeless, because

- some may not be bedded down at the time of the count - many sleep in the day or in the early hours of the morning to avoid the dangers of cold and violence at night time. People counting did not include those still awake even if they were carrying bedding and possessions.
- many will find an out-of-the-way sheltered place to sleep (e.g. behind a bin, in a derelict building or vehicle) so not be found.

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<sup>1</sup> <http://www.bbc.co.uk/news/magazine-10929761>

In 2010, the way rough sleeping was assessed was changed, and formal rough sleeper count data with is now supplemented with information provided through estimates. Local authorities can choose whether to count or not, based on a local assessment of the rough sleeping problem. The definition now includes people not yet bedded down (but with bedding) and people in tents (not protesters), and counts are no longer overseen by officials from CLG, but verified by Homeless Link volunteers.

So the current count includes:

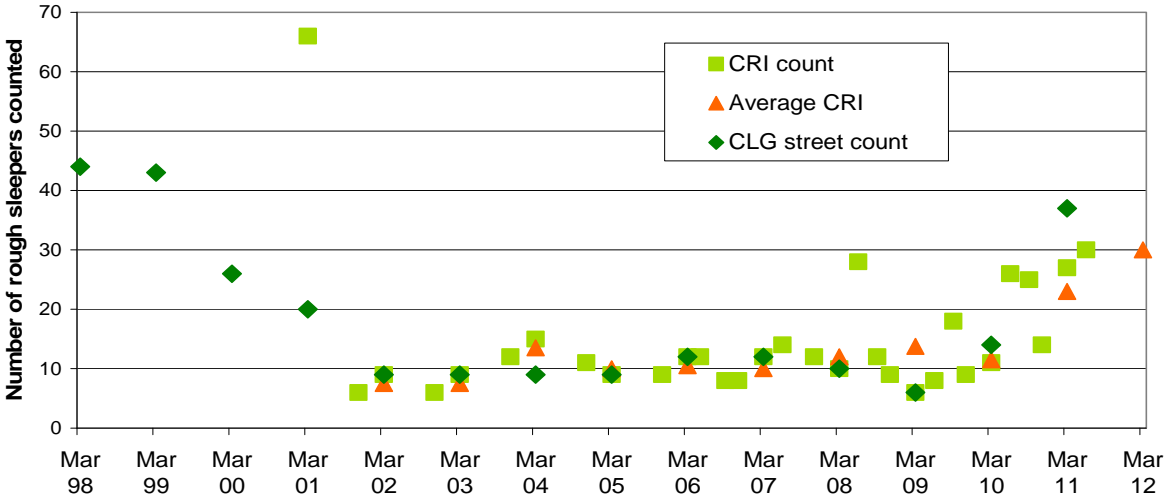
*" People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or "bashes").*

*The definition does not include people in hostels or shelters, people in campsites or other sites used for recreational purposes or organised protest, squatters or travellers."*

**Number of rough sleepers in Brighton & Hove**

For the purposes of this study, data from CLG has been combined with data from CRI (Crime Reduction Initiatives), who have been commissioned to provide Contact and Assessment services to rough sleepers in Brighton and Hove since 2000, to give a picture of rough sleeping levels. The 'average CRI' count takes CRI counts, which take place up to four times a year and include 'hotspot' counts and takes an average to give a yearly figure.

**Figure 1.1: Counts of rough sleepers since 1998**



Source: CLG rough sleeper counts, CRI data

The graph above (Fig 1) shows how official counts and those carried out locally show very similar rates. Rough sleeping levels were very high towards the end of the 1990s when they became a policy priority for the newly elected Labour administration. Numbers remained lower up until 2008 when the economic situation began to deteriorate, but appear to be rising steadily.

## Wider homelessness

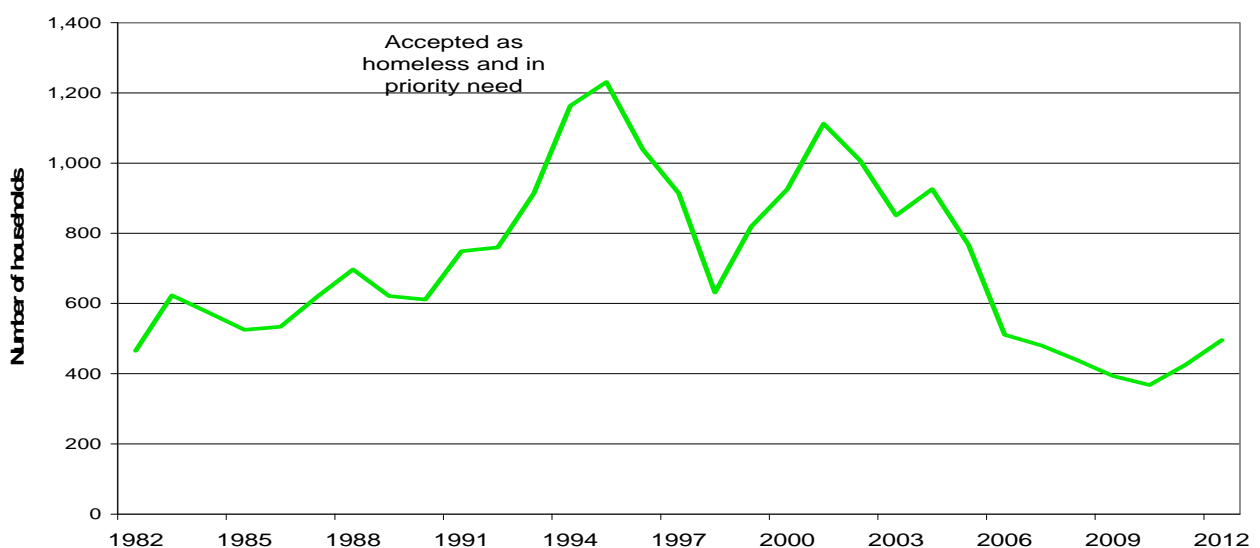
Street homeless people make up just a small sub-section of the total homeless population, which includes families and single people who are in various states of housing need, from those sleeping on friends' and family's sofas, people about to be evicted from private tenancies or repossessed, or living in very overcrowded or unfit housing, as well as those living in cars and vans. Homeless legislation defines those as homeless and in priority need very specifically.

Priority categories of homeless households who are owed the 'main homelessness duty' broadly include:

- Households with dependent children;
- pregnant women;
- 16 and 17 year olds;
- young people under 21 who have been in care;
- households who became homeless due to an emergency (for example fire or flood);
- households where a member is vulnerable, including as a result of:
  - a mental health problem;
  - a physical or learning disability
  - old age;
  - spending time in custody, care or the armed forces;
  - domestic violence or abuse or other types of violence or threats of it; and
  - other 'special reasons', which *may* include being under the age of 25 and vulnerable because of sleeping on the streets in the past or with drug or alcohol problems, but councils themselves have to examine individual circumstances to identify 'vulnerability'.

In order to get a clear picture of how homelessness in general has changed over time then, we can look at the numbers of homeless households accepted by Brighton and Hove as homeless and in priority need of housing since 1982.

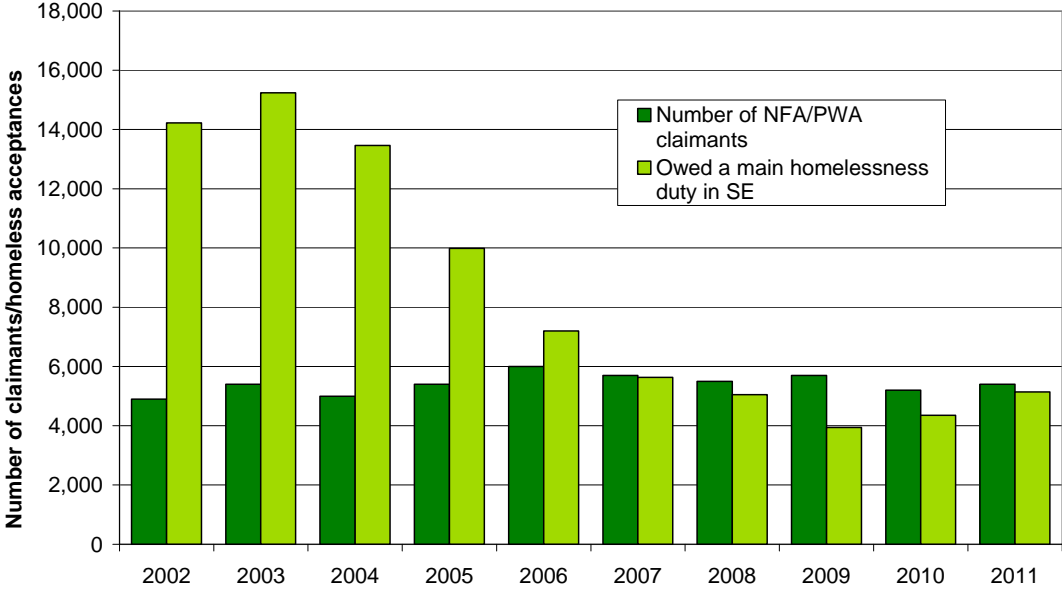
**Figure 1.2: Households accepted as homeless and in priority need in Brighton and Hove, 1982-2012**



Source: CLG table 784, Historical data from East Sussex County Council records.

Statutory homelessness has not recently followed any pattern of economic cycles. In the 1980s there was a gradual rise which followed pattern of recessions in that decade. Numbers rose steeply until the mid 1990s, fell sharply until 1998, and showed another steep rise until 2003. The recent fall in the number of households presenting as homeless may in part reflect the fact that local authorities can now discharge their duty to homeless households by placing them in private rented accommodation at market rents and there is no longer any guarantee of long term secure, subsidised social housing. And this is reflected in the graph below (Fig 3) which compares the number of homeless acceptances in the South East region with people claiming benefits as 'no fixed abode' (NFA) or 'person without accommodation' (PWA) since 2002. While homeless acceptances have fallen, the number of NFA/PWA claimants has remained fairly stable.

**Figure 1.3: Number of people claiming benefits as roofless (NFA/PWA) and homeless acceptances in the South East region, 2002-2011**



Source: DWP statistics directorate, CLG live tables

## 2. Characteristics of rough sleepers in Brighton and Hove

CRI kindly supplied as much data as they were able about their clients (while ensuring confidentiality was maintained) to enable us to get a detailed breakdown of the characteristics of rough sleepers in the city. Figures 2.1-2.4 use seven years of data and show gender, partner status, ethnicity and whether rough sleeping clients had a local connection. Figure 2.5 looks at three whole year's data 2008/09 - 2010/11 to examine the demographics of rough sleepers, and figures 2.6-2.9 aggregate 2008-2011 data and combine it with the first quarter of 2011/12, to look at previous tenancy, main reason for rough sleeping and support needs.

Data for 2005-2012 shows that while overall numbers of clients have been increasing for the last 6 years, the patterns have remained consistent. Most clients are: male, single and white, and a majority come from outside the city.

Figures 2.1-2.4: Rough sleepers 2005-2012 by gender, single/couple, ethnic group and local connection

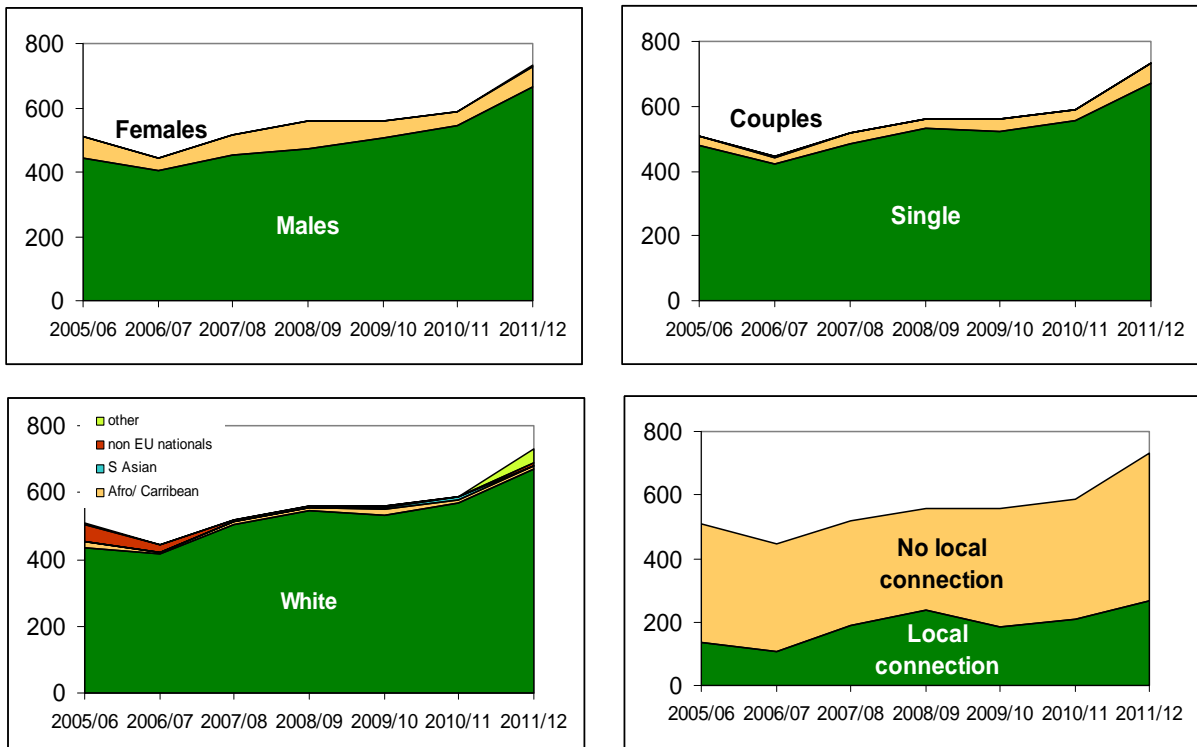
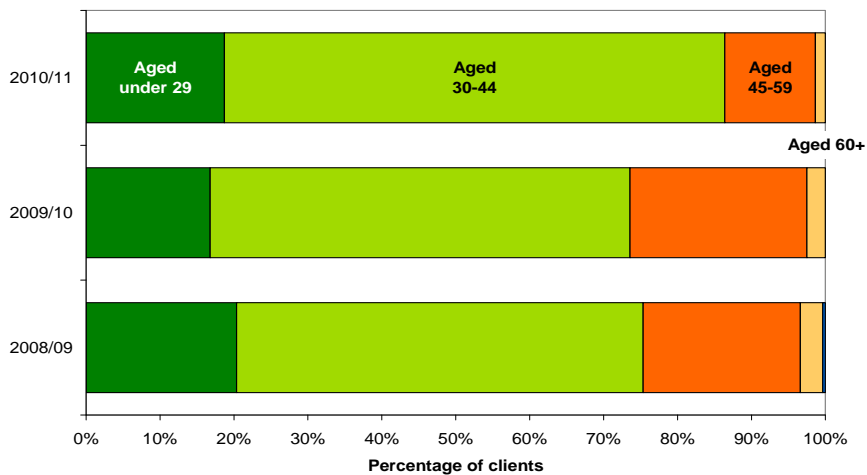
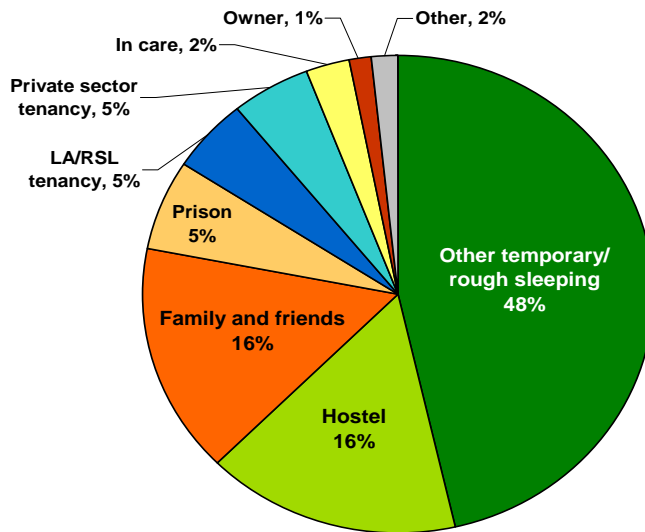


Figure 2.5: Age breakdown of rough sleepers - change 2008-2011



Figures 2.6-2.9 use available CRI client data from 2008/09 to quarter 1 2011/12. Almost half (48%) of CRI's rough sleeping clients between 2008 and 2012 had been homeless for some time, and described their previous tenure arrangement as 'other temporary or rough sleeping'. 16% were people who had previously been in a hostel and a further 16% had previously been living or staying with family or friends. One in ten had started rough sleeping directly after having a social or private sector tenancy, and 5% were previously in prison.

Figure 2.6: Previous accommodation arrangements of CRI clients before rough sleeping - average, 2008-2011



When asked about why they were rough sleeping (Fig 9), 43% said they had previously been rough sleeping in another area and one in six had abandoned their accommodation. One in ten had had a relationship breakdown, but only 13% of those involved violence, from either a partner or third party.

Figure 2.7a: Main reason given for rough sleeping - average 2008-2011

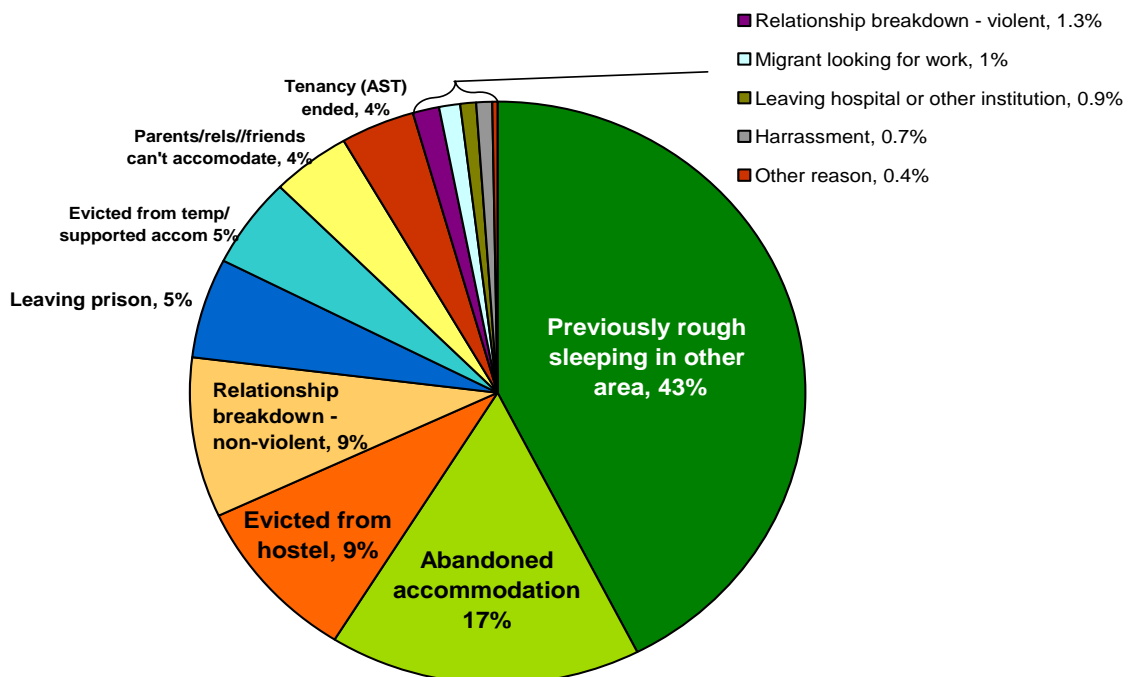
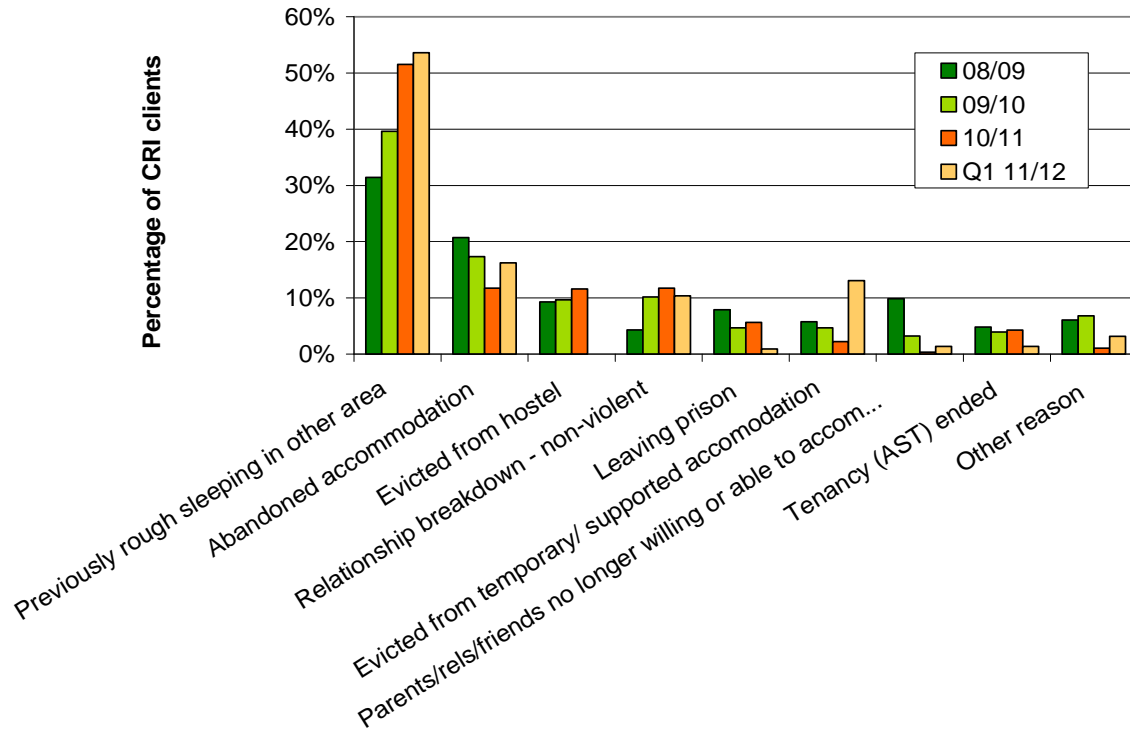


Figure 2.7 b: Main reason given for rough sleeping 2008/09 - Q1 2011/12



Looking at clients support needs in, two thirds of all clients had problematic alcohol use and a further 40% used drugs. Mental health support was required by almost a quarter of clients (24%) and one in eight (13%) had physical health problems. While very few were labelled as having a 'dual diagnosis' it is apparent that many clients had more than one issue requiring support.

Figure 2.8a: Support needs of rough sleeping clients - average 2008-2011

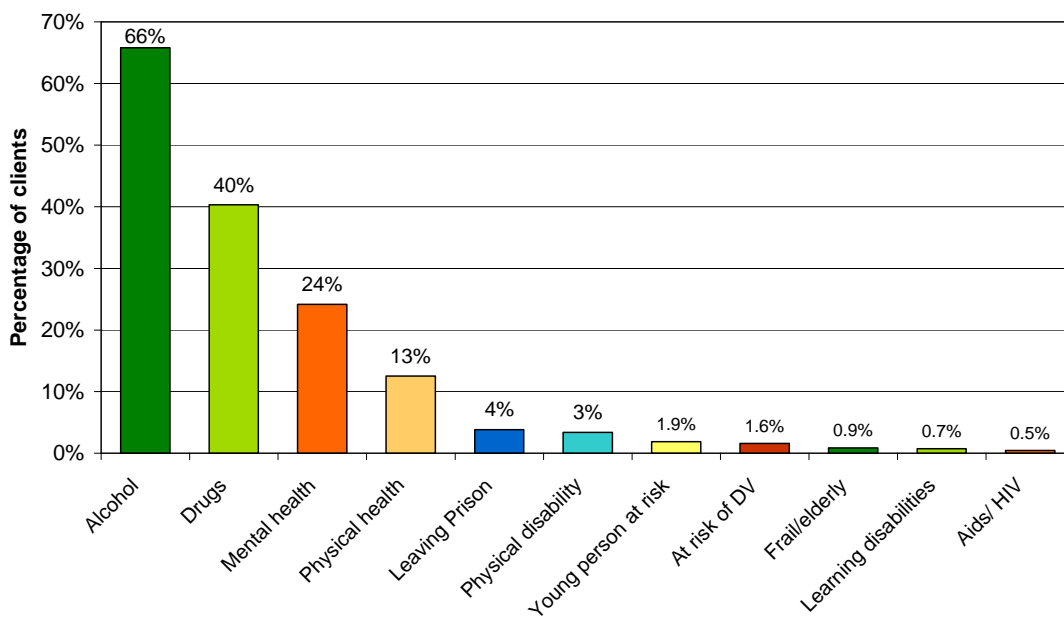
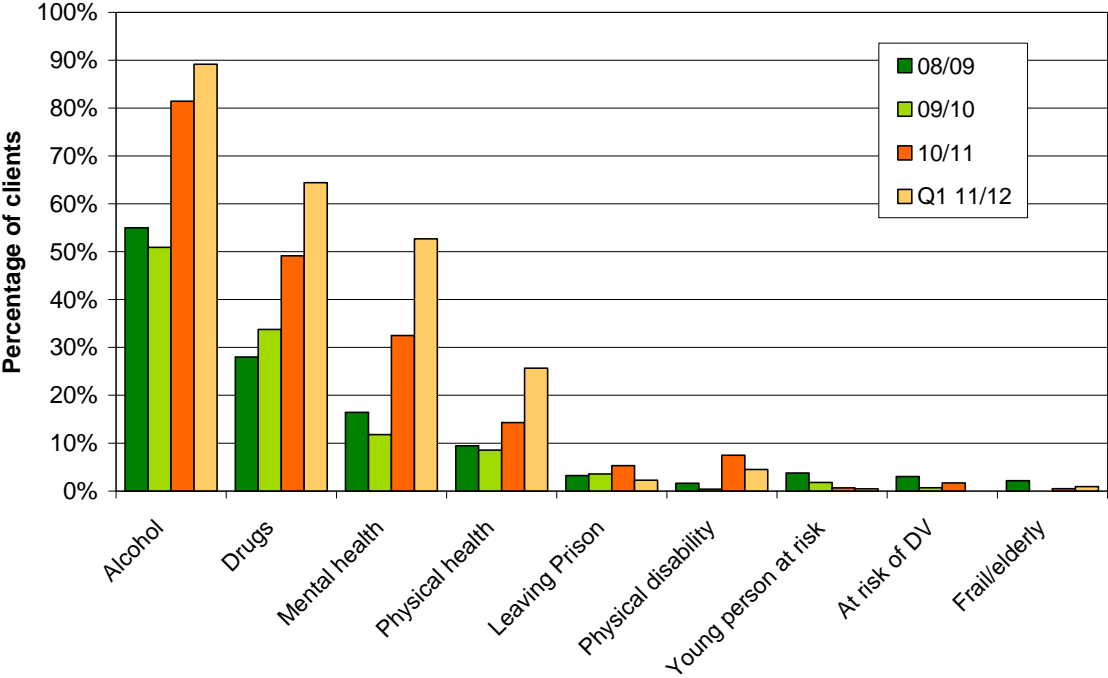


Figure 2.8b: Support needs of rough sleeping clients - 2008/09 - Q1 2011/12





### 3. Policy changes affecting rough sleepers in Brighton & Hove

This part of the report looks at how various government policies have affected levels of homelessness. This includes both direct interventions in homelessness and other legislative changes which have affected the supply of, and access to, housing.

#### Historical approaches

The first recorded vagrancy statute is from 1349, but the 1824 Vagrancy Act 'for the punishment of idle and disorderly persons, rogues and vagabonds' is still in force, though much amended by subsequent legislation. Since then there has been a variety of legislation by turns helping and criminalising street homeless people. In 1834, an amendment to the Poor Law provided penal treatment for 'paupers' based on the 'workhouse test' with separate 'casual wards' in workhouses set aside for 'vagrants'. These provided the only statutory shelter available for street homeless people. The 1930 Poor Law officially abolished the 'work-house test' and the term 'pauper'. Public assistance committees took over from the Poor Law Guardians, but by 1939 there were still 371 casual wards open.

The National Assistance Act of 1948 gave Local Authority Welfare departments a legal obligation to provide: "temporary accommodation for persons who are in urgent need thereof, being need arising in circumstances which could not reasonably have been foreseen ..." Under this Act the workhouse 'casual wards' gradually became Reception Centres or Part III hostels, in order to provide emergency accommodation. But homelessness continued to be seen as a welfare problem rather than as a problem of lack of housing, and local authorities were only required to provide temporary help for homeless families.

#### 1977-1997

The Housing (Homeless Persons) Act, 1977 marked a significant turning point because for the first time, households in priority need were given a statutory right to rehousing by their local authority. The number of homeless households accepted for rehousing by local authorities in England rose from 53,000 in 1978 to 116,000 in 1988. But most single people - those not defined as 'vulnerable' were excluded from its provisions. Priority need continued to be defined so as to distinguish between 'deserving' and 'undeserving' cases.

At the end of the 1970s economic conditions caused a sharp increase in unemployment, which rose from 1.4 million in 1979 to 3.2 million in 1982. Young people were especially affected, with the under-25s comprising more than 50% of the unemployed in 1981. This led to a major cause of youth homelessness as young people left home to look for work or were forced to leave home as their families could no longer afford to keep them. Also increasing numbers were living in bed and breakfast accommodation.

Meanwhile, in 1980, the Housing Act granted council tenants the 'right to buy', which over the succeeding years has led to a large drop in the availability of social housing. In the same year the Hostels Initiative was launched, with the aim of replacing large hostels with smaller special needs housing and hostels.

In 1982, Drake et al published a government commissioned research project 'Single and Homeless', which provided evidence that homelessness was not the result of personal failure but related to inadequate housing supply. CHAR (Campaign Against Homelessness and Rootlessness) at the same time developed their blueprint for hostel development:

- no-one should have to share a bedroom
- 30-40 beds should be the largest permitted size, and then only for direct access and short stay hostels
- long-stay hostels should have a maximum of 16 beds

In 1984, mental health institutions began to be closed, as provision switched to the 'Care in the Community' model. But the community care infrastructure was inadequate, and increasing numbers of people with severe mental health problems ended up without adequate housing. The community care model was enshrined in the National Health Service and Community Care Act 1990.

1985 brought in the first of a raft of changes to social security laws. A new law limited the length of time supplementary benefit could pay board and lodging for claimants aged under 26. Additional changes to family entitlement to benefits forced teenagers out of family homes accelerating the exodus of young people from the north of England to places like London and Brighton. Social security legislation was further amended in 1988, abolishing entitlement for 16-17 year-olds, bringing in payment of benefits in arrears and ending the system of 'rent in advance' payments. This had a damaging effect on people's prospects of obtaining housing in the private rented sector and was undoubtedly a factor in the continued rise in homelessness levels throughout the 1990s. All board and lodging payments were finally removed in 1989, after which time, people in bed and breakfast accommodation were paid the housing element of their accommodation in Housing Benefit (HB) and met the lodging elements out of their Income Support.

Successive housing legislation throughout the earlier 20<sup>th</sup> century had sought to curb landlords power to exploit tenants with unreasonable rent increases and threats of eviction. By the 1980s this was seen as a constraint on the supply of private rented accommodation and long term security of tenure for private tenants was removed with the Housing Act 1988, which introduced Assured Shorthold Tenancies.

In 1990, the first phase of the Rough Sleepers Initiative (RSI 1) was announced, together with the Homeless Mentally Ill Initiative, as a short-term response to the growing numbers of people sleeping rough in London, estimated to be over 2000 at the time. The initiative involved a process of moving rough sleepers from the streets of central London through regular contact by voluntary sector outreach and resettlement workers funded by the initiative. Workers sought to persuade people to take up offers of accommodation provided by housing associations and funded by the RSI. The RSI was extended in 1993 for a further three years. A report concluded that while the initiative was successful in providing accommodation for several thousand people who had a history of rough sleeping, it had not achieved its objective of making it unnecessary for anyone to sleep rough in central London. In 1996, RSI phase 3 was announced, extending the initiative to areas outside London which could demonstrate a problem with rough sleeping that could not be tackled with existing resources, which included Brighton and Hove.

1996 also saw another Housing Act which brought in a number of further changes to the law pertaining to tenants and landlords, sharpened the definitions of 'priority need' categories under which people qualified for social housing and introduced changes to Housing Benefit administration. For the first time 'local reference rents' were introduced which enabled some local authorities to limit the amount of housing benefit paid to a maximum 'local reference rent' set by the Valuation Office. With the introduction of 'Local Housing Allowance' in 2008, this has subsequently been rolled out nationwide and benefits for housing are no longer based on the amount of rent actually paid by the tenant (with reference to their housing need).

In 1996, further social security amendments introduced the Single Room Rent policy for under 25 year olds, which meant that the maximum amount of HB that young people could claim was enough to cover only a room in a shared dwelling and not self-contained accommodation. This led to a big reduction in access to housing as people on HB could no longer afford to live in much of the private rented sector, and landlords became increasingly reluctant to take tenants on HB. Evidence suggests that many young people were pushed into more marginal forms of housing such as friends' floors. Single Room Rent policy was amended in 2001 in response to criticism, but although the changes led to a reduction in the average shortfall between HB and rent paid, there was little effect on access to accommodation. In 2012, single room rent policy has been extended to all single people without dependents who are under the age of 35.

Current (August 2012) local reference rents in Brighton and Hove are as follows:

Locality	One room (board)	One room (shared facilities)	One room (self-contained)	Two rooms	Three rooms	Four rooms	Five rooms	Six Rooms
VOA local reference rent	£119.64	£85.00	£113.12	£155.77	£213.46	£242.31	£305.77	£382.50

**1997-2010**

1997 saw the election of a Labour government and one of their first activities was to set up the Social Exclusion Unit (SEU) with a remit to look in detail at a number of social problems, including rough sleeping. The existing Rough Sleepers initiative was extended for a further two years. A year later the SEU set a target of reducing rough sleeping by two thirds by 2002. The Rough Sleepers Unit (RSU), headed by Louise Casey, was established within DETR in April 1999 and assumed responsibility for national rough sleeping policy from September 1999. The Unit was set the task of implementing the recommendations of the Social Exclusion Unit by working on a radical new approach to help vulnerable rough sleepers off the streets, rebuilding the lives of former rough sleepers and preventing the new rough sleepers of tomorrow from developing.

The RSU approach centred on: forming 'Contact and Assessment teams' to work with people on the street; piloting emergency response teams to work with rough sleepers with acute mental health or medical needs; funding 60 new specialist workers to help rough sleepers with alcohol, drug or mental health problems; and

funding for over 850 hostel beds with additional specialist help, 1,000 new housing association homes in London and a further 4,000 beds nationwide. In addition the unit was tasked with tackling prevention, so that particularly those leaving care, prison, and the armed forces did not end up sleeping rough.

In 2001, 'priority need' status was expanded to include all homeless 16 and 17 year-olds fleeing harassment or domestic violence, and vulnerable people from an institutional or care background, so that they too could be considered for social housing. But priority need was not extended to entrenched rough sleepers, as suggested by some organisations, and Local Authorities were not provided with sufficient additional resources to accommodate these additional clients.

A new Homelessness Directorate was established in January 2002 'to bring together and invigorate existing work to help homeless people', as well as develop new work to help prevent homelessness, and investigate its underlying causes. The Directorate brought together the RSU, Bed & Breakfast Unit and a new team to advise local authorities on tackling homelessness.

The multi-agency outreach approach of the Rough Sleepers Unit continued throughout the 2000s, and following the review of 10 years of activity on rough sleeping the then Labour government announced in 2008 a new goal to end rough sleeping by 2012, with the release of 'No One Left Out: Communities ending rough sleeping'. This paper recommended action, advice and assistance across England to prevent the flow of people onto the streets, as well as to support those already there to get off the streets into stability. The plan called on communities to get more involved in supporting those in their area at risk of rough sleeping, to help stop the flow onto the streets, ensuring that the right resources reach the right people at the right time.

In London, Boris Johnson established his own initiative 'No Second Night Out' in 2010, which has since been expanded nationwide.

One other area of housing law has also affected the availability and quality of rented housing. In 2004 a further Housing Act introduced new minimum standards of decency for housing and licensing of HMOs (houses in multiple occupation). While the intentions of the Act were admirable, to improve the quality and safety of rented housing and especially HMOs, one unfortunate side effect has been a fall in the supply of this type of affordable accommodation, with some landlords reducing occupancy numbers (sometimes with illegal evictions) to avoid having to register the property; reconfiguring to self contained flats; or in some cases selling up altogether.

## 2010 onwards

The election of the coalition government in 2010 has seen some changes in overall policy direction, and although funding for activity on homelessness was supposed to remain mostly unaffected, as local government overall budgets have been slashed inevitably services have been affected. Cuts in housing benefits have included introducing harsher limits to the amount of benefits paid and extending single room rents to all under-35 single claimants.

In addition to this, there have been significant reductions to funding for Supporting People grants nationally, with Homeless Link warning that their 'monitoring ... shows an anticipated average loss of 30% of funds and 20% of beds from April [2011]. In some parts of the country this looks set to rise to 30% or 40% or more.' Around 21% of councils were believed to have cut their Supporting People budgets disproportionately. Housing minister at the time, Grant Shapps, called on local authorities not to divert Supporting People funding away from housing related support services, but with the squeeze on budgets, cuts to services have been inevitable.

The Universal Credit will replace six of the main means-tested benefits and tax credits in 2013 and will place further limits on housing benefits. Over 70 organisations have expressed concerns with the change, including worries about the transition to monthly payments and concerns that the internet based administration will leave many claimants who do not have access to the internet adrift.

Data from Autumn 2011 shows that nationally, rough sleeper numbers have risen by almost a quarter since Autumn 2010 from 1,768 to 2,181, with charities warning that these numbers represented "the tip of the iceberg" and predicted "the worst is yet to come."

Timeline: policy changes and local activity affecting rough sleepers

Policy theme	Time	Legal and policy changes affecting rough sleepers	National policies to help rough sleepers	Local activity affecting rough sleepers
<b>'Rogues, vagrants and vagabonds' – containment and control</b>	1349	First vagrancy statute		
	1824	Vagrancy act 'for the punishment of idle and disorderly persons, rogues and vagabonds'. It is still in force, though much amended by subsequent legislation.		
	1834	Poor Law amendment provides penal treatment for paupers based on the 'workhouse test'	Separate 'casual wards' set aside in workhouses for 'vagrants'	
	1870			Brighton YMCA founded and from base in Steine House provided accommodation and other facilities for single people such as servicemen and apprentices.
	1930	Poor Law officially abolishes the 'work-house test' and the term 'pauper'.	Public assistance committees take over from Poor Law Guardians	
<b>Large hostels dominate</b>	1948	National Assistance Act (NAA) gives Local Authority Welfare departments a legal obligation to provide: "temporary accommodation for persons who are in urgent need thereof"	Casual wards develop into Reception Centres to provide emergency accommodation under the NAA	
	1967			Brighton YMCA begin to accommodate homeless people including families at their base in Steine House
	1968			Brighton Hostel, forerunner of BHT, set up in a single house in Islingword Road, providing shelter to single homeless people. Drinking was tolerated on the premises.
	1971			Soup run started in association with Cyrenians.
	1972			Brighton Hostel compiled report on street homelessness eventually leading to standing conference on homelessness.
	1975			Brighton YMCA becomes a housing association

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<i>Start of move away from large hostels</i>	1976		Reception Centres known as Resettlement Units from 1976	BHT becomes registered housing association
	1977	Housing (Homeless Persons) Act excludes most single people from a right to housing		Hostel moved to new premises at Dorset Gardens and name changed to Brighton Housing Trust. 2 warden and 9 residents. First fieldworker to organise soup run and provide support and advice.
	Late 1970s	Unemployment starts to rise, causing increase in young single homeless people		
	1980	Housing Act 1980 grant 'right to buy' to council tenants, leading to a big fall in the availability of social housing	Housing Corporation announces Hostels Initiative to replace large hostels with smaller special needs housing and hostels	Hostel in Dorset Gardens becomes the Dry House, BHT's first addiction service.
	1981			Housing Advice Centre opens in Ditchling Rise.
	1982	Drake et al publish 'Single and Homeless', providing evidence that homelessness was not the result of personal failure but related to inadequate housing supply	Start of move away from large hostels	BHT take over management of First Base Day Centre from PACT
	1983			
	1984	Old mental health institutions begin to be closed, bringing in 'Care in the Community'. But community care infrastructure is inadequate.		First Base moves to Montpellier Place. But BHT's proposed wet shelter in Carlton Hill is rejected by councillors
	1985	New law limits length of time supplementary benefit pays board and lodging for under 26 claimants.	Government announces closure of 23 resettlement units. Changes to Board and Lodgings Payments lead to an increase in youth homelessness	Dorset St proposals shouted down at a planning meeting.
	1986	Housing act 1985 defines homelessness and places statutory duty on Local Authorities to house those in 'priority need'		Father Alan Sharpe starts letting 'tramps and winos' sleep in St Patricks Church after one bitterly cold February night. George Williams House opened by YMCA to provide supported accommodation for vulnerable clients.
	1987		"International Year of Shelter for the Homeless". Hostels Initiative ended	First Base damaged by fire in February and moved for 6 months while Day Centre completely refurbished. Soup Run handed over to church volunteers.
	1988	Social Security Act ends benefits for 16- and 17-year-olds, brings in payment of benefits in arrears and ends 'rent in advance' payments.		Opening of the BHT Resettlement Project. YMCA open William Collier House.

Policy theme	Time	Legal and policy changes affecting rough sleepers	National policies to help rough sleepers	Local activity affecting rough sleepers	
<i>RSI 1 – start of resettlement approach</i>	1989	Housing Act 1988 abolishes security of tenure.	Children Act, part 3 duty to provide care and support to 16-25 year olds proved to be in need.		
	1990	National Health Service and Community Care Act 1990	First Phase of the Rough Sleepers Initiative (RSI) announced together with the Homeless Mentally Ill Initiative as number of people sleeping rough in London estimated at 2,000	New Steine Mews Hostel given planning permission despite protests	
	1991			Census figures show Brighton has 80 rough sleepers, the highest percentage outside London. The 'Spike' DHSS reception centre closed in April .	
	1992			YMCA open Morton Court	
	1993		RSI Phase Two, but still only a London initiative		
	1994			Project Antifreeze established by Christian organisation Off the Fence to serve the needs of homeless people in B&H, with food and clothing	
	<i>RSI 2</i>	1995			YMCA open Fred Emery Court. Friends First establish weekly drop-in at Clarendon Centre providing a meal and warm clothes
		1996	Housing Act 1996. Changes to Housing Benefit. Introduction of local reference rent and Single Room Rent for under 25-year-olds	RSI Phase Three extended to authorities outside London including Brighton and Hove.	'Standing conference on homelessess' reconvened after 12 years. 'War' on street drinking culminates in ban on strong lager sales in St James Street.
		1997	Evidence of negative effect of HB cuts for BHT clients. Labour government elected.	Establish Social Exclusion Unit to examine various aspects of deprivation.	£6million funding includes £5.5m for B&H council to provide homes, hostel beds and outreach workers + cash for drink/drugs and mental health work. Stanley Court opened by YMCA.
		1998		Social Exclusion Unit recommends establishment of Rough Sleepers Unit	Foyer opens for young people. Innovative drop-in GP surgery specifically designed for homeless people (but also for any other local people) opens in Morely Street. St John Ambulance set up Brighton Homeless Service.
<i>RSU: emphasis on joined-up approach</i>	1999	Terraced house price in Brighton hits £100,000. Argus reports 'Single room rent restriction has had a devastating impact on the ability of young people to rent in the town'.	Rough Sleepers Unit publishes 'Coming from the cold' . Government commits to reducing rough sleepers by 2/3 by 2002.	St Patricks 29 bed hostel opens in March in addition to improved 36 bed night shelter.	

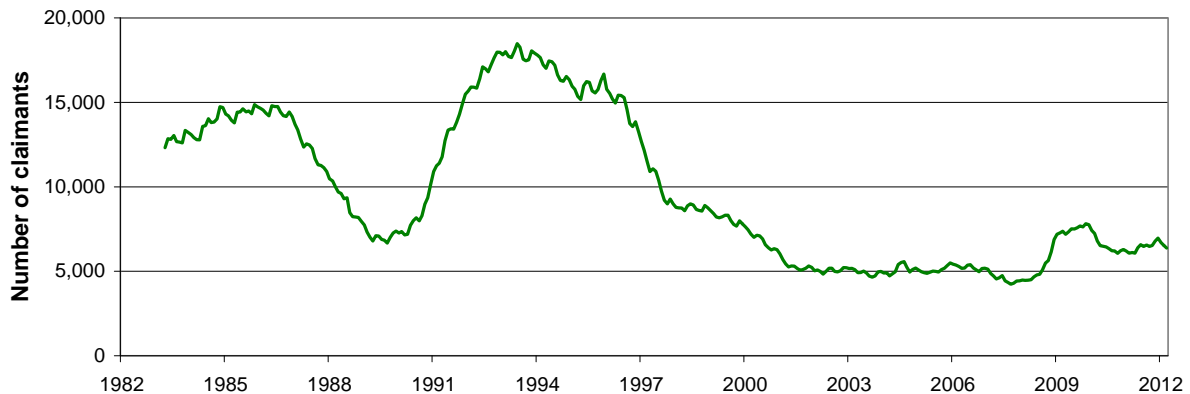


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<b>Assertive outreach and co-ordinating services continues</b>	2000			Helen Keats appointed as Rough Sleeping 'mini tsar' for Brighton. Leslie Best House opened by YMCA.
	2001		Priority need status extended to all 16-17 year olds. Contact and assessment teams set up in B&H by CRI	
	2002	Terraced house price in Brighton hits £200,000	Safe in the City. Homelessness Act 2002: LAs to take a strategic approach to homelessness. RSU announce success in meeting 2/3 target.	Friends First house - 12 bed supported accommodation unit opened in Wilbury Road. Friends First register as a charity.
	2003		Supporting People programme introduced to fund housing-related support services for vulnerable client groups.	
	2004	Housing Act 2004 introduces minimum standards of decency and licensing of HMOs (houses in multiple occupation)		
	2005			B&H Housing needs survey shows that 1) average price of flats and terraced houses have risen by 91% and 66% since 2000 2) 67% cannot afford private rental and home ownership is beyond the reach of 80% of concealed households
	2006		Hostels capital improvement programme 'Places of Change' announced. Provides funding for major renovation of First Base as well as other rough sleepers services in Brighton	
	2007		National Youth Homelessness Scheme launched, led by YMCA and Centrepoint. Adults Facing Chronic Exclusion (ACE) programme established by Cabinet Office.	
	2008	Roll out of Local Housing Allowance (LHA) to replace Housing Benefit LHA can't be paid direct to landlords unless tenant is classified as 'vulnerable' leading to rent arrears in some cases		Friends First start homeless gardening and rural skills project at Wiston Estate.
	2009		Policy focuses on homelessness prevention and meeting housing need for (ex)offenders	

Policy theme	Time	Legal and policy changes affecting rough sleepers	National policies to help rough sleepers	Local activity affecting rough sleepers
<p style="color: red; text-align: center;"><b>Coalition government: 'No second night out' nationwide</b></p>	2010	Election of coalition government.		Renovation work starts on First Base day centre and service is temporarily moved. Friends First open 'growing together' gardening/rural skills project, on 6 acres of W Sussex farmland.
	2011		No Second night out: Boris Johnson's rough sleepers initiative expanded nationwide. Continues assertive outreach approach with coordination of services.	Friends First Farmhouse project now offering a full working day to homeless clients wanting to get work experience.
	2012	Shared room rate extended from under 25s to under 35s from April 2012	'Social impact bonds' - latest approach involves 'payment by results' for charities who successfully work with rough sleepers.	
	2013	Introduction of Universal Credit - further restrictions on amount of rent that can be claimed. Changes to non dependent deductions likely to act as push factor for young people who's families are struggling to keep them in the house.	Cuts to local housing allowance likely to make access to private rented sector even harder	

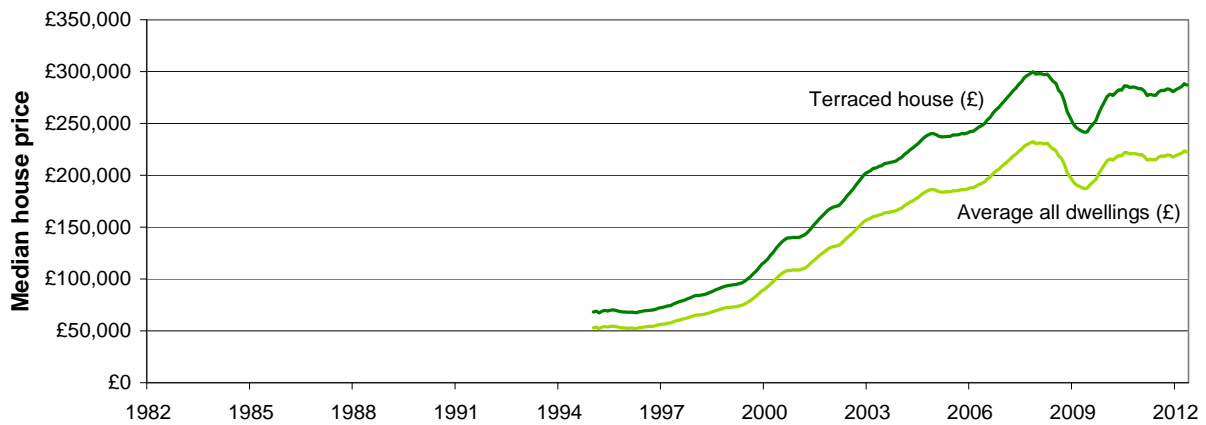
#### 4: Other useful contextual information:

##### Job Seekers Allowance claimants in Brighton and Hove since 1983



Source: DWP via Nomis JSA Claimant count data

##### Median House prices from 1995



Source: HM Land registry

##### Rent levels and local reference rents, 2012

Rent levels (valuation office)				Reference rent levels used for housing benefit calculation	
Type of accommodation	Lower quartile	Median	Upper quartile	Type of accommodation	Local reference rent
Room	£80	£89	£96	Room with board	£118.14
				Room only with shared facilities	£83.50
Studio	£114	£127	£138	One room (self-contained)	£110.62
1 Bedroom	£150	£162	£179	Two rooms	£155.77
2 bedrooms	£192	£219	£254	Three rooms	£210.58
3 bedrooms	£242	£277	£322	Four rooms	£242.31
4 bedrooms or more	£340	£385	£450	Five rooms	£305.77
				Six Rooms	£375.46
<b>Average all property types</b>	<b>£142</b>	<b>£190</b>	<b>£277</b>		

Source: Valuation Office Agency

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