

# **OUTCOMES MAP: HOUSING AND ESSENTIAL NEEDS**

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# MAPPING OUTCOMES FOR SOCIAL INVESTMENT

This is one of 13 outcomes maps produced by NPC in partnership with the SROI Network, Investing for Good and Big Society Capital. Each map examines a particular issue area or domain, and aims to document the relevant outcomes and indicators that are currently being measured by charities, government, academics and practitioners working in this field.

This map is not intended to be prescriptive about what you should measure; instead it aims to be a starting point for social investors, funders, charities and social enterprises thinking about measuring outcomes in this domain. Neither is it intended to be definitive or comprehensive: we plan to develop the maps further in future as we learn more about measurement practice in this area.

If you have any feedback or suggestions for how we could do this, please get in touch with Tris Lumley at NPC by emailing [tris.lumley@thinkNPC.org](mailto:tris.lumley@thinkNPC.org).

## Outcomes maps in this series

**Housing and essential needs**

Politics, influence and participation

Education and learning

Finance and legal matters

Employment and training

Arts and culture

Physical health

Crime and public safety

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Mental health

Conservation of the natural environment and climate change

Personal and social well-being

# MEASUREMENT OVERVIEW: HOUSING AND ESSENTIAL NEEDS

## Definition

Housing is the need for safe, stable and appropriate accommodation that individuals have a right to inhabit. For the purposes of this overview we are considering only the material need for housing, which includes emergency shelter, availability and affordability of longer term housing, and housing stability. This definition also considers issues of access to housing, standards of accommodation, suitability of housing for people with additional needs, and support with the skills needed to maintain a tenancy. Finally it considers the wider issues of tenants, landlords, and engagement with the local community.

However the issue of homelessness is much broader than simply housing; according to Homeless Links, *'there is a loose consensus... that homelessness is a symptom of interpersonal issues, and that providing accommodation alone is rarely sufficient'*.<sup>1</sup> These broader issues are addressed in other overviews.

In addition to the core issue of housing, this overview also briefly considers the other essential material needs, which we define here as: sufficient food, energy and warmth, and clean water.

## Context

### Scale of housing need

The legal definition of homelessness includes those who do not have a right to occupy accommodation and those living in unsuitable accommodation.

**Rough sleeping** is the most visible aspect of homelessness, although it represents a relatively low proportion of housing need.<sup>2</sup> However there are indications that street homelessness is a growing problem. Rough sleeping counts have shown a dramatic rise, from 1,768 in Autumn 2010, to 2,181 in Autumn 2011, an increase of 23% in one year—part of which has been attributed to the effects of the recession.<sup>3</sup> At the same time, service providers affected by cuts to public spending have had to reduce the level services they provide. There are currently an estimated 41,500 bed spaces for homeless people in the UK, a decrease of 1,500 on the figures from 2011, while bed occupancy rates have increased 22%.<sup>4</sup>

<sup>1</sup> Homeless Links, (2007), The use of outcomes measurement systems within housing and homelessness organisations

<sup>2</sup> Fradd, A., Stringer, E. and Blake S. (2008), Lost Property. NPC.

<sup>3</sup> Rough Sleeping Statistics England - Autumn 2011, CLG <http://www.communities.gov.uk/publications/corporate/statistics/roughsleepingautumn2011>

<sup>4</sup> Homeless Links Survey of Needs and Provision 2012

Local authorities have a duty to provide accommodation for people who have been accepted as being '**statutory homeless**'. This is a sub-set of people who are legally homeless made up of those in priority need (families with dependent children, pregnant women and adults who are assessed as vulnerable) and those who are deemed unintentionally homeless. In the third quarter of 2012, 13,890 applicants were accepted as statutory homeless, 48% of applicants. Of the 52% of applications not accepted as statutory home, 28% were found not to be homeless; 17% were found to be homeless but not in priority need; and 8% found to be intentionally homeless and in priority need.<sup>5</sup>

In addition, there is also a much larger number of '**hidden homeless**': people that local authorities are not aware of, and who are living in overcrowded accommodation, sofa surfing, or living in concealed households. By its nature, it is very difficult to quantify the extent of hidden homelessness, but a 2011 survey of single homeless people at day centres found that 62% were currently homeless, and 92% had experienced hidden homelessness.<sup>6</sup>

### Responses to housing need

Government is heavily involved in meeting material housing needs, although government reforms and spending cuts mean that the nature and level of support provided is changing. Charities may deliver some services on behalf of government but they will generally work with all those in needs, including hidden homeless, whether or not they meet the statutory definition of homelessness.

For people sleeping rough, **direct access hostels** (ie, emergency shelters which accept self referrals and generally have no waiting time and frequent vacancies) and **day centres** provide for material needs on a short term basis. There is also second stage accommodation, which generally has a greater focus on rehabilitation and resettlement, and for which there is often a waiting list.<sup>7</sup> These are usually run by charitable organisations but supported by statutory funding. There are currently around 9,000 bed spaces in direct access accommodation, and over 32,000 bed spaces in second-stage accommodation. Almost half of hostel residents are ready to move on but lack a suitable option (the average wait time for move on is six-12 months), a key cause of hostel waiting lists.<sup>8</sup>

Since 2003, **Supporting People** has been the main government funding stream helping vulnerable people, including those experiencing homelessness, to live independently and maintain tenancies. Figures from 2012 indicate that there are 1,567 day centres, hostels, and accommodation projects in the UK, receiving an average of 71% of their income from Supporting People. From 2011, however, Supporting People funding is no longer ring fenced, meaning local authorities have the option of diverting this funding to other programmes. The Homeless Link *Survey of needs and provision (SNAP) 2012* found that 58% of services funded by Supporting People had experienced a decrease in funding in the past year.<sup>9</sup>

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<sup>5</sup> DCLG, Statutory Homelessness: July to October Quarter 2012

<sup>6</sup> Crisis, (2011) The hidden truth about homelessness [http://www.crisis.org.uk/data/files/publications/HiddenTruthAboutHomelessness\\_web.pdf](http://www.crisis.org.uk/data/files/publications/HiddenTruthAboutHomelessness_web.pdf)

<sup>7</sup> Homeless Links Survey of Needs and Provision (SNAP) 2012

<sup>8</sup> Crisis, Hostel Accommodation page <http://www.crisis.org.uk/pages/hostel-accommodation.html>

<sup>9</sup> Homeless Link SNAP 2012

Government is also involved in providing **social housing**—affordable rented housing, owned by local authorities or registered social landlords, which offers low rents on a tightly controlled and state-subsidised basis. An estimated 18% of households in the UK live in social housing, and demand is high: social housing shortages mean that even priority cases are placed on long waiting lists and often housed in temporary bed and breakfast accommodation for long periods.<sup>10</sup>

Until recently, people qualifying as statutory homeless received priority for social housing and were able to turn down offers of private rented accommodation until suitable social became available housing. However this is changing: from November 2012, local authorities can discharge their duty to those qualifying as statutory homeless with an offer of suitable accommodation in the private rented sector. In cases where private rented accommodation is expensive, eg, in London, it is likely that the private rented accommodation offered will be outside of the borough.<sup>11</sup> Government guidelines also indicate that local authorities no longer need to prioritise those accepted as statutory homeless when allocating social housing.<sup>12</sup>

For low income households and people who do not qualify as statutory homeless, the government provides **housing benefits** to help pay rent, currently paid directly to the landlord. However, the introduction of universal tax credit in autumn 2013 will consolidate six benefits and tax credits (including housing benefit) into one monthly payment to the recipient. Research indicates that this will create additional budgeting challenges for low income households, and increase the risk of falling into rent arrears.<sup>13</sup>

Elderly people and those with a disability may require **adaptations to their homes** (eg, grab rails, ramps, bath hoists or adjustable beds) in order to enable them to live independently and in order to achieve other positive outcomes. Local authorities should provide equipment and adaptations up to a value of £1,000, although funding constraints limit the support available. More substantial adaptations are paid from the Disabled Facilities Grant (DFG), a £180m central government funding stream, distributed by local authorities, which provides adjustments for 35,000 individuals per year. DFG funding is due to increase, but the demands of an ageing population outstrip funding; an estimated £975m further funding is needed to meet identified needs of people living in unsuitable accommodation, leading to considerable delays in provision of funding for adaptations.<sup>14</sup> Many social housing providers keep records of properties which are adapted to the needs of disabled people, but it can be more difficult to find suitable housing in the private rented market.

Different types of **supported accommodation** provides an additional level of care and security. In sheltered housing, individuals live in their own flat or room, there may be shared communal space, and have the security of a warden who will check on them daily, an alarm system, and support in an emergency. People who need additional support can be housed in very sheltered accommodation where additional support is provided as part of the services, or a **care home** which can provide both personal care and nursing or medical care. Supported accommodation is provided by councils, housing associations, and voluntary organisations. Most supported housing is rented, and allocated by local authorities based on need and on waiting lists, although social housing can also be available to buy.<sup>15</sup>

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<sup>10</sup> English Housing Survey Headline Report 2010-11 [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/6735/2084179.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6735/2084179.pdf)

<sup>11</sup> Homelessness (Suitability of Accommodation) (England) Order 2012: Final stage impact assessment <http://www.communities.gov.uk/publications/housing/homelessnessorderfinalia>

<sup>12</sup> Butler, P., 'Deserving' families to get council housing priority, in Society Guardian, 9 November 2012 <http://www.guardian.co.uk/society/2012/nov/09/deserving-families-council-housing-priority>

<sup>13</sup> Social Market Foundation (2012) Sink or Swim? The impact of the Universal Credit, p95 <http://www.smf.co.uk/research/welfare-reform/sink-or-swim-the-impact-of-the-universal-credit/>

<sup>14</sup> National Housing Federation Adaptations briefing April 2012.

<sup>15</sup> Shelter pages on housing with support [http://england.shelter.org.uk/get\\_advice/finding\\_a\\_place\\_to\\_live/housing\\_with\\_support](http://england.shelter.org.uk/get_advice/finding_a_place_to_live/housing_with_support)

Local authorities may pay for **additional services** such as meals on wheels, personal care and support dressing to people in their own homes and to those in living in sheltered housing.

### Other essential needs

The need for **warmth** is often measured in terms of fuel poverty ie, households needing to spend more than 10% of household income on domestic fuel use, including appliances to heat the home to an adequate level of warmth. The main causes of fuel poverty are low incomes and poor housing stock, but it is also influenced by fuel prices and affordability of energy.<sup>16</sup> Fuel poverty affected 5.1m households in 1996, dropping dramatically to 1.2m households in 2002, but has since risen to affect 3.5m households in 2010.<sup>17</sup> The recent fuel poverty review has recommended changing the current definition, instead defining fuel poverty as a situation where required fuel costs are above the median level, and if households were to spend this amount their residual income would be below the official poverty line.

The need for **clean water** is effectively met in the UK by existing water infrastructure, and problems with access to water tend to be part of wider debt and financial management issues, rather than issues of access or cleanliness.

Data on **hunger and food** in the UK is generally poor. We know that food prices have risen by 31% in five years while the minimum wage has risen by 12% in the same period.<sup>18</sup> A recent survey found that one in five parents are missing meals so that their children can eat,<sup>19</sup> and in 2011/2012 the Trussell Trust, a food banking organisation, provided food to 128,000 people from its 255 food banks.<sup>20</sup>

## Vulnerable groups

- **Drug and alcohol problems:** 33% of rough sleepers have drug problems and 48% have alcohol problems. People with drug and alcohol problems also qualify for support under Supporting People funding, designed to help vulnerable people to secure appropriate accommodation and maintain their social tenancies.
- **Domestic violence:** relationship breakdown, including violence, accounts for approximately 18% of cases accepted as statutory homelessness. One in ten people receiving Supporting People funding were at risk of domestic violence.
- **Mental health problems:** 30% of rough sleepers have mental health problems, and 10% of people qualifying for Supporting People funding have mental health needs.

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<sup>16</sup> The Young Foundation (2009) Sinking & Swimming: Understanding Britain's Unmet Needs, p45 <http://youngfoundation.org/wp-content/uploads/2012/10/Sinking-and-swimming.pdf>

<sup>17</sup> Annual report on fuel poverty statistics 2012, Defra, p3

<sup>18</sup> The Perfect Storm, Oxfam, 2012

<sup>19</sup> Feeling the squeeze survey, Netmums, 2012, [http://www.netmums.com/files/Feeling\\_the\\_Squeeze\\_Survey\\_Summary.pdf](http://www.netmums.com/files/Feeling_the_Squeeze_Survey_Summary.pdf)

<sup>20</sup> Butler, P., Chris Mould, social entrepreneur: a question of responsibility, in Society Guardian, 18 September 2012 [http://www.guardian.co.uk/society/2012/sep/18/chris-mould-social-entrepreneur-responsibility?CMP=tw\\_t\\_gu](http://www.guardian.co.uk/society/2012/sep/18/chris-mould-social-entrepreneur-responsibility?CMP=tw_t_gu)

- **People leaving institutions:** approximately 32% of rough sleepers have been in prison, 10% have been in care and 6% in the armed forces at some point in their lives (some individuals may have experienced more than one of these). Supporting People funding is available for offenders who are at risk of reoffending (5% of the total number), and young people leaving care (a much smaller proportion).
- **Economically inactive:** A high proportion of social housing tenants (60%) are economically inactive; with 31% of social housing tenants retired (21% are over 65, and 24% are over 75), and 29% otherwise economically inactive. 5% of people qualifying for Supporting People funding are older people with support needs
- **Lone parents:** Of those accepted as statutory homeless, 46% are lone parents (43% female), and 44% of lone parents live in social housing.
- **People from ethnic minority backgrounds:** 49% of applicants accepted as statutory homeless are from ethnic minority backgrounds. Ethnic minority households are also over-represented as tenants of social housing; 26% of ethnic minority households live in social housing but if BME representation in the general population were used as a benchmark, the expected figures would be 9%.<sup>21</sup>

## Key outcomes

- **Fewer people are homeless or living in poor quality homes:** Individuals are not sleeping rough, and the number of homeless people is reduced. Individuals achieve stable tenancies in high quality homes.
- **Vulnerable people are supported to live with greater independence:** Individuals receive the support they need to live as independently as is appropriate, in suitably adapted houses or supported housing. Individuals move through emergency and transitional shelter.
- **People have improved skills and access to information needed to maintain a tenancy:** Individuals can access information about their entitlements, develop the skills needed to maintain a home, and have the economic capacity to do so.
- **Attitudes and policy towards people with housing needs are improved:** Relationships between landlords, tenants, and the wider community are improved. Investment in housing increases and housing policies are improved.
- **Fewer people have unmet basic needs:** Individuals' needs for food, energy, and clean water are met.

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<sup>21</sup> Figures for all vulnerable groups from: Homeless Link, Rough sleeping key facts March 2011 <http://homeless.org.uk/sites/default/files/Rough%20Sleeping%20Mar%202011.pdf> ; Live tables on homelessness, DCLG, <http://www.communities.gov.uk/housing/housingresearch/housingstatistics/housingstatisticsby/homelessnesstatistics/livetables/>; Supporting People Quarterly Client Records and Outcomes – April 2010 - March 2011 final, DCLG, <http://www.communities.gov.uk/publications/corporate/statistics/supportingpeoplefinal2011>; Shelter Who gets social housing [http://england.shelter.org.uk/campaigns/why\\_we\\_campaign/Improving\\_social\\_housing/who\\_gets\\_social\\_housing](http://england.shelter.org.uk/campaigns/why_we_campaign/Improving_social_housing/who_gets_social_housing).

## Related outcomes

- **Physical and mental health:** Health problems may arise as a result of people living in unsuitable accommodation, not eating sufficient or suitable food, or lacking adequate heating. Homeless people have chaotic lives which prevent them from seeking healthcare when it is needed. Health problems and disability may also lead to individuals needing home adaptations and support to live independently.
- **Employment and training:** Unemployed people are at risk of homelessness and inability to meet basic needs; many homeless people are among the furthest from the job market.
- **Financial security and legal matters:** Individuals lacking financial security will be at risk from problems related to housing, homelessness and basic needs. These difficulties may be exacerbated by the introduction of Universal Credit and requirements for social housing tenants to manage their own rent payments to landlords.
- **Personal and social well-being:** Personal assets such as resilience, self esteem and confidence are vital for individuals developing the skills needed to maintain a tenancy.
- **Positive built environments:** Affordable housing is in short supply, and investment in building more homes is affected by housing policy, town planning, and discussions about the use of greenbelt.

## Examples of typical interventions

**Accommodation services:** For people sleeping rough, direct access hostels and day centres provide for material needs on a short term basis. Social housing is provided by both local authorities and registered social landlords (including housing associations, which provide 2.5 million homes to 5 million people).<sup>22</sup> Supported housing, care or residential homes are provided for people with higher support needs.

**Independent living support services:** Helping people, often those with disabilities or who are elderly, to live independently into their own homes, either through adapting their homes or providing additional services, eg, meals on wheels.

**Advice and guidance:** Direct access hostels will provide residents high-engagement advice services or one-to-one support. Day centres often offer lighter touch involvement such as education and signposting to help clients navigate the homelessness system and successfully move on to more settled accommodation.

**Accessing rights and entitlements:** Direct access hostels provide residents with support to establish a housing benefit claim to pay for their accommodation in that location and subsequent move-on destination. People qualifying as statutory homeless will often be supported to ensure they understand their rights and choices within the statutory system.

**Campaigning and research:** Many large organisations involved in homelessness and housing run campaigns for policy change, and research into unmet needs to inform this campaigning. Campaigning and education are the main activities relating to fuel poverty.

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<sup>22</sup> National Housing Federation, What is a Housing Association [http://www.housing.org.uk/publications/find\\_a\\_publication/first-time\\_buyers\\_in\\_london\\_ne/what\\_is\\_a\\_housing\\_association.aspx](http://www.housing.org.uk/publications/find_a_publication/first-time_buyers_in_london_ne/what_is_a_housing_association.aspx)



**Food banks** exist to help those who are unable to buy food.

**Support to tackle connected issues:** Many homeless organisations offer intensive support to help users address underlying reasons for homelessness, eg, mental health needs, lack of employment skills. Housing associations support tenants and the wider community through programmes addressing employment, learning and skills, health and wellbeing, fuel poverty, building stronger communities, developing green spaces, and building IT centres.<sup>23</sup> Some of these interventions are covered in other overviews.

## Current approaches to measurement

Within the housing sector, the use of outcomes for internal reporting is relatively well-developed, particularly when it comes to capturing outcomes for the individuals they work with. For individual organisations, outcomes appear to be valued for planning, service improvement, and communicating value. On a sector level, there is a lack of specificity in how outcomes should be used, and this prevents aggregation of data. The lack of a unified approach reflects both that outcomes measurement is still a young discipline and also the considerable variety in what the organisations are doing. Organisations delivering front-line service are particularly concerned with how to balance the richness of data collected with the ability to aggregate across organisations.

In terms of what types of data are collected, there are three main approaches, depending on the type of organisation and services provided. First, organisations look to capture the journey and outcomes for the individuals they work with. Secondly, some organisations, particularly those building homes, seek to measure their social and economic contribution to a particular area. Thirdly, organisations try to quantify their overall community impact.

1. **Individual outcomes:** measurement of individual outcomes is fairly well established. Two of the most common approaches used are:
  - **The Homeless Outcomes Star:** Developed by Triangle Consulting with Homeless Links, the Homeless Outcomes Star is widely recognised and extensively used and examines an individual's development in ten areas. Users of the Homeless Outcomes Star can aggregate individual data and use it to benchmark themselves against similar organisations using the online version of the tool. One challenge of the Homeless Outcomes Star is ensuring consistency in data, which may limit comparability. As a result, some in the sector feel that the Star is more appropriate for key work than for evidencing outcomes.
  - **Supporting People outcomes:** Historically all organisations receiving Supporting People funding had to report on Supporting People outcomes. However, this was abolished in 2011. Although welcoming this new freedom, many in the sector recognise that it will be more difficult to make a case for funding at a national level without this comparable information being available. There is not yet any consensus from the sector as to what they would like to replace the Supporting People outcomes with, and many continue to collect this data.

It is worth noting that organisations that work with people that have chaotic lives or that provide drop-in or light touch support (eg day centres) often find collecting individual outcome data more challenging. Many find it difficult to collect even basic data, and there is a need to encourage more consistent collection of basic demographic information before thinking about outcomes.

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<sup>23</sup> National Housing Federation, Building Futures [http://www.housing.org.uk/get\\_involved/neighbourhood\\_audit.aspx](http://www.housing.org.uk/get_involved/neighbourhood_audit.aspx)

2. **Broader social and economic outcomes:** There is interest among organisations working in all areas of homelessness to understand the broader social and economic outcomes of their work, eg, reduced crime, saving to the state, lower unemployment, often in response to demand from funders or to make a financial business case for their interventions. However, NPC's conversations with housing organisations suggest that some are struggling to find the right tools. Some are looking at Social Return On Investment (SROI) models, while others are using a local multiplier approach, which assesses how much an investment in a local organisation can generate for the local economy. However there is a lack of consensus on how to attribute the impact of specific intervention on individuals who receive support from multiple sources. In addition there is a lack of sound economic data on which to base these calculations at present.
3. **Overall community impact:** Organisations providing and managing social housing often think about their outcomes in terms of the scale and diversity of community and neighbourhood services they provide, aiming to aggregate relatively small scale interventions into an overall significant impact. The National Housing Federation has recently started collecting information about how much financial investment is housing associations make in community benefit activities, what type of activities these are and how many people are affected, but there is no accepted way to collect and aggregate information about the outcomes this generates.

**Other approaches:** Aside from these outcome measurement approaches, there are efforts to collect and collate basic measures of needs and outputs across several organisations. These include the CHAIN database managed by Broadway which contains data on rough sleeping and the street population; and Homeless Links' Critical Mass project which collects a demographic and needs profile of users of homelessness service, currently being piloted by seven organisations.

## Key sources

- Fradd, A., Stringer, E. and Blake S. (2008), Lost Property. NPC.
- Homeless Link (including the Homeless Outcomes website)
  - MacKeith, J., Graham, K., and Burns, S. (2010) Review of outcomes tools for the homelessness sector, Triangle Consulting. First edition for the London Housing Foundation. Second edition updates by MacKeith, J. for Homeless Link.
  - Survey of Needs and Provision (SNAP) 2012
  - Critical Mass Literature Review and Interim Report
- DCLG
  - Statutory homelessness statistics
  - Rough Sleeping Statistics England
  - English Housing Survey
  - Estimating Housing Need (Nov 2010) [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/6338/1776873.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6338/1776873.pdf)

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- Live tables on homelessness <http://www.communities.gov.uk/housing/housingresearch/housingstatistics/housingstatisticsby/homelessnessstatistics/livetables/>;
- Supporting People Quarterly Client Records and Outcomes – April 2010 - March 2011 final, <http://www.communities.gov.uk/publications/corporate/statistics/supportingpeoplefinal2011>;
- Toynbee Hall, Outcomes Measurement Tools Collection: Housing and Homelessness
- Websites: Shelter [www.shelter.org.uk](http://www.shelter.org.uk), Crisis [www.crisis.org.uk](http://www.crisis.org.uk), St Mungos [www.mungos.org](http://www.mungos.org), National Housing Federation [www.housing.org.uk](http://www.housing.org.uk), Broadway's Combined Homelessness And Information Network (CHAIN) [www.broadwaylondon.org/CHAIN](http://www.broadwaylondon.org/CHAIN)

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Key outcomes	Specific outcomes	Indicators	Existing measures	Source and use	Stakeholders (tagging)	Notes
Fewer people are homeless or living in poor quality homes.	Fewer people are sleeping rough.	Number of people sleeping rough.	Street counts.	Rough sleeping statistics, Department for Communities and Local Government	<ul style="list-style-type: none"> <li>Individual</li> <li>Community and society</li> </ul>	Figures provided by all authorities. A minority undertake a count, and a majority provide an estimate.
		Number of bed nights provided by homeless shelter.	Counts based on service providers records of clients.	Initiatives to collate information across services in: <ul style="list-style-type: none"> <li>CHAIN (Combined Homeless and Information Network)</li> <li>Homeless Link Critical Mass project.</li> </ul>	<ul style="list-style-type: none"> <li>Individuals</li> <li>People with mental health problems</li> <li>People with drug and alcohol problems</li> </ul>	CHAIN database contains over 100 variables including services accessed, actions at project, admission actions, booked into accommodation. Critical Mass contains over 100 variables split into client data (including demographics, support needs, housing), and action data (support actions, project actions, housing actions).
		Number of unique beneficiaries.				
		Number of bed spaces in direct access projects.	Service providers records of provision.	Homeless Watch Survey of Needs and Provision.	<ul style="list-style-type: none"> <li>Individuals</li> <li>People with mental health problems</li> <li>People with drug and alcohol problems</li> </ul>	Data collated by Homeless Link using Homeless UK online directory.
	Number of bed spaces in second stage projects.					
	Fewer people are homeless.	Number of people accepted as statutory homeless.	Records of decisions taken by local authorities: statutory acceptances, households found to be homeless and not in priority need;	Figures published quarterly as part of the statutory homelessness statistical release, Department for Communities and Local	<ul style="list-style-type: none"> <li>Children and families</li> <li>People suffering domestic violence</li> <li>Young people</li> <li>Care leavers</li> </ul>	
		Number of people acknowledged as homeless but not in priority need.				

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		Number of people housed in temporary accommodation.	households in temporary accommodation.	Government.	<ul style="list-style-type: none"> <li>• Older people</li> <li>• People with a physical or learning disability or mental health problems</li> </ul>	
		Number of people on social housing waiting lists.	<p>This can be measured in a few ways by looking at data on:</p> <ul style="list-style-type: none"> <li>• Numbers of people on local authority housing waiting lists.</li> <li>• Number of households containing someone on a waiting or transfer list for social housing;</li> <li>• Length of time households currently living in social housing wait before being allocated housing.</li> </ul>	<p>Communities and Local Government Live tables on rents, lettings and tenancies</p> <p>English Housing Survey, Department for Communities and Local Government</p>	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> </ul>	Regional profiles of housing situation provided by the National Housing Federation's <i>Home Truths</i> publications.
		Number of social lettings	Measured by looking at the number of social housing providers (local authority and registered provider); and the number of lettings (local authority and registered provider).	Social Housing Lettings & Sales in England, 2011/12: Continuous Recording (CORE) Data, Department for Communities	<ul style="list-style-type: none"> <li>• Community</li> </ul>	
		Number of households living in overcrowded conditions	Bedroom Standard: The difference between the number of bedrooms needed and	English Housing Survey, Department for Communities and Local Government.	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> </ul>	The of bedrooms needed will depend on the number, ages and relationship of the household members.

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			the number of bedrooms available in the house.			Note that hidden homelessness is a wider problem than overcrowding, and is not regularly assessed. For estimates, see <i>The hidden truth about homelessness</i> , Crisis.
Housing standards improve.	Number of non decent homes.		Based on the decent home standard: A dwelling is defined as 'decent' if it meets the statutory minimum standard, provides a reasonable degree of thermal comfort, is in a reasonable state of repair and has reasonably modern facilities.	English Housing Survey, Department for Communities and Local Governments	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> </ul>	Full definition of decent home standard can be found in <i>A decent home: Definition and guidance for implementation</i> , Communities and Local Government.
		Number of home repairs completed.	Outcomes from the <i>Measuring the Scottish social housing charter outcomes (toolkit)</i> which uses provide records to assess: <ul style="list-style-type: none"> <li>• Counts of maintenance visits with repairs completed;</li> <li>• Number of days between repair registered and repair completed (compared to target).</li> </ul>	All Scottish Social Landlords are expected to self assess on a range of outcomes. This detailed toolkit suggests a number of other 'benchmarks' (indicators).	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> </ul>	Repairs can be further divided into categories (emergency in-hours, emergency out-of-hours, urgent, other).
		Number of vacant homes.		Based on the English Housing Survey 'dwelling sample'.	English Housing Survey, Department for Communities and Local	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> </ul>

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				Government.		
Individuals achieve stable accommodation.	Number of people sustaining move-on.	Accommodation providers counts of individuals leaving temporary, second stage accommodation and maintaining move-on situation for six months.	Lewisham, Southwark and Lambeth Initiative (pilot project with eight providers)	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> <li>• Young people</li> </ul>	<p>Sustaining move-on indicator does not require individual to obtain a tenancy, eg, the individual may be staying with friends or family, returning to parents.</p> <p>This is not a standardised measure, but many providers collect equivalent information on their users.</p>	
	Number of people moving into safe permanent housing.	<p>Supporting People outcomes under the 'Stay safe' heading</p> <ul style="list-style-type: none"> <li>• Counts of individuals who maintain accommodation;</li> <li>• Counts of individuals who secure/obtain settled accommodation.</li> </ul>	<p>Supporting People (SP) provides housing related support to help vulnerable people to live as independently as possible in the community. SP measures therefore are not available for all homeless people. Providers are no longer required to collect Supporting People outcomes in a standardised way, but many choose to do so.</p>	<ul style="list-style-type: none"> <li>• Older people</li> <li>• People with a physical or learning disability or mental health problems</li> <li>• Individuals, families, and young people with support needs</li> <li>• People with drug or alcohol problems</li> <li>• Offenders or people at risk of offending</li> <li>• Care leavers</li> <li>• People at risk of domestic violence</li> <li>• Refugees and travellers</li> </ul>		
	Number of possession claims issued (by mortgage lenders and landlords).	Based on County Court records.	Statistics produced by the Ministry of Justice, based on County Court. Shelter collates this data for its annual eviction risk monitor	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> </ul>	<p>Possession claims are the first stage of a legal process which can result in a person or family being evicted. These indicators can be used to show number of people at risk of</p>	
	Possession claims leading to an order (by					

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		mortgage lenders and landlords).		research.		and actually being evicted.
Vulnerable people are supported to live with greater independence.	More people with specific needs are supported to live independently.	Percentage of vulnerable people supported to achieve independent living.	From the National Indicators Set (NI 141) The number of service users (ie, people receiving a Supporting People service) who have moved on from supported accommodation in a planned way, as a percentage of total service users who have left the service.	The National Indicator Set was developed by central government as a means for monitoring progress of local authorities. They were in place from April 2008 to March 2011. Archive data on this framework is available from the Audit Commission.	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> <li>• Older people</li> <li>• People with a physical or learning disability or mental health problems</li> <li>• Individuals, families, and young people with support needs</li> <li>• People with drug or alcohol problems</li> <li>• Offenders or people at risk of offending</li> <li>• Care leavers</li> <li>• People at risk of domestic violence</li> </ul>	
		Number of vulnerable people supported to maintain independence through adaptations.	Counts of individuals who maintain independence through the help of assisted technology, aids and adaptations.	Supporting People outcome under the 'Be healthy' heading.		Providers are no longer required to collect Supporting People outcomes in a standardised way, but many choose to do so.
		Number of people demonstrating greater: <ul style="list-style-type: none"> <li>• Confidence</li> <li>• Control</li> <li>• Involvement</li> </ul>	A variety of tools exist to assess soft outcomes, based on concrete questions, subjective scales, or defined scales. Eg, P3 outcomes tool Eg, ASCOT(Adult Social Care Outcomes Toolkit) Eg, ERoSH (Essential Role of Sheltered Housing)			For a comparative summary of tools measuring soft outcomes, see <i>Review of outcomes tools for the homelessness sector</i> from Triangle Consulting and Toynbee Hall, Outcomes measurement tools collection.
	Improved access to high-quality supported and sheltered accommodation for	Number of social housing supported lettings (by private registered social	Measured via Social Housing Lettings & Sales in England, 2011/12: Continuous			Around two-thirds of social lettings are for general needs housing and the remainder are supported



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	those who need it.	housing providers (PRPs) and by local authorities.	Recording (CORE) Data, Department for Communities.			housing lettings. Most supported lettings are made by PRPs who accounted for 91% of supported lettings in 2011/12.
		Number of sheltered accommodation schemes meeting standards set by external inspectors	Care Quality Commission standards of care. Its standards are assessed under five headings: Individuals are respected and involved in their care; Care, treatment and support meets needs; individuals are safe; staff have skills to do the job properly; the provider regularly checks standards of care.	The Care Quality Commission is responsible for standards of quality and safety in care homes.		Most providers collect a range of information about users and their experiences, although this is rarely standardised.  The Urban Institute's <i>Outcomes indicators project</i> makes some suggestions relating to client satisfaction with the service.
	More individuals successfully move through emergency and transitional shelter.	Number of clients with planned move on Number of clients with unplanned move on Number of clients considered ready for move on	Providers counts of individuals within their services who have planned or unplanned move on, or are considered ready for move on.	Based on Lewisham, Southwark and Lambeth Initiative (pilot project with eight providers).  Many providers will collect equivalent information on their users.		
People have improved skills and access to information needed to maintain a tenancy.	More people are able to access information about their rights and entitlements.	Number of people receiving advice on benefits and entitlements.	Supporting People outcome: Counts of individuals who maximise income, including receipt of correct benefits.	Providers are no longer required to collect Supporting People outcomes in a standardised way, but many choose to do so.	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> </ul>	

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		Number of people receiving benefits they are entitled to.	Based on data collected by the Department for Work and Pensions: Housing Benefit and Council Tax Benefit caseload. Providers may identify the number of individuals claiming housing and other benefits from within their target population, rather than exclusively using statutory data.			
		Number of people at risk of losing their homes who get advice on preventing homelessness	Based on <i>Measuring the Scottish Social Housing Charter Outcomes</i> (toolkit), calculated using provider records of work undertaken with beneficiaries.	All Scottish Social Landlords are expected to self assess on a range of outcomes. This detailed toolkit suggests a number of other 'benchmarks' (indicators).	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> </ul>	This outcome assumes that access to information helps people make informed choices.
		Number of young people returning home.	Provider counts of young people who have chosen not to leave home following advice.		<ul style="list-style-type: none"> <li>• Young people</li> </ul>	Note: in some cases it is not safe or appropriate for a young person to return home.
	More people develop the skills needed to maintain a home.	Number of people demonstrating an improvement in: <ul style="list-style-type: none"> <li>• Living skills;</li> <li>• Managing money;</li> <li>• Managing tenancy.</li> </ul>	Homelessness Outcomes Star.	Developed by Triangle Consulting, with Homeless Links. Widely used and well recognised among homeless organisations.	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• People with a physical or learning disability or mental health problems</li> <li>• People with drug or alcohol problems</li> <li>• Offenders or people at risk of offending</li> </ul>	The Star's 10 outcome areas cover many of the support needs experienced by homeless people. It concerns the underlying problems which cause homelessness, and not just the material experience of being homeless.
	More people have the	Ratio of house price to	Shelter Housing	Shelter suggested this	<ul style="list-style-type: none"> <li>• Individuals</li> </ul>	

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	economic capacity needed to maintain a home.	income.	Databank (based on statutory data)	ratio be included in the national wellbeing measures. It does not suggest an appropriate ratio.	<ul style="list-style-type: none"> <li>• Families</li> </ul>	
		Proportion of income spent on housing cost.	Shelter Housing Databank (based on statutory data)		<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> </ul>	
		Number of people with reduced debt.	Supporting People economic well-being outcomes.		<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> </ul>	
		Number of weeks of rent arrears.	Lewisham, Southwark and Lambeth Initiative.	Used an alternative to measuring debt.	<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> </ul>	
Attitudes and policy towards people with housing needs are improved	Improved relationships between landlords and tenants.	Number of: <ul style="list-style-type: none"> <li>• Complaints received during the year</li> <li>• Complaints answered during the year</li> <li>• Complaints per 1,000 tenancies</li> </ul>	<i>Measuring the Scottish Social Housing Charter Outcomes</i> (toolkit) based on provider records of the number of complaints received from tenants, how these were dealt with, and the total number of tenancies.		<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> </ul>	The toolkit also suggests a number of other 'benchmarks' (ie, indicators) under the communication heading.
	Improved community attitudes to social housing tenants and homeless people.	Number of people agreeing that most homeless people have just been unlucky in their lives.	Questions taken from survey in Shelter's <i>Public attitudes to homelessness</i> report.	Questions from a Scotland-wide survey conducted in 2008..	<ul style="list-style-type: none"> <li>• Community</li> </ul>	Attitudes to homelessness are not widely measured or reported. We cannot find evidence for more recent, or widespread measurement of similar attitude based indicators.
		Number of people agreeing that most homeless people could find somewhere to live if they really tried.				
	Proportion of social rented homes in mixed tenure residential	Tenure mix index created using Royal Mail Postcode Address	Tenant Services Authority, and Homes and Communities	<ul style="list-style-type: none"> <li>• Community</li> </ul>	Report published in May 2011	

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		locations.	File (PAF) data and Census data.	Agency, New Affordable Homes		
	Increased investment in housing.	Number of affordable homes built.	Data from <i>House building statistics</i> , Department for Communities and Local Government. Also available through the Shelter Housing Databank.		<ul style="list-style-type: none"> <li>• Community</li> </ul>	New homes built by councils, by housing associations and by private developers; numbers of starts and completions.
	Improved housing policy	Number of policies passed concerning housing strategy.	No standardised measures exist here; measurement requires policy monitoring.	Homeless Link monitors policy development, and produces briefings regarding impact on its members and their beneficiaries.	<ul style="list-style-type: none"> <li>• Community</li> </ul>	Assessment here likely to be qualitative.
		Number of guidance documents published by central government regarding local housing policy.				
Fewer people have unmet basic needs.	More people have sufficient and suitable food.	Number of foodbanks.	Data collected by providers. Eg, Trussell Trust, Exploring the growth of foodbanks across the UK.		<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> </ul>	While we have information from providers on the supply side of food provision, there is a lack of systematic data about food needs. Providers indicate that demand is rising.
		Number of people attending foodbanks.				
		Number of people suffering from malnutrition.	Nutritional screening by medical staff are well established.	The Medical Nutrition International Industry (MNI) ONS Dossier – Oral Nutritional Supplements to Tackle Malnutrition.	<ul style="list-style-type: none"> <li>• Individual</li> <li>• Older people</li> </ul>	There is no universally accepted definition of malnutrition. Older people are generally more at risk of
		Number of people classed as obese.	Based on Body Mass Index.	The Health and Social Care Information Centre, Statistics on obesity, physical activity and diet: England 2012	<ul style="list-style-type: none"> <li>• Individuals</li> </ul>	Report includes data from a number of sources including Hospital Episode Statistics, the Prescribing Unit at the NHS Information Centre, and the Health

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						Survey for England dataset.
The heating and energy needs of more people are met.	Proportion of income spent on energy.	Standard measure of fuel poverty is currently households spending more than 10% of income to achieve adequate heating.	Annual report on fuel poverty statistics.			Fuel Poverty Review (2012) suggests more complex measure where fuel poverty is defined as households with fuel costs above the median, and where residual income would put the household below the poverty line.
	Number of people living in houses without insulation.	Based on classification of houses as: Insulated; Meets equivalent standard; Uncertainty; Limited potential; Not insulated.	Department for Energy and Climate Change Estimates of home insulation levels in Great Britain (2012)		<ul style="list-style-type: none"> <li>• Individuals</li> <li>• Families</li> <li>• Older people</li> <li>• People with a physical or learning disability or mental health problems</li> </ul>	Estimation based on 2008 Household Survey, combined with information on insulation delivery since then.
	Gas and electricity consumption per household.	Energy efficiency of domestic and non domestic properties.	Department for Energy and Climate Change NEED (national energy efficiency data framework).			NEED provides data on median gas and electricity consumption by house area or number of bedrooms. Based on data from energy suppliers (consumption), Experian (household characteristics), the Valuation Office Agency (property attributes), and the Home Energy Efficiency Database (energy efficiency measures)

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