All Party Parliamentary Group on Ending Homelessness



<u>Formal Meeting Minutes – Roundtable on Ensuring an Inclusive</u> <u>End to Homelessness</u>

23rd April 2025, 10:00am - 11:30am, Room Q, Portcullis House

Attendees

Parliamentarians;

Rushanara Ali MP (Homelessness Minister), Paula Barker MP, Bob Blackman MP, David Smith MP, Emily Darlington MP, Harpreet Uppal MP, Neil Duncan-Jordan MP, Baroness Penn.

Parliamentary Staff;

Hattie Shoosmith (Office of Bob Blackman MP), Ken Jones (Office of Margaret Mullane MP), Theo Hunt (Office of David Smith MP).

Speakers;

Adam Pemberton Wickam (CEO, akt), Laura, (Expert by Experience, akt), Polly Stephens (Head of Policy, Impact & Partnerships, New Horizons Youth Centre), Lisa Doyle (Head of Policy and Public Affairs, Centrepoint) Jess (Youth Ambassador, YMCA), Lucy Campbell (Head of Multiple Disadvantage Service Transformation and Domestic Abuse Organisational Lead, Single Homeless Project), Georgia Leith (Senior Research & Evaluation Officer, Crisis), Manoel Filho (Peer Researcher, Crisis).

Steering Group;

Catherine Flay (Restart Lives), Sam Dalton (Emmaus UK), Seb Klier (Shelter), Dan Dumoulin (Depaul UK), Ade Bakare (National Housing Federation), Jen Gauden-Hand (Oasis Community Housing), Toni Warner (Single Homeless Project), Holly Colman (Only A Pavement Away), Frances Breeveld (New Horizon Youth Centre),

Others;

Troy Fores Masculet (MHCLG), Stephanie Larnder (MHCLG), Shamir Dawood (Helium Capital)

Secretariat;

Rosie Perkins (Crisis), Matt Bold (Crisis), Kate Eagles (Crisis), Abbie Sutcliffe (Consultant to Crisis).

Minutes

Welcome and introduction

David Smith MP (Vice Chair of the APPG for Ending Homelessness) **David Smith MP (Vice Chair)** welcomed and thanked everyone for attending the meeting and outlined his experience running a homelessness charity before being elected as an MP.

Explained that this is the fourth and final meeting in a series of roundtables organised by the APPG to gather evidence to support the Government's development of the cross-departmental strategy on ending homelessness.

During previous roundtables we have discussed the principles that should underpin the cross-government strategy for ending homelessness. These have been defined as;

- 1. Rapidly rehousing people in safe, settled and genuinely affordable homes with appropriate support.
- 2. Providing urgent support to tackle the worst forms of homelessness.
- 3. Preventing homelessness before it occurs

In line with these principles the APPG has explored learnings from housing-led initiatives such as Housing First and examined how these can be scaled up nationally, and we have heard how there is a need for long-term funding settlement and cross-departmental working to end homelessness once and for all.

After each meeting the APPG has summarised its findings in a letter to the Inter-Ministerial Group on Homelessness to inform its work on the homelessness strategy.

This meeting will bring together experts from the sector and those with lived experience to discuss how and why the current system is failing to provide person-centred support to end people's homelessness. We will do this by considering specifically how the system is currently failing groups at greater risk, such as women, young people, LGBT+ people, and people from ethnic minority backgrounds, and we will look at look at how the cross-government homelessness strategy can deliver an inclusive end to homelessness for everyone.

Speech by Minister

Homelessness Minister, Rushanara Ali MP **Rushanara Ali MP** opened by thanking representatives present from across the homelessness sector and the APPG for their work and outlined the importance of collaborative working between parliamentarians, the sector and the Government.

The Minister highlighted that the homelessness crisis has worsened over the last decade and a half with 164,000 children now living in temporary accommodation and the number of people rough sleeping having increased by 164% since 2010.

The Minister outlined how an inclusive end to homelessness is an issue close to her heart, having undertaken her university dissertation on race and housing in Tower Hamlets.

She recognised the challenges faced by the not-for-profit sector and local government over the last decade with limited funding and stated that this was why the Government took immediate action to increase funding for councils.

She stated that the work of the Inter-Ministerial Group on Homelessness and Rough Sleeping, chaired by the Deputy Prime Minister, with the focus on the manifesto commitment to getting back on track to ending homelessness, will not be straightforward.

She added that the 1.5 million home building programme is absolutely key to resolving the housing crisis, and that within that we need to make sure there is funding and support available for social and affordable housing, noting that we are not going to be able to address the homelessness crisis without a supply of social housing in particular. She also added that having adequate affordable, decent housing has a knock-on effect on the rest of the economy and on health.

The Minister outlined recent funding announcements on homelessness and housing including:

- £1.25 billion Local Authority Housing Fund for 7,000 homes by 2026.
- Additional £80 million for a further 2,700 homes by 2026.
- £2 billion to deliver up to 18,000 affordable and social homes in this Parliament.
- £233 million additional homelessness funding taking the total to a record £1 billion.
- £60 million in winter pressures funding.
- The rough sleeping recovery and prevention grant.

She detailed that the Government is also consulting on the Homelessness Prevention Grant, the formulae for which have not been updated for a very long time.

On what the Government is already doing to end homelessness, she said the Renters Reform Bill will end Section 21 'no fault' evictions, which is one of the leading causes of homelessness. She also spoke about the Government's goals to end the use of nightly-paid bed and breakfast accommodation and the launch of the Emergency Accommodation Reduction Pilots that are backed by £8 million.

On the topic of this particular roundtable, the Minister highlighted that some people are particularly at risk of homelessness including young people, LGBTQ people, people with an ethnic minority background, and women.

She highlighted the issues with data collection on the number of women sleeping rough and stated that work that is underway to make improvements to this.

She also highlighted that the Children's Wellbeing and Schools Bill will mean no care leaver can be found to be intentionally homeless, and that the Government's national youth strategy will take the needs of young LGBTQ+ people into consideration.

The Minister added that she has been working closely with colleagues in DHSC, including the Care Minister Stephen Kinnock MP, to explore the joint agendas they need to work on, particularly those related to supporting people that are homeless and ready for hospital discharge and need an integrated system of support to facilitate this.

She also stated that one of the earliest things the Department did was to work with the Home Office to temporarily increase the move-on period from 28 days to 56 days allowing refugees more time to transition from Home Office accommodation to their own accommodation.

In closing, she encouraged those present to make representations to the Inter-Ministerial Group.

Key points:

- The homelessness crisis has been consistently worsening over the last decade, with 164,000 children in temporary accommodation and rough sleeping up by 164% since 2010.
- The Government has committed significant funding, including £1.25 billion for 7,000 homes by 2026, £2 billion for 18,000 affordable homes, and £233 million in additional homelessness funding.
- Social and affordable housing is critical in solving the housing
- The Government has already taken steps to end Section 21 'no fault' evictions and reduce emergency accommodation use.
- Vulnerable groups like young people, LGBTQ+ individuals, people from ethnic minority backgrounds, and care leavers are at high risk of homelessness.
- Cross-government working is crucial to end homelessness for these groups.

Questions and answers with the Minister

David Smith MP shared frustration at receiving funding in one-year settlements during his time running a homelessness charity and the challenges this caused, including the inability to plan for the medium- to long-term regarding both workforce and the support they could provide. He asked what the Inter-Ministerial Group can do to tackle the issue of short-term funding.

The **Minister** related to this challenge from her experience running charities and said she regularly speaks to officials in the Department about it. She said that plans to establish a consolidated multi-year local government finance settlement will help address this.

Paula Barker MP asked if there is any indication that the Spending Review will allow cross-departmental budgets to end siloed working on homelessness.

The **Minister** responded that the Government's missions-led approach allows it to consider issues holistically and that the Inter-Ministerial Group is an example of this working in practice. She added that it takes time to change the way systems work but that this is the intention. Within the homelessness strategy the Inter-Ministerial Group is working across departments to see where they can align interests as closely as possible.

Seb Klier from Shelter asked whether the Government is considering specific social and affordable housebuilding targets within its overarching target to build 1.5 million new homes.

The **Minister** said the Government had made it very clear that it wants to see record investment in social and affordable housing and that changes to the planning system will be key to meeting this target, as well as giving local government the ability to play a much more active role in this agenda through hallowing them to retain 100% of Right to Buy receipts.

Polly Stephens from New Horizons Youth Centre asked if the Government is planning to make the extension of the move-on period to 56 days permanent.

The **Minister** said that the Home Office is leading on this and will make the decision on whether to make this change permanent following a review.

Baroness Penn asked if the Government had any plans to disaggregate its plans for social housing from those for affordable housing in general. She also asked how the homelessness strategy will deliver the step change needed to progress towards ending homelessness.

The **Minister** said it was too early to say what in the strategy would deliver a step change towards ending homelessness as the Inter-Ministerial Group was still in the evidence gathering stages. She noted that the main challenge will be financial restraints, but that prevention will be a key focus, and funding will be re-focussed on this.

She added that alongside the work the Government is doing on the strategy, it is taking immediate action to identify where it can support local authorities to prevent homelessness and where it can make small changes that can have a big impact.

Dan Dumoulin from Depaul UK welcomed the Supported Housing (Regulatory Oversight) Act 2023 stating that this would help tackle roque

providers, but asked whether the Government would consider exempting commissioned providers from the licencing regime, given that there is already extensive oversight on regulation of these providers.

The **Minister** stated that the Government is very clear that the licencing scheme is intended to drive out bad actors within the sector and that it wants to ensure that good providers are able to function effectively.

Shamir Dawood from Helium Capital asked what he and others in the private sector can do to support the Government and those in the third sector.

The **Minister** said that the private sector can play an important role in supporting charities and that collaboration is crucial. She added that investment in housebuilding is also key.

David Smith MP asked if the Minister would come back to speak to the APPG once the strategy is published – to which the Minister agreed.

Speeches by Panellists

Adam Pemberton Wickam (CEO, akt)

& Laura (Expert by Experience akt) **Adam** said that, despite advances in the lived experience of LGBTQ+ people in recent decades, everyone is not at equal risk of homelessness, adding that LGBTQ+ young people (and trans and non-binary young people in particular) still face increased risks of losing their home – 30,000 LGBTQ+ young people seek help every year.

Research akt published in March shows that:

- LGBTQ+ people are twice as likely to experience hidden homelessness (e.g. sofa surfing, squatting) as non-LGBTQ+ peers, and this increases again if you are trans.
- Many homeless young LGBTQ+ people have also experienced familial domestic abuse but are not always considered for priority status in housing applications.
- Few housing services cater specifically to LGBTQ+ young people and most don't see it as a priority.
- Government data underestimates LGBTQ+ homelessness, failing to capture its breadth and complexity.
- Trans young people are particularly vulnerable as well as LGBTQ+ young people from Black, Brown and People of Colour communities.

akt recommends improving the collection of homelessness data on young LGBTQ+ people; revising the homelessness code of guidance;

and amending the 1996 Housing Act to include young LGBTQ+ people as a group to be considered when designing services. The report also makes recommendations for local authorities, providers of housing and homelessness organisations working with young people.

Speaking about the impact of last week's Supreme Court ruling on the work akt does, Adam outlined that they know from both research and day to day experience that very few housing providers specifically cater to LGBTQ+ young people, including trans young people, and most don't see them as a priority. akt's understanding is that the ruling doesn't prevent housing providers from choosing to be trans-inclusive but it is concerning that it might be interpreted it that way.

He added that the ruling makes akt's casework harder. For example, if it is supporting a young trans woman with nowhere to go, a local authority might offer them an all-male hostel which, on the basis of the ruling, they consider to be an appropriate place to live. When this is refused, then the local authority could claim to no longer have a duty to accommodate that young person. He added that the same could apply to refuge accommodation, leading vulnerable trans people fleeing familial domestic violence to have nowhere to go.

He warned that if these things happen more often, then akt's ability to find a safe and secure place to live for trans young people who are homeless, at risk of homelessness or living in hostile environments will become even harder.

He added that there will likely be even more hidden homelessness – more sofa surfing, staying in unsafe places and potentially more rough sleeping – and pressures will increase on already stretched organisations like akt to support or accommodate them.

akt will continue to be there for them and work with young people based on how they identify.

Laura spoke about their experience of finding themselves without a home unexpectedly following a conflict with their father. They spoke about not feeling accepted and not being able to truly express themself within the family home.

They spoke about how chaotic the situation felt and how they moved between family members for a while before moving back in with their father as they felt they had no choice, highlighting how many LGBTQ+ people find themselves living in hostile environments.

They described feeling like they were trapped in their bedroom and how they hoped that in the future they would be able to move out to a place of their own with the support of akt.

Key points:

- LGBTQ+ young people, especially trans and non-binary individuals, face higher risks of homelessness, with 30,000 seeking help each year.
- Many LGBTQ+ youth struggle to access housing, and those with domestic abuse backgrounds often don't get priority housing.
- The report recommends better data collection, updates to the homelessness code of guidance, and changes to the 1996 Housing Act for LGBTQ+ young people.
- The recent Supreme Court ruling may limit trans-inclusive housing, making it harder for trans youth to find safe accommodation.

Lisa Doyle (Head of Policy and Public Affairs, Centrepoint)

Jess (Youth Ambassador, YMCA),

& Polly
Stephens
(Head of
Policy, Impact
& Partnerships,
New Horizons
Youth Centre)

Lisa outlined that Centrepoint data showed that in 2023/24 over 118,000 young people presented as homeless or at risk of homelessness to their local authority – up 10% compared to the previous year. Just 67% of those young people then had a homelessness assessment, indicating that a large number of young people are likely to be falling through the net. She added that this is likely to be an underrepresentation of the true numbers of young people who are homeless, as many do not go to the council for help.

She explained that causes of homelessness for young people are very different to those for the rest of the population. 50% is caused by family or friends being no longer able to accommodate them. 10% is due to domestic abuse.

She added that this is important to consider when looking at prevention – ending Section 21 'no fault' evictions will have little impact on reducing youth homelessness. Instead, the Government needs to focus on innovative prevention work related to maintaining family relationships.

She said it is also important to consider young people when considering routes out of homelessness. Young people face particular disadvantages with lower benefits and minimum wages as well as only being entitled to the shared accommodation rate of Local Housing Allowance. There is also a scarcity of properties for single people, which young people tend to be. More one-bedroom properties are desperately needed.

Jess described how her relationship with her parents broke down and she was asked to leave home. She described feeling lost, rejected, scared and alone whilst moving between B&Bs and sofa surfing at friends' houses. She said that looking back this was unsafe and that she didn't know how to take care of herself.

She described how she found supported housing when she returned to college and started to rebuild her life. Though she quickly realised that being young made it harder for her to get the support she needed. She spoke about being expected to live on less money if you are under 25 even if you are living alone in supported housing and trying to survive

without a family network. She outlined that Universal Credit and Jobseekers Allowance gives you less money simply because of your age, meanwhile someone who is older could be living at home still and be receiving more money.

She also highlighted that waiting lists for mental health services for young people, especially CAMHS, are really long. She said young people are crying out for help and being left waiting for months or even years.

She said that young people are being told to be independent but cannot even access the basics.

She also spoke about the barriers to work whilst on benefits and how it felt impossible to move forward. She said that whilst living in supported housing there was not any point in her getting a job as all of the money would have gone on rent and the support. She described feeling stuck and punished for trying.

Jess spoke about how she now lives in a social home and how she feels incredibly grateful but also stuck in a different way. She said she wants to move to a new area that would allow her to grow and build a future, but if she moves she could lose the only stable housing she has. She described feeling torn between staying where she is, even though there is nothing for her there, or risking everything for a better future.

She said that the YMCA was the one place that has truly supported her. They didn't treat her like a number, instead they listened, adapted and helped her to see that success doesn't just come in one form.

She said young people like her have potential and need the right support to reach it, adding that they need affordable, good quality housing, equal pay and benefits no matter your age, better support in schools for those experiencing family breakdowns, and proper funding for councils to prevent homelessness before it starts.

Polly talked about the 'Youth Homeless Chapter' campaign that is making the case that youth homelessness is a specific problem that needs specific solutions and that this should be addressed through a specific chapter within the cross-government strategy that acknowledges this.

She stated that the current system doubly discriminates against young people. Overnight you are an adult that is expected to find your place in the world, work and contribute to society, but we treat young people like children, by giving them lower wages and benefits and by telling them they don't qualify for the single accommodation rate of Local Housing Allowance no matter what their background might be.

She said that young people are our best demographic to focus on as Centrepoint data shows we waste £8.5 billion per year by not investing in solving youth homelessness. Government data shows that over 50% of entrenched rough sleepers first experience homelessness before the age of 25. In an environment where every penny of public spending has to count, investing in youth homelessness and young people as a cohort could be one of the smartest, most evidence-based options.

Key points:

- In 2023/24, over 118,000 young people were at risk of homelessness, but only 67% received an assessment, indicating many fall through the cracks.
- Youth homelessness is primarily caused by family breakdowns (50%) and domestic abuse (10%), requiring a focus on prevention through family support.
- Young people face barriers like lower benefits and minimum wages, and a lack of affordable one-bedroom housing, making it harder to escape homelessness.
- Jess shared her experience of homelessness, highlighting issues like insufficient benefits, lack of support, and barriers to work, stressing the need for affordable housing and better services.
- Polly advocated for a "Youth Homeless Chapter" in the Government's homelessness strategy, arguing that addressing youth homelessness could save £8.5 billion annually.

Lucy Campbell (Single Homeless Project)

Lucy spoke about the Women's Census, which is led by Single Homeless Project and Solace Women's Aid.

She outlined that she was speaking on behalf of the 88 local authorities that took part in the census last year as well as the 50 homelessness, violence against women, health and substance use organisations that support the asks she is outlining too.

The Women's Census is an annual action research project designed to better understand the scale of women's rough sleeping. It was developed in recognition of the fact that women are underrepresented in government data on rough sleeping as the ways in which women rough sleep often falls outside of the Government's definition of what rough sleeping is. This means women are missed off snapshot counts and missed during outreach efforts year-round.

She outlined the headline findings from the 2024 census, which revealed that there could be more than ten times the number of women rough sleeping in England than government data suggests.

She stated that homelessness initiatives are failing to reach and support women as the scale and nature of the problem is being ignored. Women are not a minority group within homelessness – they are overrepresented in temporary accommodation, and hidden homelessness, which is widely acknowledged as the form of

homelessness most predominantly experienced by women, is yet to be quantified by the Government at all.

The previous government's 'Ending Rough Sleeping for Good' strategy donated just 2 paragraphs to women in a 180 document.

Lucy outlined that the Single Homeless Project's key ask for the Government is to strategise for and fund women's homelessness as a national crisis in its own right. In the same way that we have a Women's Health Strategy, the homelessness strategy must recognise and respond to the unique experiences and trajectories that women have through homelessness.

She added that the organisations behind the Women's Census have a national <u>manifesto</u> which sets out actionable key asks in five priority areas. If these are addressed in the Government's new cross-government homelessness strategy it would be landmark step towards making homelessness policy and provision equitable for women.

She closed by saying that, ultimately, this Government will not be able to end homelessness until it understands how homelessness is experienced by half of the population. Moreover, the Government's aim to halve violence against women and girls within the next decade cannot be realised until women's homelessness is tackled as a distinct and urgent issue.

Key points:

- The Women's Census, led by Single Homeless Project and Solace Women's Aid, highlights that women are underrepresented in government data on rough sleeping.
- The 2024 census shows there could be ten times more women rough sleeping in England than government data suggests.
- Women are overrepresented in temporary and hidden homelessness, yet current initiatives fail to adequately address their needs.
- The previous government's strategy only briefly mentioned women's homelessness, neglecting their unique challenges.
- The organisations behind the Women's Census urge the Government to treat women's homelessness as a national crisis with a dedicated strategy and targeted actions.

Georgia Leith (Senior Research & Evaluation Officer, Crisis),

& Manoel Filho (Peer Researcher, Crisis) **Georgia** outlined the findings of Crisis' <u>report</u> titled 'Where do I belong? Where is home?', published last year, that adds to the growing evidence base highlighting racial inequality in housing in Great Britain today.

She outlined that the data already available points to a shocking overrepresentation of people of colour throughout the sharpest end of our housing system. Compared to white people, people from black and ethnic minority groups are more likely to face no-fault eviction, they are

also more likely to seek support from their local authority and more likely to be failed by support systems and be forced into rough sleeping.

Crisis' report brought to life how this inequality plays out in peoples' own lives. It collected the stories of 58 peoples' first-hand experience of racism and homelessness.

Georgia said that together their testimonies show how complex structural racism in education, policing, health and immigration create extra pressure on people from Black and ethnic minoritised ethnic communities, pushing them further towards and into homelessness.

She added that the stories also highlighted policies and practices in housing services and homelessness services that discriminate – providing people of colour with a worse experience that is disadvantaging them.

For example, Right to Rent checks are often used as an excuse to not to rent people a home they can afford. This law has already been found by the High Court to cause racial discrimination.

She said that the Government's homelessness strategy is a huge opportunity, and it should use this to look at the disproportionate impact of homelessness on people of colour. It should also use the opportunity to look at ways to address this including by looking at Home Office policies that contribute to homelessness, and by looking at better integration between mental health and housing services.

She closed by saying we cannot end or significantly reduce homelessness if we do not address the fact that racism and other forms of discrimination pushes people further towards homelessness and makes it harder for them to leave it behind for good.

Manoel described how as a peer researcher for this report he was researching what he already knew from his own experiences – as racism and discrimination contributed directly to his experience of homelessness.

He said as a mixed-race person in a relationship with a black man, he went to his local authority for help when faced with homelessness. He described the distressing experience he had when viewing temporary accommodation, when he and his partner were told they should shave their heads. He described feeling unable to take up the offer of accommodation because of this.

He said the Right to Rent check gives landlords the power to discriminate and make people homeless, and that this should be abolished.

He added that the local authority team that sent him and his partner to view that temporary accommodation should have ensured that they were safe and that they could access housing no matter what their background.

He described the need to hide his identity and the impact that this had on his mental health and how this led to the breakdown of his relationship with his partner.

He said that over five years he experienced every form of homelessness, and that the most impactful of those was rough sleeping. He said he will never be the same person again after experiencing that.

He described his experience living in poor-quality, unsuitable temporary accommodation that had a massive impact on his mental health.

He expressed how grateful he was to now be living in a social home and how he would like more people to have access to this safe, stable form of accommodation. He welcomed the Government's announcement for more funding on social housing and homelessness, but urged it to go further to turn the tide on homelessness.

Key points:

- Crisis' report highlights racial inequality in housing, showing people of colour are more likely to face eviction, homelessness, and inadequate support.
- Testimonies in the report reveal how structural racism in areas like education and immigration increases homelessness risks for Black and ethnic minority communities.
- Discriminatory practices, such as Right to Rent checks, worsen housing experiences for people of colour.
- The Government's homelessness strategy should address these disparities and improve integration between health and housing services.
- Manoel shared his experience, noting how racism and discriminatory practices, including Right to Rent checks, contributed to his homelessness.

Close of meeting

Bob Blackman MP (Co-Chair of the APPG for Ending Homelessness) **Bob Blackman MP** thanked all of the panellists and highlighted that a key theme from the roundtable series is that every incidence of homelessness is unique and therefore the support must be built on a person-centred basis, ensuring that people are treated as human beings and that staff are trained to recognise unique challenges experienced by certain groups.

A key issue is that policymakers look at the numbers and struggle to look beyond them to the people experiencing homelessness. For example, ending Section 21 evictions will do little to address youth

homelessness as young people struggle to find an affordable place to rent in the first place.

He spoke of the importance of getting the Equalities Office involved in the Inter-Ministerial Group as otherwise the strategy produced may fail to address discrimination that is built in the system.

Another key issue is that when local authorities develop shared housing for single people, these do not count towards their housing targets. This acts as a barrier against councils developing the type of housing most suited to young people experiencing homelessness.

He added that when the Supported Housing (Regulatory Oversight) Act 2023 was passed, it was never the intention to create additional barriers to reputable services supporting people experiencing homelessness.

He said that he had spoken to the Minister about the massive savings that could be made by preventing rogue landlords from ripping off the public sector when providing temporary accommodation.

He outlined that all of the findings from the contributions from across the roundtable series would be collated into a report.

He closed by saying that there is a danger when establishing interministerial groups that there is lots of talk on issues but little action. He called on the Government to take some action urgently, otherwise we will be in the same situation in a year's time.

Key Points

- Homelessness support must be person-centred, as every case is unique and requires tailored solutions.
- Ending Section 21 evictions won't fully address youth homelessness, and staff need training to recognise specific challenges faced by different groups.
- Including the Equalities Office in the strategy is essential, and local authorities face barriers with shared housing not counting towards housing targets.
- The findings from the APPG's roundtable series will be summarised in a report.