

6 Temporary accommodation

6.1 Introduction and summary

In April 2010, a new Housing Benefit (HB) subsidy scheme for customers living in temporary accommodation (Private Sector Leased (PSL), licensed, and bed and breakfast accommodation) was introduced. In order to support the Department's understanding of how temporary accommodation is used by local authorities (LAs), a series of questions (which had previously been asked at Wave 19, and Wave 21) were asked again at Wave 23.

This section of the survey is concerned with Local Housing Allowance (LHA) claimants living in temporary accommodation at the time of fieldwork (October–December 2011). Specifically where:

- accommodation is held on lease or licence from a third party by either a registered housing association or LA;
- the accommodation has been made available to the household in order to either discharge a homelessness duty or prevent homelessness.¹⁶

It is important to note that, although LAs were asked to pass this section of the questionnaire to their Homelessness team, there was still a relatively high proportion of LAs that were unable to provide answers and, therefore, these findings should be treated with caution. Additionally, slight changes in the wording of some of the questions have been made between Wave 21 and 23. Consequently, there has been limited opportunity to make meaningful comparisons with the answers from Wave 19 and Wave 21.

The key findings based on all LAs answering are summarised in this section. These are followed by the main findings, which include charts plus commentary highlighting the key sub-group differences.

6.1.1 PSL and LA licensed temporary accommodation

Thirty-nine per cent of LAs held or had access to PSL properties (where the LA is the immediate landlord, but the property itself is leased by the LA from a private sector landlord) and 47 per cent held or had access to LA licensed properties (LA is the landlord).

When LAs with self-contained units of PSL and LA licensed accommodation were asked to state approximately what percentage of those households contained at least one member in either full or part-time employment¹⁷, 12 per cent said 'none' and just five per cent thought that more than 40 per cent contained someone in employment.

In terms of the property sizes of self-contained PSL and LA licensed temporary accommodation, LAs were most likely to hold properties with two bedrooms (an average of 67 properties across all LAs with self-contained PSL and LA licensed temporary accommodation), followed by three bedrooms (an average of 46 properties across all LAs with self-contained PSL and LA licensed temporary accommodation) and one bedroom (average of 38 properties across all LAs with self-contained PSL and LA licensed temporary accommodation).

¹⁶ It should be noted that separate questions were asked about this type of accommodation depending on whether the claimant's immediate landlord was an LA (rent rebate of HB purposes) or Housing Association (rent allowance).

¹⁷ They were asked to provide an estimate if necessary.

When asked about the suitability in the size of the (PSL and LA licensed self-contained) property in relation to the size of the household, LAs seemed more able to estimate what proportion were about the right size, with approximately half (48 per cent) saying that between 81 and 100 per cent of properties were about the right size.

When LAs were asked to consider the total cases in PSL and LA licensed accommodation (both self-contained and non-self-contained) in April 2010 and April 2011, and state approximately what percentage were placed to discharge a homelessness duty and what percentage were placed in order to prevent homelessness¹⁸, it is clear from the findings that in both 2010 and 2011 the majority of this accommodation was placed to discharge a homelessness duty. In April 2010, 46 per cent of LAs said 81–100 per cent of their PSL and LA licensed temporary accommodation units were placed to discharge a homelessness duty and in April 2011 the equivalent finding was 43 per cent.

6.1.2 Housing Association leased and Housing Association licensed self-contained accommodation

Thirty-six per cent of LAs had access to Housing Association leased properties (Housing Association is the landlord) and 26 per cent held or had access to Housing Association licensed properties (where the Housing Association is the landlord).

When asked approximately what percentage of self-contained units of PSL and LA licensed accommodation contained at least one member of the household in either full or part-time employment, slightly more than a half (55 per cent) did not know; one in eight LAs (12 per cent) said that they did not have any households of this type with someone in employment and just one per cent said 41 per cent or more.

Overall, LAs were most likely to have self-contained Housing Association leased and Housing Association licensed properties with two or three bedrooms (averages of 33 properties with two bedrooms and 27 properties with three bedrooms respectively across all LAs with self-contained Housing Association leased and Housing Association licensed properties).

As with PSL and LA licensed self-contained accommodation, there were high levels of ‘don’t know’ answers for the question about the suitability of the size of self-contained Housing Association leased and Housing Association licensed properties in relation to the size of the household, with LAs seeming most able to estimate what proportion of properties were about the right size.

In terms of the proportions of Housing Association leased and Housing Association licensed temporary accommodation that were used to discharge a homeless duty, the findings suggest that in both 2010 and 2011, this type of accommodation was more frequently used to discharge a homelessness duty than for homelessness prevention. LAs were asked to state the proportions from April 2010, 34 per cent of LAs said 81–100 per cent of their Housing Association leased and Housing Association licensed temporary accommodation units were placed to discharge a homelessness

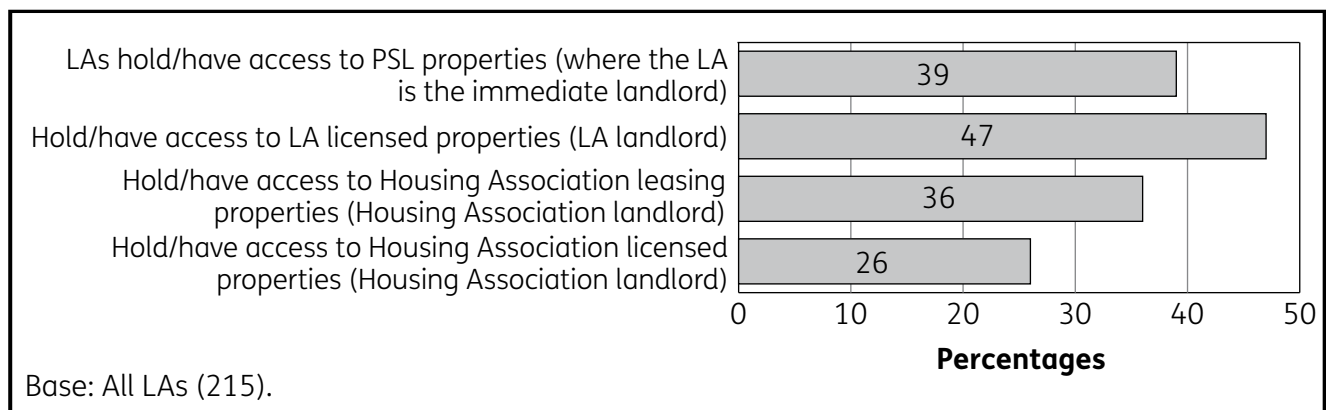
¹⁸ ‘Main homelessness duty’ is owed where the authority is satisfied that the applicant is eligible for assistance, unintentionally homeless and falls within a specified priority need group. Such statutorily homeless households are referred to as ‘acceptances’. Under the Homelessness Act 2002, local housing authorities must have a strategy for preventing homelessness in their district. The strategy must apply to everyone at risk of homelessness, not just people who may fall within a priority need group for the purposes of Part 7 of the Housing Act 1996. Authorities are also encouraged to take steps to relieve homelessness in cases where someone has been found to be homeless, but is not owed a duty to secure accommodation under the homelessness legislation. ‘Homelessness prevention’ means providing people with the ways and means to address their housing and other needs to avoid homelessness.

duty (compared to 11 per cent that were placed for homelessness prevention). LAs were asked the same question but about the situation in April 2011, and the findings were very similar: 35 per cent of LAs said that 81–100 per cent of their Housing Association leased and Housing Association licensed temporary accommodation units were placed to discharge a homelessness duty (compared to ten of LAs that said 81–100 per cent of these units were placed for homelessness prevention).

6.2 Main findings

The following details the main findings and includes charts for all questions plus commentary highlighting the key sub-group differences.

Figure 6.1 Which of the following types of property does your LA hold or has access to for use as temporary accommodation?



Thirty-nine per cent of LAs held or had access to PSL properties (where the LA is the immediate landlord). London Boroughs (86 per cent), Scottish LAs (70 per cent), Welsh LAs (60 per cent) and LAs in the South West (50 per cent) were significantly more likely to have said they held or had access to this type of property than other regions. LAs with high caseloads were more likely to hold or have access to this kind of property than those with low caseloads (48 per cent versus 32 per cent respectively).

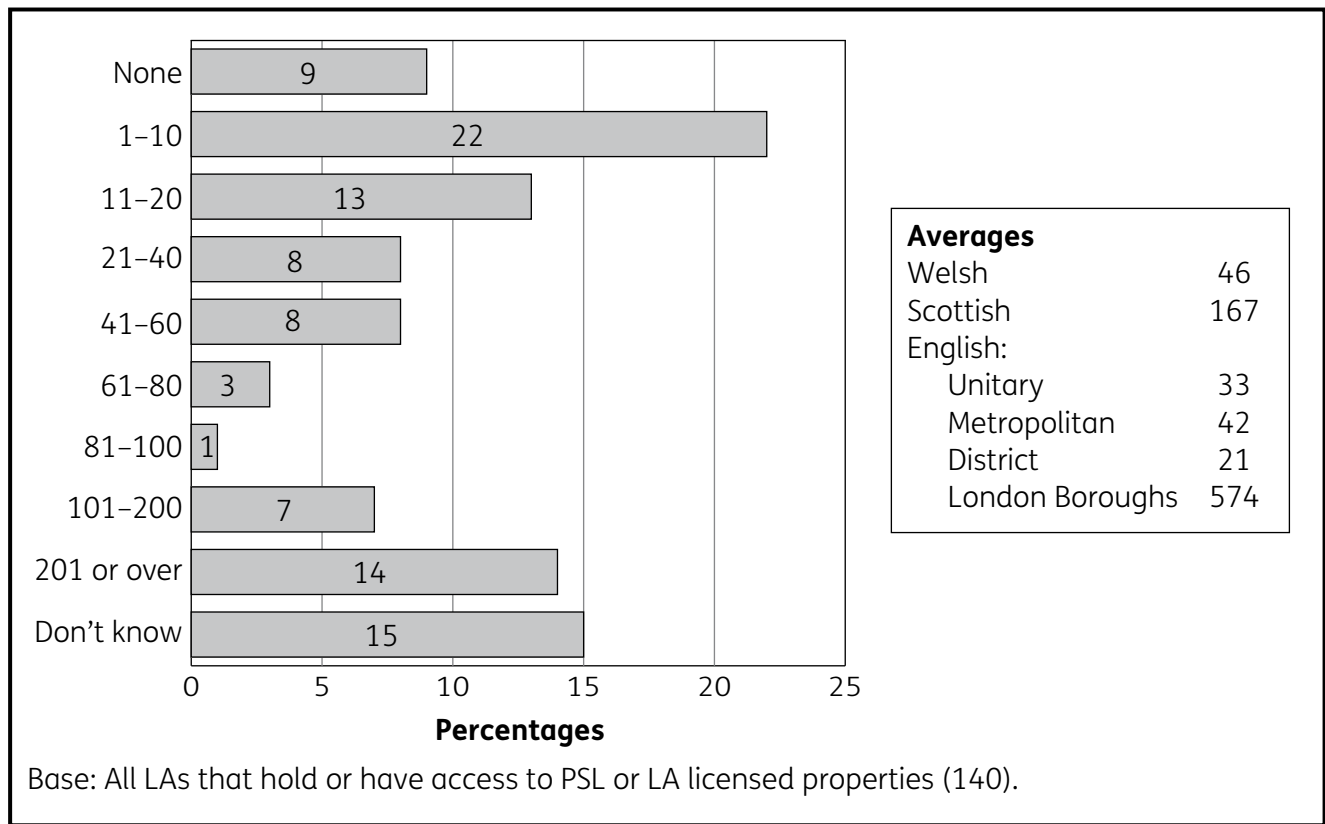
Forty-seven per cent held or have access to LA licensed properties (LA is the landlord), although this rose to 68 per cent within English unitary authorities and 62 per cent in London Boroughs. LAs with high caseloads were also more likely to have LA licensed properties than were those with low caseloads (63 per cent versus 36 per cent respectively).

Thirty-six per cent have access to Housing Association leasing properties (Housing Association is the landlord). The proportion of LAs that held or had access to this type of property was significantly greater for LAs in the following areas:

- London (76 per cent);
- Wales (60 per cent);
- South East (55 per cent).

Approximately a quarter (26 per cent) held or had access to Housing Association licensed properties (where the Housing Association is the landlord).

Figure 6.2 How many self-contained¹⁹ units of PSL and LA licensed accommodation does your LA currently hold an interest in?



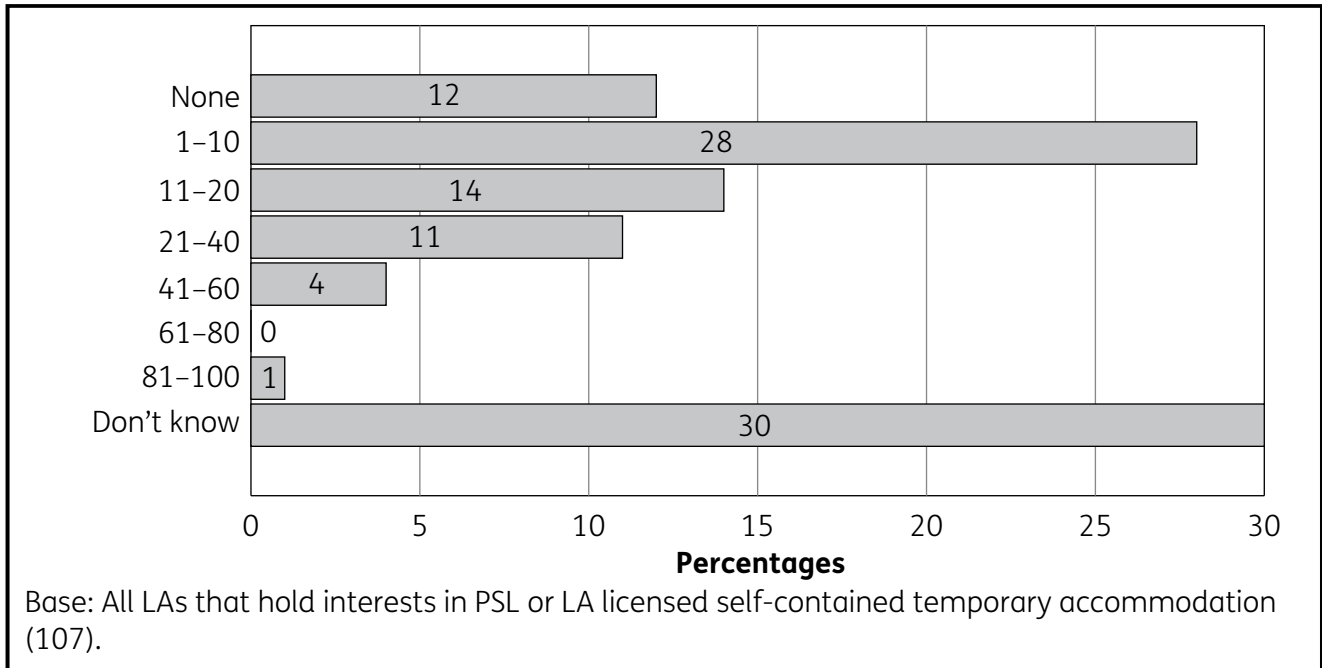
The LAs that held or had access to PSL and LA licensed temporary accommodation were asked about the number of self-contained properties of this type that they held an interest in with responses as follows:

- Around one in seven LAs (15 per cent) were unable to tell us how many self-contained temporary accommodation properties they held an interest in;
- Nine per cent said they had ‘none’ of this type of property;
- Around two in five (43 per cent) had 40 or less self-contained properties;
- 12 per cent had between 41 and 100;
- 21 per cent had 101 or more.

London Boroughs held interests in significantly higher numbers of this type of property than all other types of LAs with an average of 574 units of PSL and LA licensed accommodation, in contrast to, for example, English districts where an average of 21 units was recorded. Scottish authorities, though not high in comparison to London Boroughs, also held interests in significantly higher numbers of these kinds of units than most types of authorities with an average of 167.

¹⁹ Accommodation is self-contained if the household is not required to share either a kitchen, a toilet or a bathroom.

Figure 6.3 Approximately what percentage of households living in self-contained (PSL and LA licensed) temporary accommodation contain at least one member of the household in full or part-time employment? Please provide an estimate if necessary



Approximately one in eight LAs (12 per cent) said that ‘none’ of the households living in self-contained PSL and LA licensed temporary accommodation households were in employment. The level of LAs that said ‘none’ was significantly higher amongst LAs in Yorkshire and Humberside (60 per cent) and those in the North West (50 per cent), in comparison to Scotland, the North East, West Midlands, South West, London and Wales; regions which all had zero per cent of LAs that, when asked if they had no-one in employment in PSL of LA licensed self-contained temporary accommodation responded ‘none’.

Twenty-eight per cent of LAs said that between one and ten per cent of households had someone in employment, 14 per cent said between 11 and 20 per cent had someone in work, 11 per cent said between 21 and 40 per cent were in employment while just five per cent thought more than 40 per cent of these kinds of households contained someone in employment.

Table 6.1 Please provide an approximate breakdown of your self-contained temporary accommodation portfolio (PSL and LA licensed only) by property size

	Studios	1 bed	2 beds	3 beds	4 beds	5 beds	more than 5 beds
	%	%	%	%	%	%	%
None	18	3	2	1	11	20	23
1–20	31	48	54	52	28	14	4
21–40	2	9	6	11	–	–	–
41–60	1	7	7	3	2	–	–
61–100	3	6	5	3	5	–	–
101–200	1	6	7	6	1	–	–
201+	1	3	9	6	–	–	–
Total % for having any property of this size	39	79	88	81	36	14	4
Don't know	43	18	10	20	53	66	73

Base: All LAs that hold interests in PSL or LA licensed self-contained temporary accommodation (107).

Note: The grey shaded row sums the percentages shown in the (unshaded) rows above for each size of property. Where the sum of 'None', 'Total % for having any property of this size' and 'Don't know' add to more than 100 per cent, this is due to rounding.

Looking at the breakdown of the self-contained PSL and LA licensed temporary accommodation that LAs held an interest in by property size, approximately one in six LAs (18 per cent) said they did not have any studios. London Boroughs were more likely to have studios of this kind than were other types of LA (London Boroughs recorded an average of 44 studios compared to none in Welsh authorities and an average of one in English metropolitan authorities).

Around one in five (20 per cent) of LAs did not have any properties that had five or more bedrooms and approximately one in nine (11 per cent) did not have any four-bedroom properties. Overall, LAs were most likely to hold properties with two bedrooms, followed by three bedrooms and one bedroom (averages across all LAs with self-contained PSL and LA licensed temporary accommodation of 67, 46 and 38 properties of these sizes respectively). London Boroughs, as might be expected has particularly high averages for the one through to three bedroom properties of this kind with averages as follows: 240 for two bedroom; 159 for three bedroom and 110 for one bedroom.

Table 6.2 Approximately what proportion of households in these self-contained (PSL and LA licensed) units live in properties that could be considered too small, about right or too large for the size of the household?

	Studios %	1 bed %	2 beds %
None	7	1	6
1–10%	17	1	21
11–20%	11	2	8
21–40%	7	3	4
41–60%	4	7	2
61–80%	2	24	–
81–100%	1	48	2
Total % with any	42	85	37
Don't know	52	14	57

Base: All LAs that hold interests in PSL or LA licensed self-contained temporary accommodation (107).

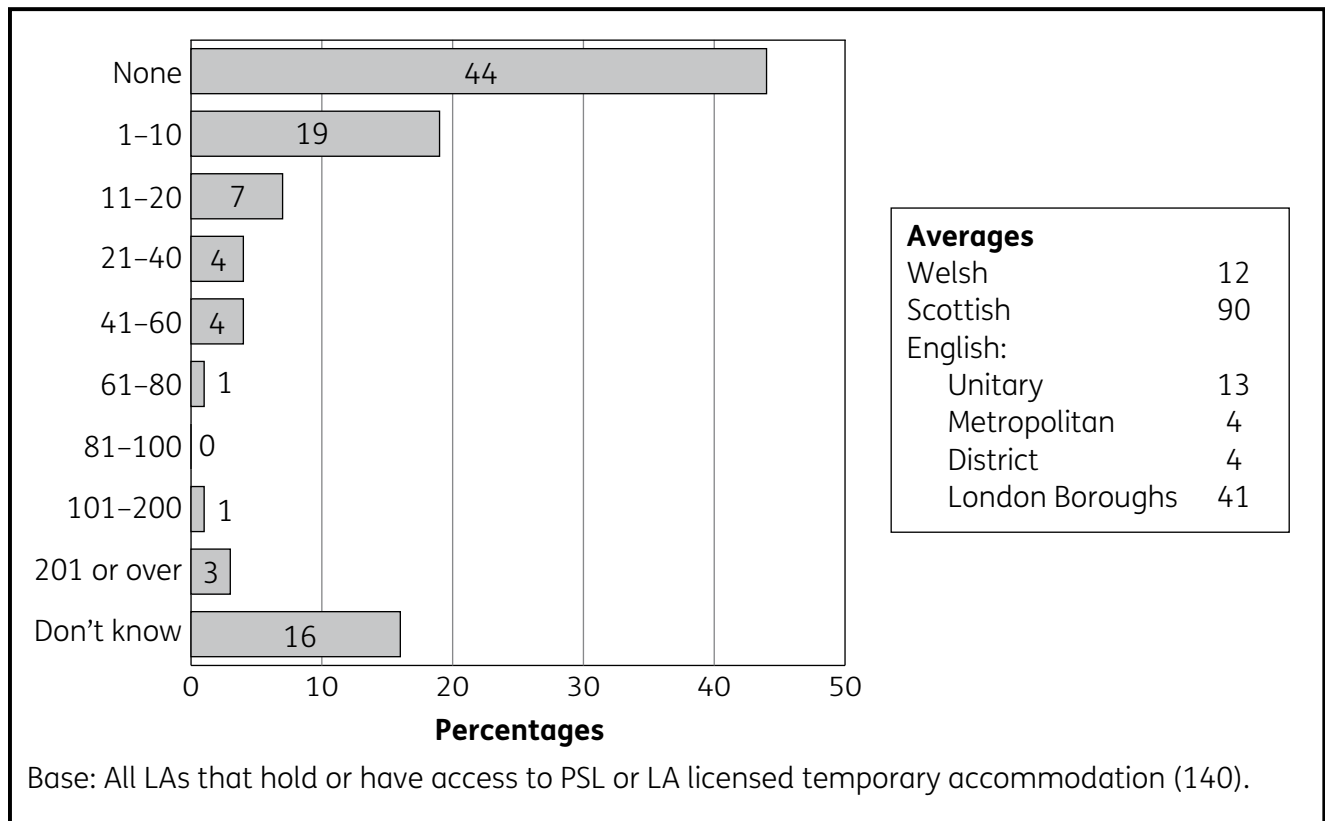
Note: The grey shaded row sums the percentages shown in the (unshaded) rows above for each column. Where the sum of 'None', 'Total % any' and 'Don't know' add to more than 100 per cent, this is due to rounding.

Note definition of rows=proportion (%) of properties considered too small, about right or too large for the size of household that lives in them. E.g. (right hand column, second row) 21 per cent said between 1 and 10 per cent of households in these self-contained PSL and LA licensed units lived in properties that could be considered too large for the size of that household.

There were high levels of 'don't know' answers for the question about the suitability of size of the (PSL and LA licensed self-contained) property in relation to the size of the household. This was particularly so for properties that were considered too large for the household (57 per cent said don't know) and too small for the household (52 per cent said don't know). However, LAs seemed more able to estimate what proportion were about the right size (just 14 per cent did not know).

Approximately half (48 per cent) said that between 81 and 100 per cent of properties were about the right size, a quarter or so (24 per cent) said between 61–80 per cent of properties of this type were about the right size and a further seven per cent said between 41 and 60 per cent were about the right size.

Figure 6.4 How many non-self-contained temporary accommodation units (PSL and LA licensed only) does your LA currently hold an interest in?



LAs were asked about the number of non-self-contained PSL and LA licensed temporary accommodation properties that they held an interest in with responses as follows:

- 16 per cent said that they did not know the numbers of their PSL and LA licensed properties;
- 44 per cent said ‘none’ (rising to 69 per cent amongst English metropolitan authorities);
- 19 per cent said between one and 10;
- Seven per cent said between 11 and 20;
- Four per cent said between 21 and 40;
- Four per cent between 41 and 60;
- Just five per cent had any more than this.

When the mean numbers of non-self-contained PSL and LA licensed temporary accommodation properties that LAs held an interest in were compared, Scottish authorities held interest in a significantly higher number (average of 90) than for example English districts (average of four).

Table 6.3 Thinking of the total cases in PSL and LA licensed accommodation (self-contained and non-self-contained) in April 2010 and April 2011, approximately what percentage were placed to discharge a homelessness duty and what percentage were placed in order to prevent homelessness?

	April 2010			April 2011		
	Homelessness duty %	Homelessness prevention %	Other %	Homelessness duty %	Homelessness prevention %	Other %
None	9	46	54	9	42	56
1–10%	–	3	2	–	4	2
11–20%	–	5	–	–	4	–
21–40%	1	1	1	2	4	1
41–60%	4	3	–	3	1	–
61–80%	2	1	–	6	2	–
81–100%	46	4	5	43	5	4
Total % any	53	17	8	54	20	7
Don't know	39	39	39	37	37	37

Base: All LAs that hold or have access to PSL or LA licensed temporary accommodation (140)

Note. The preceding chart shows the detail of the numbers of units of each property category in the unshaded rows; the grey shaded row shows the sum of any properties in that category.

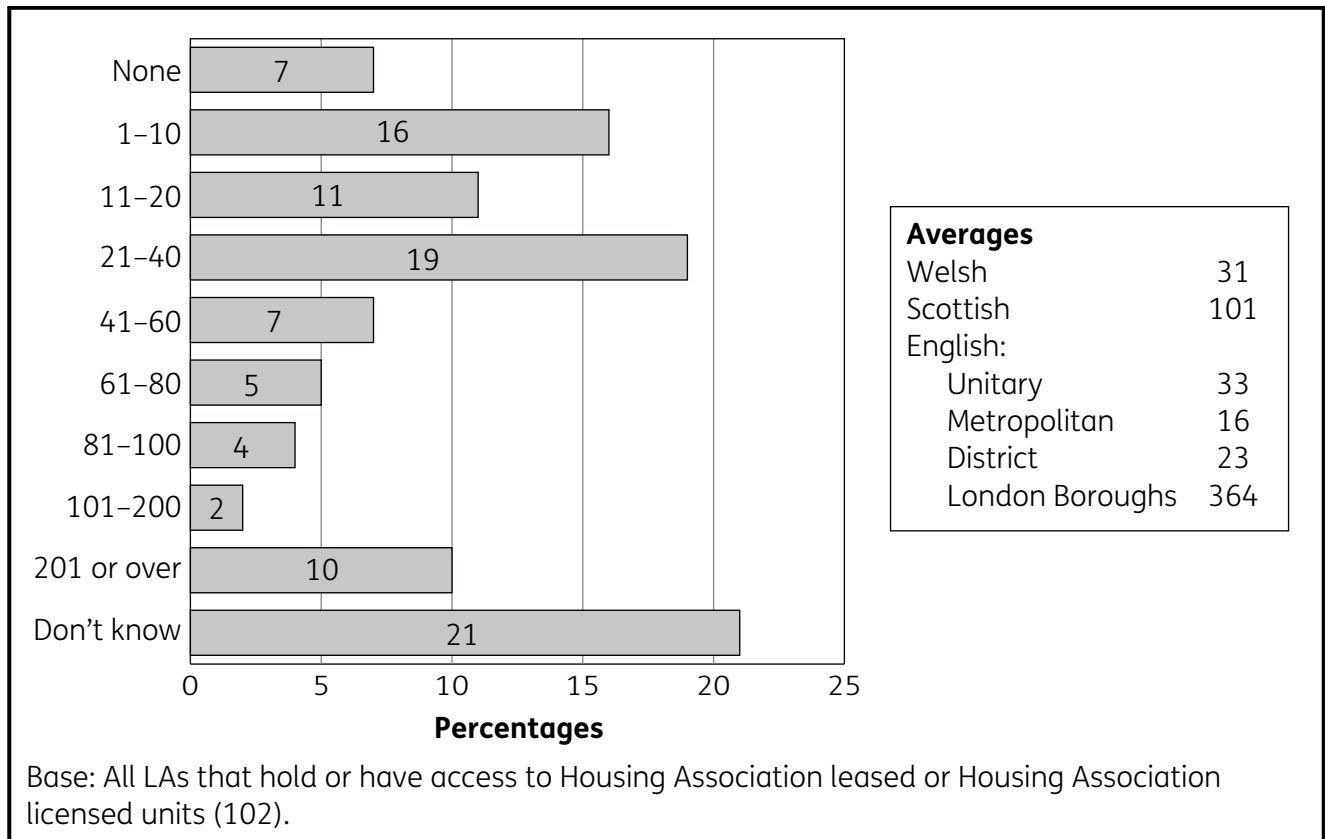
Interpretation note: For example 46 per cent (far left column, second from bottom row) of LAs said between 81–100 per cent of PSL and LA licensed units were used to discharge a homelessness duty in 2010.

Note: The grey shaded row sums the percentages shown in the (unshaded) rows above for each column. Where the sum of 'None', 'Total % any' and 'Don't know' add to more than 100 per cent, this is due to rounding.

For Wave 23 a new question was introduced to this section, which asked LAs to think of the total cases in PSL and LA licensed accommodation (both self-contained and non-self-contained) in April 2010 and April 2011, and state approximately what percentage were placed to discharge a homelessness duty and what percentage were placed in order to prevent homelessness. It is clear from the findings that in both 2010 and 2011, the majority of this accommodation was placed to discharge a homelessness duty. In April 2010, 46 per cent of LAs said 81–100 per cent of their PSL and LA licensed temporary accommodation units were placed to discharge a homelessness duty. This finding was significantly higher amongst London Boroughs (80 per cent said that between 81–100 per cent were placed to discharge a homelessness duty in April 2010).

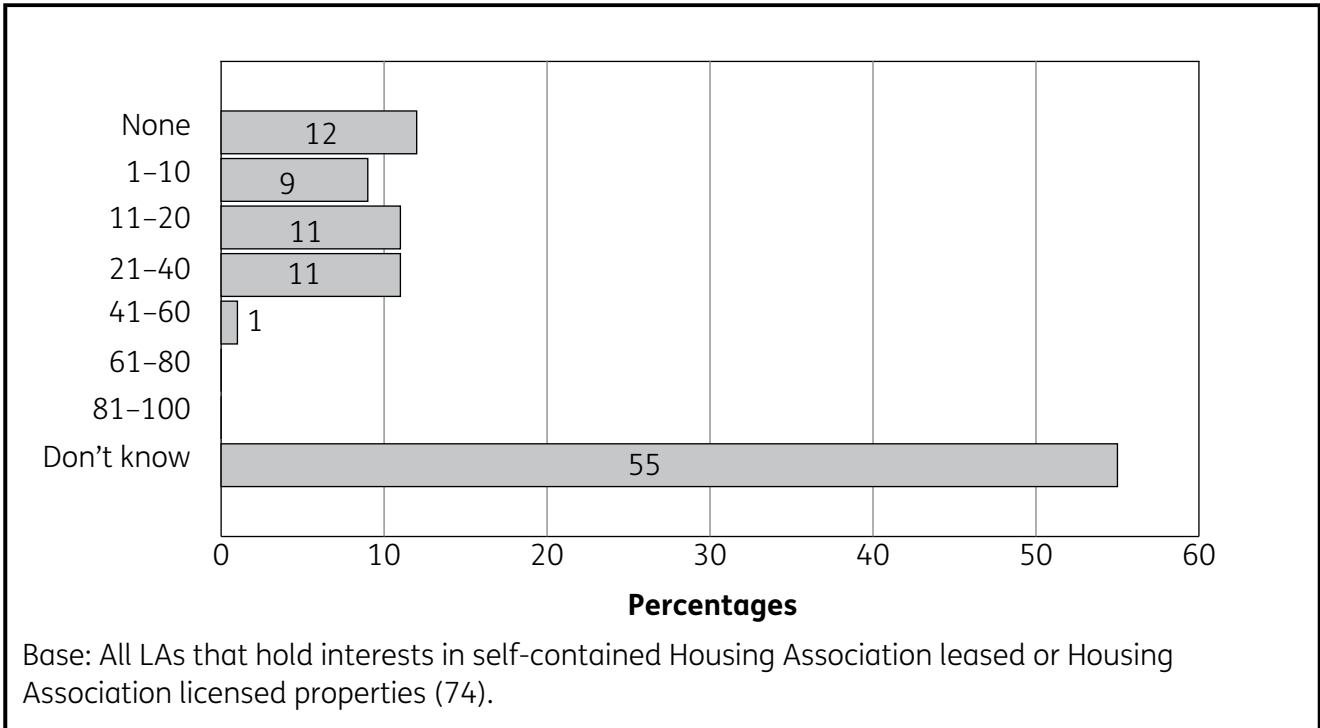
In April 2011, 43 per cent of LAs said 81–100 per cent of their PSL and LA licensed temporary accommodation units were placed to discharge a homelessness duty. Again this was significantly higher for London Boroughs amongst whom three-quarters (75 per cent) said that between 81–100 per cent of their PSL and LA licensed accommodation was placed to discharge a homelessness duty.

Figure 6.5 How many self-contained units of Housing Association leased or Housing Association licensed accommodation does your LA currently hold an interest in?



Those LAs that had said at the initial question in this section that they held or had access to Housing Association leased scheme and Housing Association licensed units were asked how many self-contained units of this type of accommodation they held an interest in. Approximately one in five (20 per cent) were unable to give an answer to this question, while 27 per cent said they had between 1 and 20, 19 per cent said they had between 21 and 40. One in ten (10 per cent) said they held an interest in 200 or more self-contained units of this type and this was significantly higher amongst London Boroughs, where 56 per cent said they held an interest in 200 or more self-contained units of Housing Association leased or Housing Association licensed property.

Figure 6.6 Approximately, what percentage of households living in self-contained Housing Association leased or Housing Association licensed properties contain at least one member of the household in full or part-time employment?



Slightly more than a half (55 per cent) of LAs that held an interest in self-contained Housing Association leased or Housing Association licensed properties did not know whether or not these households contained someone in employment. One in eight LAs (12 per cent) said that they did not have any households with someone in employment, which is significantly lower than in PSL and LA licensed self-contained temporary accommodation. Nine per cent of LAs said that between one and ten per cent of Housing Association leased or Housing Association licensed households contained someone in employment, 11 per cent said between 11 and 20 per cent, 11 per cent said between 21 and 40 per cent and just one per cent said 41 per cent or more.

Table 6.4 Please provide an approximate breakdown of your self-contained Housing Association leased and Housing Association licensed portfolio by property size

	Studios	1 bed	2 beds	3 beds	4 beds	5 beds	more than 5 beds
	%	%	%	%	%	%	%
None	26	3	–	4	16	26	28
1–20	20	46	45	52	31	10	3
21–40	–	14	12	8	3	–	–
41–60	1	1	4	3	–	–	–
61–100	–	4	7	1	3	–	–
101–200	–	–	5	4	–	–	–
201+	–	–	–	3	–	–	–
Total % any	21	65	73	71	37	10	3
Don't know	53	32	27	24	47	65	69

Base: All LAs that hold interests in Housing Association leased or Housing Association licensed self-contained temporary accommodation (74).

Note: The grey shaded row sums the percentages shown in the (unshaded) rows above for each size of property. Where the sum of 'None', 'Total % any' and 'Don't know' add to more than 100 per cent, this is due to rounding.

Regarding the breakdown of self-contained Housing Association leased and Housing Association licensed units by property size, around half (53 per cent) of LAs with this type of property were unable to provide us with details of how many studios they had. Greater numbers of don't knows were recorded when we asked about larger properties: 65 per cent don't knows for five bedrooms and 69 per cent don't knows for properties with more than five bedrooms.

Overall, LAs were most likely to have self-contained Housing Association leased or Housing Association licensed properties with two or three bedrooms (averages across all LAs of 33 and 27 respectively). London Boroughs in particular were significantly more likely to have greater numbers of two bed (average of 95 units) and three bed (average of 94 units) self-contained Housing Association leased and Housing Association licensed properties than other types of authority.

Table 6.5 Approximately, what proportion of households in self-contained Housing Association leased or Housing Association licensed accommodation live in properties that could be considered too small, about right or too large for the size of the household?

	Too small for the size of the household	About right for the size of the household	Too large for the size of the household
None	3	–	4
1–10%	15	–	19
11–20%	5	1	3
21–40%	7	3	–
41–60%	4	7	–
61–80%	4	16	–
81–100%	3	54	–
Total % any	38	81	22
Don't know	58	19	74

Base: All LAs that hold interests in self-contained Housing Association leased or Housing Association licensed units (74).

Note: The grey shaded row sums the percentages shown in the (unshaded) rows above for each column. Where the sum of 'None', 'Total % any' and 'Don't know' add to more than 100 per cent, this is due to rounding.

There were high levels of 'don't know' answers for the question about the suitability of the size of self-contained Housing Association leased or Housing Association licensed properties in relation to the size of the household. Once again LAs seemed most able to estimate what proportion were about the right size. For example, slightly more than half (54 per cent) said that between 81 and 100 per cent of properties were about the right size, and 16 per cent said between 61 and 80 per cent of these kinds of properties were about the right size for the size of the household.

Figure 6.7 How many non-self-contained temporary accommodation units (Housing Association leased and Housing Association licensed only) does your LA currently hold an interest in?



Those LAs that had said that they held or had access to Housing Association leased scheme and Housing Association licensed units were also asked how many non-self-contained units of this type of accommodation they held an interest in:

- a quarter (25 per cent) were unable to give an answer to this question;
- 13 per cent said they had between one and 20;
- four per cent said they had between 21 and 40;
- one per cent said they held an interest in between 81 and 100 non-self-contained units of this type.

Slightly more than half (56 per cent) said they had none, but this figure was significantly higher in London where 94 per cent said they held an interest in none of this type of property. In terms of relative differences between types of LAs, the highest average number of non-self-contained Housing Association leased and Housing Association licensed units held were amongst English metropolitan LAs (141 units on average compared to just six units on average in English districts).

Table 6.6 Thinking of the total cases in Housing Association leased and Housing Association licensed accommodation (self-contained and non-self-contained) in April 2010 and April 2011, what percentage of these were placed to discharge a homelessness duty and what percentage were placed in order to prevent homelessness?

	1 April 2010			1 April 2011		
	Homelessness duty %	Homelessness prevention %	Other %	Homelessness duty %	Homelessness prevention %	Other %
None	8	34	51	7	35	58
1–10%	4	2	1	4	2	1
11–20%	2	2	-	5	3	-
21–40%	-	5	-	4	4	-
41–60%	3	1	-	1	1	-
61–80%	4	-	-	6	7	-
81–100%	34	11	3	35	10	3
Total % any	47	21	4	55	27	4
Don't know	45	45	45	38	38	38

Base: All LAs that hold or have access to Housing Association leased or Housing Association temporary accommodation (102)

Note: The grey shaded row sums the percentages shown in the (unshaded) rows above for each column. Where the sum of 'None', 'Total % any' and 'Don't know' add to more than 100 per cent, this is due to rounding.

LAs were asked to think of the total cases in Housing Association leased and Housing Association licensed accommodation (both self-contained and non-self-contained) in April 2010 and April 2011, and state approximately what percentage were placed to discharge a homelessness duty and what percentage were placed in order to prevent homelessness. The findings suggest that in both 2010 and 2011, more of this accommodation was placed to discharge a homelessness duty than for homelessness prevention.

When LAs were asked about the situation in April 2010, 34 per cent of LAs said 81–100 per cent of their Housing Association leased and Housing Association licensed temporary accommodation units were placed to discharge a homelessness duty (compared to 11 per cent that were placed for homelessness prevention). The average number of Housing Association leased and Housing Association licensed units that were placed to discharge a homelessness duty in April 2010 was significantly higher for London Boroughs (average of 94 per cent) compared to Welsh LAs, English districts and English unitary authorities (averages of 50 per cent, 62 per cent and 68 per cent respectively).

LAs were asked the same question but with reference to the situation in April 2011, and the findings were very similar, with LAs indicating 35 per cent of Housing Association leased and Housing Association licensed units were placed to discharge a homelessness duty (compared to ten per cent that were placed for homelessness prevention). Again the figures for London Boroughs were significantly different to those of other LA types. London Boroughs recorded an average of 89 per cent of Housing Association leased and Housing Association licensed units that were placed to discharge a homelessness duty in April 2011, which was significantly higher than the equivalent findings for Welsh authorities (50 per cent) and English districts (58 per cent).