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PHASE 1 REPORT

THE HIDDEN DIMENSIONS OF BLACK, ASIAN AND MINORITY ETHNIC HOMELESSNESS

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Independent Academic Research Studies (IARS)

Dale Coker, Baber Khan, Borbala Fellegi, Francis Kadaplackal, Joaquin
delaConcha, Leila Hogarth, Lewis Parle, Nikolaos Stamatakis,

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All errors are the responsibility of the Managing Director, Dale Coker. The views expressed in this report are those of the authors and do not necessarily reflect those of Independent Academic Research Studies.

Dale Coker

IARS Deputy Director, 2007

INTRODUCTION

This paper provides a comprehensive overview of the policies, legislation, organisational barriers, and general issues that confront the black, Asian, and ethnic minority homeless (henceforth referred to as the BAME homeless) in the European Union, United Kingdom, and in metropolitan London. In the first chapter of this study, extensive desk research addresses the following topics for each of the aforementioned regions.

- Policies relating to the homeless, particularly the BAME homeless
- European EQUAL principles and objectives
- Primary and secondary directives, regulations, etc. addressing homelessness
- Employment issues
- Equal opportunities
- Housing
- Social inclusion
- Community cohesion
- Best practices

The second chapter covers the major theoretical arguments around homelessness and BAME groups, especially in relation to London. This literature review explores the barriers faced by BAME groups trying to access homeless provisions, general problems that encumber the BAME homeless in London, information on the relationship between mainstream and BAME homeless organisations, information on the service needs of BAME homeless individuals, and details on awareness raising initiatives meant to support the BAME homeless. These diverse issues are presented in a summarised, coherent fashion for future research use and easy reference to good practices.

The final chapter outlines the results of a London-wide telephone survey that asked key homelessness policy questions of London-based BAME organisations. A total of 74 public or private BAME organisations were contacted, although a mere 6 organisations answered the survey. Respondents offered detailed answers to questions such as:

- The main barriers faced by BAME groups trying to access homeless provisions
 - Differences in the provisions for the BAME homeless as opposed to the white, mainstream homeless
-

- Most important barriers
- Rate of success of measures aimed at overcoming these barriers
- Effect of awareness raising campaigns focused on the BAME homeless
- How to raise awareness of BAME homeless needs
- Working connections between BAME organisations and mainstream homeless organisations
- Importance of challenges each organisation faces in helping the BAME homeless
- Opinions about local and national policies that cater to the needs of the BAME homeless

The survey results help to round out the information provided in the first two chapters. Survey respondents reconfirm many of the desk research findings and point towards new directions in both research and policy. Respondents also offered insights that the desk research could not. Systemic redundancies and cultural barriers often prohibit the BAME homeless from getting substantial help before they become homeless. The chronic inability of British public servants to differentiate between sub-groups within larger regional and ethnic categories (e.g. the differences between Indians and Pakistanis) leads to inadvertent forms of discrimination. Such unintentional discrimination can frustrate ethnic minorities attempting to make use of the public services.

The conclusion reviews the major themes probed during the research, focusing on themes not previously explored that afford opportunities for research and policy development. Issues not clearly addressed by previous research are plumbed in depth. Future directions are proposed as well.

CHAPTER 1 – DESK RESEARCH

EUROPEAN UNION

This section provides an overview of the policies at the European level that involve the BAME homeless. The section starts with a discussion of EU level quantitative data on homelessness and progressively explores the diverse policies that touch upon the social integration of the BAME homeless.

1. QUANTITATIVE DATA

Although the Lisbon strategy attempted to develop common EU indicators that would monitor progress towards objectives, no common indicators were developed to measure homelessness and only an indirect indicator for housing exists. This complication is due in part to the different definitions of homelessness and because it is perceived differently amongst diverse member states.

Currently, Eurostat is coordinating a taskforce that will develop common methodologies for understanding Europe-wide homelessness.¹ This EU task force will produce a report in 2007 aimed at identifying methodologies and practices for the development of data collection on homelessness at national levels. Until that study advocates new methodologies, only the European Federation of National Associations Working with the Homeless (hereinafter referred to as FEANTSA) can be relied upon for trans-European statistics on homelessness and housing. Even though the FEANTSA figures are the only ones available, they cannot provide accurate Europe-wide comparisons since data collection methodologies in individual member states are so divergent.²

¹ Office for Official Publications of the European Communities, "The Production of Data on Homelessness and Housing Deprivation in the European Union: Survey and Proposals." *Working Papers and Studies*, 2004. http://epp.eurostat.ec.eu.int/cache/ITY_OFFPUB/KS-CC-04-008/EN/KS-CC-04-008-EN.PDF. [accessed 18 March 2007]

² European Federation of National Organisations Working with the Homeless, *Data Collection: FEANTSA Online*, 12 January 2006. <http://www.feantsa.org/code/EN/theme.asp?ID=4>. [accessed 18 March 2007]

2. EMPLOYMENT

2.1 Policies and legislation promoting access to employment

European Union employment policies are enshrined in Title VIII of the EC Treaty. This title establishes an alternative path different from the traditional trans-national and national co-operation methods that are characterised by the “European Employment Strategy” (hereinafter referred to as the EES). The EES is a mode of national cooperation embedded in a European framework. This mode typifies the open method of coordination (hereinafter referred to as OMC), which constitutes an innovative governance style that was formalised at the Lisbon European Council of March 2000.³ This tool is a non-binding instrument that makes employment policies a matter of collaboration between European institutions and the member states.

The EES is the main community policy that covers the lack of binding legislation in this area. The EES is supported by the European Social Fund (ESF) through their operational programmes and by the EQUAL initiative. Together with the ESF, there is a community programme called European Incentive Measures (EIM) that includes three main objectives revolving around the need for a coordinated approach, the evaluation of the EES, and the identification and exchange of good practices.⁴ The EIM will be followed by a new Community Programme called PROGRESS that will replace the EIM in the support of the implementation of European policies.

2.2 Policies and Legislation Addressing Ethnic Minorities and Promoting Their Employment

There are no specific policies at the EU level addressing ethnic minorities' integration into employment. Rather, such policies are embedded in mainstream employment policies, i.e. the European Employment Strategy, the Employment Incentive Measures, and other programmes such as the EQUAL Initiative. Concrete guidelines for ethnic minorities and vulnerable groups such as homeless individuals are only partially addressed by general employment policy.

³ European Commission, “The Social Protection and Social Inclusion Process.” *Employment, Social Affairs, and Equal Opportunities: Social Inclusion*, March 2000.
http://ec.europa.eu/employment_social/social_inclusion/index_en.htm. [accessed 18 March 2007]

⁴ European Commission, “General Information.” *Employment, Social Affairs, and Equal Opportunities: EIM*, 11 September 2006. http://ec.europa.eu/employment_social/incentive_measures/info_en.htm. [accessed 18 March 2007]

As article 128, paragraph 3, of the EC Treaty reads: “Each Member State shall provide the Council and the Commission with an annual report on the principal measures taken to implement its employment policy in light of the guidelines for employment as referred to in paragraph 2.”⁵ Hence, every Member State has to draw up a National Action Plan, which describes how the Employment Guidelines are put into national practice. The NAP covers both the achievements of the previous twelve months and the measures envisaged for the following twelve months.

This study cannot assess the measures undertaken by the 25 member states; it is sufficient to emphasise that the member states determine their own courses based on European guidelines. Measures that reach out to the BAME homeless will be explored in the “Good Practices” section.

The European Commission Report on Employment in Europe confirmed the achievement of minimal long- and short-term employment goals, particularly in the EU-15.⁶ However, only limited results were achieved with regards to strengthening social cohesion and inclusion. BAME groups are included in these statistics although not explicitly.

3. HOUSING

3.1 Policies and Legislation Promoting Access to Housing

Housing policies thus far have been included in the EU strategy against poverty and social exclusion. Whilst this is a major step forward, the development of housing-related initiatives still depends to a large extent upon the political will of Member States.⁷

Yet there are other initiatives that can be deemed the seeds of future EU housing policy. Legislation and programmes dealing with the free movement of workers, such as the European Investment Bank’s “**Amsterdam Special Action Programme**”, the **JESSICA** Initiative and the **URBAN II** Initiative, have provided financial support for several social housing projects in the Member States.

⁵ European Communities, “Consolidated Version of the Treaty Establishing the European Community.” 1998. http://eur-lex.europa.eu/en/treaties/dat/12002E/htm/C_2002325EN.003301.html. [accessed 18 March 2007]

⁶ European Commission, “Employment in Europe 2006.” *Employment, Social Affairs, and Equal Opportunities*, 22 December 2006. http://ec.europa.eu/employment_social/employment_analysis/employ_2006_en.htm. [accessed 24 March 2007]

⁷ FEANTSA Working Group on Housing, *Housing in EU policy making*, October 2002, http://www.feantsa.org/files/DOCS/housing_eu_policymaking_draft.doc. [accessed 6 March 2007]

3.2 Policies and Legislation Addressing BAME Homeless Housing Concerns

Since housing is not dealt with by EU level policies, housing initiatives are usually part of more general social inclusion strategies that target the most vulnerable groups in society. However, **Directive (2000/43/EC)** specifically affects BAME groups⁸ by ensuring an adequate supply of goods and services (including housing) for all people, although it does not specifically target the BAME homeless.⁹

The main measures envisaged under EU policies and legislation come directly from the JESSICA and URBAN II programmes. The EU is providing loans for European cities to promote urban development, including social housing.

The evaluation of the URBAN 1994-1999 programming period concludes that the program financed projects in a total of 118 urban areas. The most visible achievements of the programmes were physical and socio-economic developments. Substantial jobs were created for persons trained. Community centres, sports facilities, and business spaces were constructed. It is still too early to assess the achievements of the JESSICA Initiative.

4. EQUAL OPPORTUNITIES

4.1 Policies and Legislation Promoting Equal Opportunities

Non-discrimination is one of the basic principles of the EC Treaty and the EU's Charter of Fundamental Rights. EU policies refuse to tolerate any form of discrimination. A number of legislative instruments prohibit both direct and indirect discrimination on the grounds of race and ethnic origin (**Racial Equality Directive, 2000/43**), as well as on the grounds of religion or belief, disability, age, or sexual orientation (**Employment Framework Directive, 2000/78**). Social programmes bolster the effectiveness of such legislation. For example, the **Community Action Programme** and the **EQUAL Initiative** support a range of positive measures that have an innovative nature meant to challenge discriminatory behaviour and promote a change in attitudes over time.

⁸ Official Journal of the European Communities, "Council Directive 2000/43/EC of 29 June 2000 Implementing the Principle of Equal Treatment Between Persons Irrespective of Racial or Ethnic Origin," 19 July 2000. http://europa.eu.int/eur-lex/pri/en/oj/dat/2000/l_180/l_18020000719en00220026.pdf. [accessed 18 March 2007]

⁹ *Idem*. Article 3.1.h

4.2 Policies and Legislation Addressing Equal Opportunities for the BAME Homeless

Given the importance of the principle of non-discrimination, all European anti-discrimination legislation addresses discrimination against ethnic minorities. Yet no specific EU laws directly address the BAME homeless.

The Community Action Programme and the EQUAL Initiative both financed projects to improve the understanding of issues relating to discrimination. These programmes were geared towards developing the capacity to prevent and address discrimination through exchange and networking activities. The Community Action Programme supported approximately 100 projects per year and, as a result, anti-discrimination policy has become one of the most widely known areas of EU social policy in the member states.¹⁰ The EQUAL Initiative has promoted, "local multi-stakeholder partnerships to tackle not only employment issues, but also the underpinning attitudes and behaviours of employers leading to the discrimination of employees or jobseekers".¹¹

5. SOCIAL INCLUSION

5.1 Main Policies and Legislation Promoting Social Inclusion

The late 1990's witnessed a new commitment to strengthening policy cooperation in the fight against poverty and social exclusion. Member state policy modernisation goals led in 2000 to an agreement on a new, open form of social inclusion policy coordination at the European community level. Thus, the fight against social exclusion and poverty remain major strategic goals for the European Union's 2010 agenda. The Nice European council approved the European Social Agenda, which includes the goal of "fighting poverty and all forms of exclusion and discrimination in order to promote social integration" as one of the four key community level objectives.

¹⁰ The European Commission, "Green Paper on Equality and Non-discrimination in an Enlarged European Union," 2004.
http://ec.europa.eu/employment_social/publications/2004/ke6004078_en.pdf. [accessed 18 March 2007]

¹¹ Bernard Brunhes International in Co-operation with ICAS Institute and Economix, "EU-Wide Evaluation of the Community Initiative Equal 2000-2006," *European Commission DG Employment and Social Affairs*, July 2006.
http://ec.europa.eu/employment_social/evaluation/docs/second_interim_report_290305v1_en.pdf. [accessed 18 March 2007]

5.2 Policies and Legislation Promoting the Social Inclusion of BAME Homeless Individuals

Whilst there were no specific measures for BAME individuals in the NAPs against poverty and social exclusion issued in 2001, immigrants and ethnic minorities were a priority in the second round of NAPs in 2003. The EU strategy for social inclusion of ethnic minorities consists of a common, non-binding framework created to tackle social exclusion and poverty in member states. Specific measures are outlined in the biannual National Action Plans of the member states.

Despite member states' admirable efforts, the Commission voiced concerns about a narrow approach that focuses excessively on vulnerable groups using very broad, ill-defined measures.¹² Rather, the social inclusion strategy should raise awareness of poverty and exclusion and also include concerns about homelessness and housing and labour market exclusions. Some member states even pinpointed good practices meant to reduce homelessness in their social inclusion reports.

6. COMMUNITY COHESION

6.1 Main Policies and Legislation Promoting Community Cohesion

As explained in the web-glossary of the European Union, the term 'cohesion' means 'sticking together'.¹³ Practically, social (or community) cohesion refers to the EU's attempt to ensure that, "everyone has a place in society, for example by tackling poverty, unemployment and discrimination." Secondly, there is a *physical* meaning of cohesion that entails programmes to help disadvantaged regions of the European Union to better integrate with the rest of the community through new roads and rail links. The first meaning described includes the BAME homeless and is largely addressed by social inclusion policies. The latter meaning underpins regional development projects and is supported by the Cohesion Fund. A third meaning of community cohesion might be seen in programmes meant to help incorporate immigrants and refugees, such as the 'ERF', 'INTI', and 'ARGO' programmes that structurally integrate disadvantaged persons into the

¹² European Commission, "Joint Report on Social Inclusion Summarising the Results of the Examination of the National Action Plans for Social Inclusion", Brussels, 2003.

¹³ Europa, "A Plain Language Guide to Eurojargon," no date, http://europa.eu/abc/eurojargon/index_en.htm [accessed 18 March 2007]

mainstream. These schemes seek ways of promoting immigrant participation in the major institutional arrangements of a society.¹⁴

6.2 Policies or Legislation Promoting Community Cohesion, Specifically for Disadvantaged and BAME Groups

The three funds mentioned above (ARGO, ERF, and INTI) directly affect ethnic minorities and, therefore, BAME individuals. Projects funded by these programmes target a diverse array of ethnic groups.

The **European Refugee Fund** provided member states with an overall budget of 216 million Euros through 2004. Funding was made available for programmes aimed at receiving and integrating asylum seekers, refugees, and displaced persons; for programmes to help individuals to return to their homes, if they wish to; for pilot initiatives that included exchanges between member states; and for emergency measures to provide temporary shelters for possible floods of refugees. The Council reinforced these programmes in 2004 by adopting a decision to extend the European Refugee Fund for the period 2005 to 2010 (ERF II). This helped to ensure continued solidarity between the member states in the field of asylum.¹⁵

The **INTI** Programme for integrating third country nationals is still operating. This programme supports preparatory integration programmes for third country nationals entering the European Union. The programme also seeks to, "dialogue with civil society, develop integration models, seek out and evaluate best practices in the integration field and set up networks at European level."¹⁶ The four main types of activities that can be co-financed by INTI are:

- 1.) The creation of networks, exchange of information and best practices
- 2.) Raising awareness and stimulation of dialogue between immigrants and their local communities
- 3.) Improving knowledge on immigration issues

¹⁴ H. Entzinger and R. Biezeveld, *Benchmarking in Immigrant Integration* (Rotterdam: Research Centre on Migration and Ethnic Relations, 2003), p. 9.

¹⁵ Official Journal L381, '2004/904/EC: Council Decision of 2nd December 2004 Establishing the European Refugee Fund for the Period 2005 to 2010', 28 December 2004. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32004D0904:EN:HTML>. [accessed 18 March 2007]

¹⁶ European Commission, *Justice and Home Affairs : Integration of Third Country Nationals*, June 2006, http://ec.europa.eu/justice_home/fsj/immigration/integration/fsj_immigration_integration_en.htm. [accessed 18 March 2007]

4.) Operating innovative projects helping the integration procedure for immigrants

ARGO programmes are not mentioned herein, as they are intended only to help control borders and not for the integration of ethnic minorities.

As the evaluation report of the European Refugee Fund pointed out, “nearly all Member States have focused their intervention strategy on concrete and isolated initiatives rather than on broad strategic initiatives.”¹⁷ Such initiatives have included establishing reception structures, integrating refugees and voluntary repatriation, improving already existing reception centres, strengthening cooperation with civil society organisations, and developing adequate management for national and asylum affairs.

In parallel and according to the Report of INTI Projects of 2003-2004¹⁸, the selected projects covered a wide range of activities targeting and involving immigrant communities. These projects included mentoring schemes; training activities for public officials; education programmes in schools; and several other innovative tools to foster mutual recognition and effective integration of immigrant communities.

7. GOOD PRACTICES

This study strives to outline good research practices that have been developed at each research level. A good practice is defined as being compliant with the following 3 characteristics.

- 1) Innovation
- 2) Successfulness
- 3) Transferability

This section provides a brief introduction to the content and main features of some identified good practices.

¹⁷ European Refugee Fund, *Final Evaluation of the First Phase (2000-2004), and Definition of a Common Assessment Framework for the Second Phase (2005-2010)*, March 2006, http://ec.europa.eu/dgs/justice_home/doc/dg_eval_Slovak_Republic_0306_en.pdf. [accessed 24 March 2007]

¹⁸ European Commission, *INTI Report: Integration of Third Country Nationals: 2003-2004 INTI Projects*, June 2006, http://ec.europa.eu/justice_home/funding/2004_2007/inti/docs/report_2003_2004_en.pdf. [accessed 24 March 2007]

7.1 Title: **Alternative houses for alternative people**¹⁹

This programme was launched in Denmark to provide houses for people who: have difficulty living on their own even with support, have had difficulties living in a shelter, or have lived in a shelter for too long. As described in the project's report, "the skaebe houses are small unconventional dwellings often with communal rooms. This hardware is accompanied by software in the form of housing assistance – a social caretaker providing mobile support for a group of dwellings from an office base. The dwellings are relatively low cost and permanent with two rooms plus a kitchenette, bathroom and access to common rooms. Schemes vary in size but are intended to be small scale (8-12 dwellings), though some are larger than this. Each scheme is supported by a social caretaker who may have responsibility for more than one scheme and who provides individual support to tenants and who helps with problems within the group."

The uniqueness of this programme is exhibited in that users have been involved in the decision making process unlike in regular social measures. The initiative is transferable to any part of the world but there are certain preconditions, such as the extensive cooperation of all national, regional and local authorities.

7.2 Title: "7"²⁰

This project targeted homeless people in Paris, most of whom faced difficulties in gaining access to the labour market because of a lack of qualifications and racial and social discrimination.

There were three aspects to the project's activities. Firstly, workshops were organised to gain a deeper insight into the potential of the target individuals, and to understand their views on the labour market. Participants were asked to work on issues such as lack of self-confidence, autonomy and behaviour difficulties, and to identify their specific needs. Secondly, employment work groups were established with the cooperation of employers to clarify company needs. Finally, firms collaborated to provide opportunities that might lead to long-term employment.

19 Henk Meert, *Preventing and Tackling Homelessness: Synthesis Report*, Copenhagen: European Commission, 2005, http://ec.europa.eu/employment_social/social_inclusion/docs/2005/pr_da_en.pdf. [accessed 24 March 2007]

20 Off the Streets and Into Work, *Summary Report on EQUAL Round 2 Project on Homelessness*, August 2005, http://www.feantsa.org/files/employment_wg/Gent2005/EQUALreport.doc. [accessed 24 March 2007]

This project's positive relationship with employers underpinned its major innovative strength. Re-integration of the long-term unemployed was achieved through the combined benefits of training, community building and networking. The project could feasibly be transferred to London, successfully dealing with the multi-ethnic composition of BAME individuals.

7.3 Title: "Pathways to social integration for people with mental health problems: the establishment of social cooperatives in Greece"²¹

This project aimed at reintegrating people with mental health problems into society. Greece has made significant efforts to reform its national mental health system over the past 20 years. Firstly, a legal framework for the provision of comprehensive mental health care services was established, which was followed by the Psychargos Mental Health Programme NAP. As part of this programme, a framework for Social Co-operatives with Limited Liability (KoiSPEs) was created.

KoiSPEs enabled people with mental health problems to be employed under real working conditions in order to give them social and economic status in society and a feeling of self worth. To avoid a 'sheltered work' situation, those with mental health problems worked with local authorities, hospitals and individuals from other vulnerable social groups.

The results have been that the qualifications of mental health professionals have been systematically improved, rehabilitation programmes have helped prepare a large number of psychiatric patients for social integration, and pre-vocational training has also been expanded in the KoiSPEs.

7.4 Title: the Open Method of Coordination²²

The Open Method of Coordination is a new tool of governance that has appeared in the European Union, and that is being used to develop different policy fields where the EU has stagnated due to its lack of legal competences. The objective of the OMC is to grant different stakeholders the freedom to choose the means to achieve chosen goals. Furthermore, the OMC's innovative approach to exchanging good practices solidifies

²¹ Erwin Seyfried with the collaboration of Dimitris Ziomas, *Pathways to Social Integration for People with Mental Health Problems: the Establishment of Social Cooperatives in Greece*, European Commission, 2005, http://www.peer-review-social-inclusion.net/peer-reviews/2005/review-25/05_EL_synth_en_060125.pdf. [accessed 24 March 2007]

²² Joaquín de la Concha, *Goods and Evils of the Open Method of Coordination: Striking the Balance*, unpublished, (2004).

mutual learning and exchange of knowledge. The OMC's typical tools, such as benchmarks, indicators, guidelines, recommendations, and reports, proffer good guides for those studying the similar phenomena.

7.5 On the way to your own home – Strategy for preventing and fighting homelessness²³

The Norwegian Parliament created a national action strategy to prevent homelessness in 2005-2007. The strategy ensures that homeless people obtain housing within a short period without prejudice to any affliction or characteristic; various government departments and voluntary organisations have worked together to achieve this goal. The funding has entailed a grant from the Norwegian Directorate of Health and Social Affairs, which has benefited some 2,500 households.

There are a number of innovatory features to this programme. The most notable has been the variety of participating agencies, which has resulted in a rich inter-sectoral networking structure. There has also been a combination of high level policy and grass roots activities, resulting in a balanced approach to the issue. The final outcomes include a 20% reduction in evictions between 2004 and 2005 and follow-up services.

The scheme could be applied to London if substantial policies are promulgated and cross-sectoral cooperation is guaranteed.

UNITED KINGDOM

1. QUANTITATIVE DATA

1.1 Total Number of Homeless in the UK

In 2004 the charity, Crisis, estimated that there are some 380,000 homeless people in the

²³ Gunnar Sveri, *The Work On – On the Way to Your Own Home – Strategy for Preventing and Fighting Homelessness*, Norwegian State Housing Bank Strategy Office, 2006, <http://www.feantsa.org/files/Streamlined%20strategy%20social%20protection%20and%20inclusion/peer%20review/2006/norway/The%20work%20on%20%E2%80%9C%E2%80%98On%20the%20way%20to%20your%20own%20home%E2%80%99%E2%80%93%20Strategy%20for%20preventing%20and%20fighting%20homelessness%E2%80%9D%20.doc>. [accessed 24 March 2007]

UK. In its report, 'Hidden Homelessness: Britain's Invisible City', Crisis emphasised that "there are far more hidden homeless people than is officially recognised."²⁴ Homelessness in three of Britain's regions is outlined below.

England: In 2005, UK Local Authorities accepted responsibility for 100,170 households (not individuals) out of a total 162,990 recognised homeless households, as unintentionally homeless and in priority need. Only 47,800 single homeless households were categorised as in priority need and, therefore, received assistance. A total 48,900 were deemed not in priority need.²⁵

Scotland: In the period 2004/5, Local Authorities accepted 29,546 households as homeless and in priority need, which is 74% of all the households assessed as homeless (39,681 total) in Scotland. Results from the 2001-2002 Scottish Household Survey suggest that one in every five homeless households do not apply to their Local Authority at all.²⁶

In Wales: Shelter Cymru estimates that at least 50,000 people experience homelessness in Wales annually. The number of households needing public accommodation in Wales is expected to increase by 12% between 1996 and 2016. Wales also has the poorest housing conditions in the UK, with an estimated 225,000 people living in unfit accommodations.²⁷

These statistics concern **Statutory Homeless Households** in the UK. However, to gain a clearer picture of homelessness in the UK, those placed in temporary accommodation and 'rough sleepers' must be considered. Since 2004, the number of households housed in temporary accommodation has remained in excess of 100,000.²⁸ Temporary accommodation includes: private sector accommodation, accommodation owned by social landlords, hostel accommodation, women's refuges, and bed and breakfast accommodation.

²⁴ Crisis, *How Many, How Much? (Chapter 1)*, 2003, <http://www.crisis.org.uk/>. [accessed 24 March 2007]

²⁵ Crisis, *Statistics About Homelessness*, 2006, <http://www.crisis.org.uk/>. [accessed 24 March 2007]

²⁶ *Idem*.

²⁷ National Assembly of Wales, Shelter Cymru, 2007, <http://www.sheltercymru.org.uk/shelter/home/>. [accessed 24 March 2007]

²⁸ Communities and Local Government, *Homelessness Statistics*, 2006, <http://www.communities.gov.uk/index.asp?id=1141801>. [Accessed 24 March 2007]

Figures June 2006

Accommodation

Type	% of total
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Private Sector	64
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Owned by Social	
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Landlords	22
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Hostels and	
-------------	--

Women's refuges	9
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B & Bs	5
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Figure 1. Breakdown of those in temporary accommodation June 2006.

Figure 1 illustrates the extent of those temporarily housed in the UK. London has the highest number of households in temporary accommodation, accounting for 66% of

England's total. In Scotland there were 8,135 households in temporary accommodation, and no figures are presented for Wales.

In terms of *rough sleepers*, the UK Government street counts estimate that there are about 502 people sleeping outside around England *on any one night*. However, at Crisis Open Christmas 2005 in London, 547 persons (40% of those accessing services) said they were sleeping rough. This suggests that more sleep rough than present government figures reveal.

1.2 Main Ethnic Origins of Homeless People in the UK

Figure 2 below illustrates the ethnic constitution of the UK's homeless population. Black and minority ethnic households currently represent 25% of those accepted by Local Authorities as homeless in England, and compared to the population as a whole, there is a far greater incidence of homelessness amongst these groups than amongst white British. Despite the dire situation, white British are accepted as officially homeless in greater

Figure 2. Ethnicity of 'statutory homeless' 2005. Figures

Ethnicity	No.	% of total
White British	74,460	74.3
African-Caribbean	10,330	10.3
Pakistani/Bangladeshi	5,290	5.3
Other	5,110	5.1
Unknown	4,970	5

numbers than their ethnic minority counterparts.

London has the highest percentage of acceptances from Black and Asian groups (30% and 11% respectively) and also for other ethnic groups (13%). The West Midlands has the next highest acceptances from homeless Black and Asian groups (at eight percent for each group).

2. EMPLOYMENT

2.1 Policies and legislation promoting access to employment

The UK government agency dubbed 'Jobcentre Plus' helps citizens transition from welfare into work, whilst helping employers to fill their vacancies. Jobcentre Plus plays a key role for the Department of Work and Pensions in the *National Homelessness Strategy*. Assisting the unemployed and homeless in finding employment also means working towards parity of outcomes for ethnic minority customers and the BAME homeless.²⁹ Jobcentre Plus is continually creating public employment programmes, such as the Ambition Projects, with the assistance of the National Employment Panel to guide the unemployed towards employment.

Specialised programmes in Wales cater to needy minorities. 'Progress to Work' (focused on ex-offenders and drug abusers), 'Age Positive Cymru' (focused on age diversity), Pathways to Work³⁰, and the 'Want2Work' joint initiative sponsored by the Welsh Assembly Government and Jobcentre Plus all help the unemployed overcome diverse barriers to find placements.

In Scotland, the Employability Framework works closely with the Department for Work and Pensions to increase the chances of continued employment for vulnerable and disadvantaged groups. The 'Homelessness and Employability Network' (SHEN) was set up in 2003 to improve opportunities for people facing homelessness in Scotland through engagement with education, training and employment opportunities.³¹ The Employability Framework supports the Closing the Opportunity Gap (CtOG) programme in its efforts to reduce the number of those who rely on Department for Work and Pensions (DWP)

²⁹ Job Centre Plus, *Welcome to Job Centre Plus*, 3rd of December 2007, <http://www.jobcentreplus.gov.uk/JCP/index.html>. [accessed 24 March 2007]

³⁰ Pathways to Work, *Pathways to Work*, n.d., <http://www.pathwaystowork.org/>. [accessed 24 March 2007]

³¹ Scottish Executive Business and Industry, *Workforce Plus: An Employability Framework for Scotland*, 14th of July 2006, <http://www.scotland.gov.uk/Topics/Business-Industry/Employability/Intro>. [accessed 24 March 2007]

benefits. The Framework also supports efforts to improve the lot of those in low-skilled, low-paid jobs as well.

2.2 Policies and Legislation Addressing Ethnic Minorities and Promoting Their Employment

Recent legislation on promoting employment has not addressed the problems facing BAME groups specifically. For example, the Employment Relations Act of 2004 is mainly concerned with collective labour law and trade union rights, as there is no exclusive provision for BAME homeless groups.³² General legislation does not preclude the effectiveness of previously described initiatives, such as the “Homeless and Employability Network” or parity outcome monitoring. All such programmes actively promote the successful integration of BAME and homeless individuals into the UK labour market.

3. HOUSING

3.1 Policies and Legislation Promoting Access to Housing

The impetus for providing and developing adequate housing programmes lies within UK legislation. Fundamental legislative acts that promote adequate housing for all citizens are outlined below:

(1) *Housing Homeless Persons Act, 1977*: reconfirmed the duties of Local Authorities to the homeless and transferred some housing responsibilities to housing authorities.³³

(2) *Housing Act 1985*: consolidated the Housing Acts to promote housing affordability, choice, and to ensure the well-being of the housing sector.

(3) *Housing Act 1996*³⁴: Part VII of the Act (175-218) deals with all aspects of homelessness. Topics addressed include applications for assistance, eligibility for assistance, government duties to provide assistance, and referral and appeal procedures.

³² Job Centre Plus, *Partners: Business Community : Wales*, n.d., <http://www.jobcentreplus.gov.uk/JCP/Partners/RegionalBusinessCommunity/Wales/index.html>, [accessed 24 March 2007]

³³ No author, *the Context: A Brief History of Single Homelessness in Britain*, n.d., <http://www.crashindex.org.uk/2.pdf>, [accessed 24 March 2007]

³⁴ No author, *Housing Act 1996: Chapter 52*, 1996, <http://www.opsi.gov.uk/acts/acts1996/1996052.htm>, [accessed 24 March 2007]

(4) Homelessness Act 2002³⁵: reviews homelessness strategies and proposes new ones. The Act expands the duties of Local Authorities and housing services to provide for the homeless and potentially homeless.³⁶

Evolutionary legislation and reengineering of benefits both continue to try to eliminate greater chunks of the homelessness problem. The UK Government set out its plans for Housing Benefit reform in a January 2006 Green Paper entitled '*A New Deal for Welfare: Empowering People to Work*'.³⁷ Reforms centre on the replacement of Housing Benefits in the private rented sector (but not yet the social rented sector) with '*Local Housing Allowances*' (LHA). With the introduction of the LHA:

- The amount of benefit will be a flat rate allowance based on the number of occupiers and location rather than on the amount of rent that the claimant is actually paying.
- Claimants will be able to keep any surplus between the LHA and their actual rent, or will have to compensate for any shortfall, thereby encouraging claimants to shop around for suitable accommodation.³⁸
- Another significant change is that the LHA will be paid directly to claimants, removing the choice available to claimants to have their benefit paid directly to landlords.³⁹

Many regulations still strictly control Housing Benefits. A Joseph Rowntree Foundation report entitled, '*Reforming Housing Benefit for Private Tenants and Tax Credit Recipients*', has estimated that private sector tenants in receipt of Housing Benefit face a shortfall of around £20 per week between their benefit entitlement and their rent.⁴⁰ Research suggests that, along with causing financial difficulties for those in receipt of Housing Benefit, the shortfalls also reduce the supply of accommodation available - as they make

³⁵ No author, *Housing Act 1996: Chapter 52*, 1996, <http://www.opsi.gov.uk/acts/acts2002/20020007.htm>, [accessed 24 March 2007]

³⁶ *Idem*.

³⁷ Department for Work and Pensions, *Green Paper: A New Deal for Welfare: Empowering People to Work*, n.d., http://www.dwp.gov.uk/welfare-reform/legislation_green_paper.asp, [accessed 24 March 2007]

³⁸ Department for Work and Pensions, *Building Choice and Responsibility: A Radical Agenda for Housing Benefit*, n.d., http://www.dwp.gov.uk/housingbenefit/publications/2002/building_choice/summary.pdf, [accessed 24 March 2007]

³⁹ Crisis, *Wider Policies: UK Housing Benefit Policy*, n.d., http://www.crisis.org.uk/policywatch/pages/uk_housing_benefit_policy.html, [accessed 24 March 2007]

⁴⁰ Joseph Rowntree Foundation, *Reforming Housing Benefit for Private Tenants and Tax Credit Recipients*, April 2002 ref. 462, <http://www.jrf.org.uk/knowledge/findings/housing/462.asp>, [accessed 24 March 2007]

landlords more reluctant to let to Housing Benefit claimants.⁴¹ Department of Work and Pensions research on the effects of the Single Room Rent restriction confirmed these negative impacts⁴², but the January 2006 DWP Welfare Reform Green Paper, “A New Deal for Welfare: Empowering people to Work,” did not contain any proposals to abolish or reform the Single Room Rent restriction.

Problems exist with other Housing Benefits. The *Non-Dependent Deduction* is a measure requiring a deduction from a family unit Housing Benefit when a family member (or occupant) reaches 18 years. This financial penalty has been known to force young people to leave home, which in turn can cause homelessness and/or lead to another claim for Housing Benefit.⁴³ Non-dependent deductions are set at a flat rate for any non-dependents who are not working, or who are working less than 16 hours per week. However, for those working over 16 hours, a sliding scale is introduced to determine the reduction amount. In some cases, the level of reduction may be high enough to act as disincentive to work.⁴⁴ The policy is also associated with Housing Benefit administration problems, which can lead to arrears and potential eviction.

Until recently, Housing Benefit ceased as soon as a claimant started work. This dissuaded many benefit recipients from seeking work. To counteract this effect, the Government introduced a new four week benefit run-on only for claimants who have been in receipt of Income Support or JobSeeker's Allowance for at least 6 months and only for those whose jobs last 5 weeks or more.⁴⁵

Additionally, payment of Housing Benefit is always at least four weeks in Arrears. In practice, payments are often further delayed at the start of a claim because of delays in processing the application; for example, around a fifth of claims are not processed within

⁴¹ Lynnette Kelly and Danièle Joly, *Refugees' Reception and Settlement in Britain: A Report for the Joseph Rowntree Foundation*, April 1999, <http://www.warwick.ac.uk/CRER/staff/jolycv.html>, [accessed 24 March 2007]

⁴² John Harvey and Donald Houston, *Research Into the Single Room Rent Regulations*, 2005, <http://www.dwp.gov.uk/asd/asd5/rports2005-2006/rrep243.pdf>, [accessed 24 March 2007]

⁴³ The Chartered Institute of Housing, *The Chartered Institute of Housing*, n.d., <http://www.cih.org/>, [accessed 24 March 2007]

⁴⁴ Crisis, *Wider Policies: UK Housing Benefit Policy*, n.d., http://www.crisis.org.uk/policywatch/pages/uk_housing_benefit_policy.html, [accessed 24 March 2007]

⁴⁵ Naomi Parsons and Guy Palmer, *A Review of Government Policies that Have An Impact On the Single Homeless*, October 2004, crisis.client.fatbeehive.com/downloads.php/90/ReviewOfGovPolicies.pdf, [accessed 24 March 2007]

14 days.⁴⁶ Local Authorities are also not required to stipulate when the first payment will be made. The potential impact on homeless people is to make it more difficult for them to find accommodation, partly because of the financial difficulties of surviving the period until the Housing Benefit arrives and partly because of a reduction in the supply of available accommodation as payment in arrears acts as a disincentive for landlords.⁴⁷

Finally, the *16-Hour Rule* means that anyone over the age of 18 cannot claim Housing Benefit if they are studying for more than 16 hours a week. In practice, this means that many low-skilled homeless people are likely to abandon attempts to gain qualifications at Levels 2 and 3. Instead, they move into work that does not require qualifications or skills. Research conducted by the Foyer Federation confirms this negative effect.⁴⁸ Finally, the UK's *Key Lines of Enquiry* (KLOEs) establishes consistent criteria for assessing the effectiveness and efficiency of housing services. KLOEs are designed to provide inspectors, inspected bodies and others with a framework for measuring service delivery and quality. Descriptors outlining excellent and fair services might endow other housing services with renewed objectives, although the achievement of an ideal assessment is not mandatory.⁴⁹

3.2 Policies and Legislation Addressing BAME Homeless Housing Concerns

Most of the aforementioned policies cover BAME homeless housing concerns. Official policy does not discriminate on the grounds of race, although such discrimination can be inadvertent. The sections below will outline how BAME needs are met more specifically.

⁴⁶ Department of Work and Pensions, *Housing Benefit and Council Tax Benefit Claims Administration Quarterly Performance Data*, 2005, http://www.dwp.gov.uk/asd/asd1/hb_ctb/performance/Performance_quarter4_0405.pdf, [accessed 24 March 2007]

⁴⁷ Crisis, *Wider Policies: UK Housing Benefit Policy*, n.d., http://www.crisis.org.uk/policywatch/pages/uk_housing_benefit_policy.html, [accessed 24 March 2007]

⁴⁸ The Foyer Federation was established in 1992 to stimulate and promote the development of the Foyer concept in the UK. The Federation provides a range of services to operational and developing Foyers, raises awareness of Foyers' work, and represents the movement at all levels of decision-making throughout the UK. For more information: <http://www.foyer.net/mpn/>

⁴⁹ Audit Commission, *Key Lines of Enquiry: Housing KLOEs*, n.d., <http://www.audit-commission.gov.uk/kloe/housingkloe.asp>, [accessed 24 March 2007]

4. EQUAL OPPORTUNITIES

4.1 Policies and Legislation Promoting Equal Opportunities

'EQUAL' is a European Social Fund Community Initiative that occupies a fundamental place in UK equal opportunities policy. The initiative aims to test and promote new ways of combating all forms of discrimination and inequalities in relation to the labour market, through trans-national cooperation. EQUAL also ensures action to help the social and vocational integration of asylum seekers/refugees.⁵⁰ EQUAL operates across identified thematic fields (employability – entrepreneurship – adaptability – equal opportunities), which embrace the four pillars of the European Employment Strategy and also support for asylum seekers.⁵¹ All of these themes are incorporated into UK policies in various forms.

The Commission for Racial Equality (CRE) is a UK statutory body that was established under the Race Relations Act of 1976. The Commission promotes the elimination of racial discrimination and equality of opportunity and good relations for diverse ethnic communities.⁵² The CRE monitors the workings of the Race Relations Act of 1976 and makes recommendations regarding improvements. The CRE receives an annual grant from the Department for Communities and Local Government (DCLG), but operates independently of government.⁵³

The Race Relations (Amendment) Act (2000) extends the requirements under the 1976 Act to all functions.⁵⁴ It also gives public authorities a statutory duty to promote racial equality. The Act outlaws discrimination, whether direct or indirect, and victimisation in public authorities not covered by the 1976 Act.

⁵⁰ European Union's European Social Fund, *Welcome to Equal*, 2006, <http://www.equal.ecotec.co.uk/>, [accessed 25 March 2007]

⁵¹ European Commission, *Employment and Social Affairs: European Employment Strategy: Introduction*, 19th of September 2005, http://ec.europa.eu/employment_social/employment_strategy/index_en.htm, [accessed 25 March 2007]

⁵² Commission for Racial Equality, *Welcome to the Commission for Racial Equality*, 2007, <http://www.cre.gov.uk/>, [accessed 25 March 2007]

⁵³ Commission for Racial Equality, *Welcome to the Commission for Racial Equality*, 2007, <http://www.cre.gov.uk/>, [accessed 25 March 2007]

⁵⁴ Crown Copyright, *Race Relations (Amendment) Act 2000*, 2000, <http://www.opsi.gov.uk/ACTS/acts2000/20000034.htm>, [accessed 25 March 2007]

Britain's *Black and Ethnic Minority Action Plan* for 2006 – 2009 struggles to guarantee equality within diversity whilst countering the threat of international terrorism, increased immigration, globalisation, the rise of extremist groups, and the changed dynamics of race and culture. The Equality Act and the creation of the *Commission for Equality and Human Rights* (CEHR) in 2007 will change the climate in which these issues are addressed. The Equality Act bolsters the government's commitment to human rights, equality, and anti-discrimination programmes. The Act helps to mitigate discrimination on the grounds of sexual orientation, religion, belief, age, gender, race, and disability. The CRE also aims to ensure that the CEHR becomes a strong and effective equality, human rights, anti-discrimination, and regulatory body over the next three years.

Like the *Equal Opportunities Commission* (England-Scotland-Wales)⁵⁵, the *Equal Opportunities Committee* (Scotland)⁵⁶ is responsible for guaranteeing equal opportunities for all citizens. However, the latter is not exclusively focused on discrimination against women, whereas the Equal Opportunities Commission remains concerned with women's issues. The Scottish Equal Opportunities Committee advocates equal opportunities for women and ethnic minorities as well. The McPherson Report emphasised the need for increased attention to equal opportunities for ethnic minorities.⁵⁷

4.2 Policies and Legislation Addressing Equal Opportunities for the BAME Homeless

The Commission for Racial Equality, the Black and Ethnic Minority Action Plan, and the Commission for Equality and Human Rights all attempt to fully integrate BAME persons into British society. Yet the BAME homeless are not explicitly addressed in many such policies and programmes. Rather, official bodies and initiatives normally approach BAME communities or homeless persons separately but rarely together. The previous assumptions that public policies regarding the homeless and ethnic minorities include all homeless and all minorities stand.

⁵⁵ Equal Opportunities Commission, *Home*, 2006, <http://www.eoc.org.uk/>, [accessed 25 March 2007]

⁵⁶ The Scottish Parliament, *Equal Opportunities*, n.d., <http://www.scottish.parliament.uk/business/committees/equal/index.htm>, [accessed 25 March 2007]

⁵⁷ Sir William MacPherson of Cluny advised by Tom Cook, the Right Reverend Dr. John Sentamu, and Dr. Richard Stone, *The Stephen Lawrence Inquiry*, February 1999, <http://www.archive.official-documents.co.uk/document/cm42/4262/4262.htm>, [accessed 25 March 2007]

5. SOCIAL INCLUSION

5.1 Main Policies and Legislation Promoting Social Inclusion

The UK Government launched the *Community Legal Service* (CLS) in April 2000 to enhance legal advising services for those in need. The CLS tries to cater to the population's most common legal needs, such as offering advice on housing, debt, employment, welfare benefits, community care, discrimination, immigration, and mental health. The CLS promises to improve social inclusion through resolving the problems of diverse citizens.

The UK civil legal aid system was replaced by the *CLS Fund*. The CLS Fund is the Government's main expenditure programme for all public legal and advising services. The Legal Services Commission has been readjusting the CLS Fund to better tune into national and local priorities through contracts with local quality assured providers and through the introduction of a *Funding Code*.⁵⁸

CLS Partnerships frame the super-structure of local legal and advice networks and are chiefly based on meeting local needs and priorities. The CLS Partnerships have linked up with *Local Strategic Partnerships* that are steadily accumulating knowledge of all social exclusion concerns. The nature of the links varies in each area according to the way in which the LSP has developed. LSPs partner with local organisations to prevent social exclusion in housing and the environment, education, employment, and health.⁵⁹

Other developments meant to combat social exclusion include the *Partnership Innovation Budget* (PIB) that was announced in December 2000.⁶⁰ The PIB encourages local CLS Partnerships to develop new ideas for delivering legal help and advice. Such ingenuity is meant to reach those in local communities who have not pursued public advice due to social or geographic barriers or unawareness.

Outside of the Department for Constitutional Affairs, the *Social Exclusion Task Force* 2006 (coordinated by the Cabinet Office) drives against social exclusion by enforcing cross-

⁵⁸ Department for Constitutional Affairs, *Home: Publications: Reports and Reviews: The Community Legal Service*, n.d., <http://www.dca.gov.uk/laid/socex/02.htm>, [accessed 25 March 2007]

⁵⁹ *Idem*.

⁶⁰ Community Legal Service, *The Partnership Innovation Budget: Proposals for the Second Round - The Advice Services Alliance's Response to the Legal Services Commission's Consultation Paper*, July 2002, http://www.asauk.org.uk/fileLibrary/pdf/Partnership_Innovation_Budget.pdf, [accessed 25 March 2007]

departmental approaches to problem solving for citizens most in need.⁶¹ The Task Force champions the causes of the most disadvantaged members of society by providing a voice for the voiceless before the British Government.⁶²

The *Social Exclusion Unit* (SEU) preceded the current Task Force and was created by the Government in 1997 to take a cross-government approach to improving the lives of the most disadvantaged in the UK. The SEU produced over 40 reports, and many of these have led to dramatic and positive changes that have impacted lives. For example, the national strategy for neighbourhood renewal led to the creation of the *Neighbourhood Renewal Unit*. The Unit strives to close the gap between deprived neighbourhoods and the rest of the country, so that no one should be disadvantaged based on where the live.⁶³

Another SEU report on *Transport and Social Exclusion* (Feb 2003) led to *Accessibility Planning* becoming embedded in the work of Local Authorities. Accessibility Planning guarantees a systematic process for overcoming barriers that people face in accessing jobs and key services such as education and healthcare.⁶⁴ Results have been concrete. In November 2006, the Department of Health and the Department for Education and Skills invited applications from primary care trusts and local authorities wanting to become demonstration sites for the parenting support programme for at risk families.⁶⁵

5.2 Policies and Legislation Promoting the Social Inclusion of BAME Homeless Individuals

The Community Legal Service, the CLS Fund, and Local Strategic Partnerships involve BAME persons in their social inclusion agendas. BAME homeless struggles are ameliorated in part by both professional advice and concrete health care and related assistance programmes. The Partnership Innovation Budget and the Social Exclusion Task Force could both grab the gauntlet of the BAME homeless agenda and expose the needs of the BAME homeless to the British Government. The Social Exclusion Task Force could serve as an ideal starting location for confronting BAME homelessness.

⁶¹ Social Exclusion Unit, *Home*, n.d., <http://www.socialexclusionunit.gov.uk/>, [accessed 25 March 2007]

⁶² Cabinet Office, *Social Exclusion Task Force*, 20th of March 2007, http://www.cabinetoffice.gov.uk/social_exclusion_task_force/, [accessed 25 March 2007]

⁶³ Communities and Local Government, *Neighbourhood Renewal Unit Homepage*, 2005, <http://www.neighbourhood.gov.uk/>, [accessed 25 March 2007]

⁶⁴ Social Exclusion Unit, *Home*, n.d., <http://www.socialexclusionunit.gov.uk/>, [accessed 25 March 2007]

⁶⁵ Department of Health, *Welcome to the Department of Health*, 2007, <http://www.dh.gov.uk/en/index.htm>, [accessed 25 March 2007]

6. COMMUNITY COHESION

6.1 Main Policies and Legislation Promoting Community Cohesion

The UK *Home Office* formed the *Community Cohesion Review Team* (CCRT) in order to identify good practices, key policy issues, and new and innovative thinking to help community cohesion.⁶⁶ The main *Cantle Report* commissioned by the Home Office highlighted growing concerns about segregation of some BAME groups from the 'mainstream'. Its concerns about segregation were heightened by urban disturbances in Oldham, Burnley, and Bradford in 2001. Subsequent policy debates included the roles of housing improvement and area-based regeneration. The report indicated that British were leading "parallel" and "polarised" lives and not mingling with their fellow Brits from other cultural backgrounds. The same report was characterised as, 'open, honest debate about multi-culturalism in Britain'.⁶⁷

The UK government has responded to this challenge by regenerating communities, improving public services, and raising school standards. An extra £7 million was made available by the *Neighbourhood Renewal Unit* (NRU)⁶⁸ and the Home Office to orchestrate summer cultural understanding camps. Nine *regional coordinators* were appointed to deploy community facilitators who foster dialogue within and between communities experiencing conflict.

The Government reaffirmed its commitment to providing high quality Government services, particularly in regards to education. Educational achievement was particularly low in the districts that suffered riots in 2001. The Local Government Association (LGA)⁶⁹, together with the CRE and the Home Office, issued draft guidance to local authorities on promoting community cohesion within their respective functions.

⁶⁶ National Association of Citizens Advice Bureaux and Commission for Racial Equality, *Community Cohesion: Our Responsibility*, September 2002, <http://www.cre.gov.uk/downloads/cohesion.pdf>, [accessed 25 March 2007]

⁶⁷ BBC News, "Race Segregation Caused Riots", *BBC News World Edition*, 11th of December 2001, http://news.bbc.co.uk/2/hi/uk_news/england/1702799.stm, [accessed 25 of March 2007]

⁶⁸ Communities and Local Government, *Neighbourhood Renewal Unit Homepage*, 2005, <http://www.neighbourhood.gov.uk/>, [accessed 25 March 2007]

⁶⁹ Local Government Association, *Lyons Calls for Reform of Council Tax System – Now Government Must Act*, 25th of March 2007, <http://www.lga.gov.uk/>, [accessed 25 March 2007]

The *National Citizens Advice Bureaux* (NCAB)⁷⁰ assists all persons in exercising their rights and obtaining fair treatment under the law. The NACAB voices the concerns of those who hide the harassment or discrimination inflicted upon them. In March 2002, the NCAB produced, 'Bridging communities – a race equality action guide for the Citizens Advice Bureaux'. The guide is part of a series of CAB initiatives to develop its racial equality work. The guide contained practical suggestions for how the Citizens Advice Bureaux can become involved in local partnerships that promote community cohesion. It also outlined how to gather hard evidence of the negative effects of racism within communities. The guide included template advice columns on dealing with discrimination for use in local newspapers and a summary of current race relations legislation. In 2003, the Government determined that the CAB website would be translated into a range of languages spoken in Britain although this has yet to take place.

As a joint initiative, the NACAB and the CRE have been working together to confront key issues. On such issue is rural racism. The 'no problem here' attitude remains entrenched in certain countryside villages. Both the NCAB's and the CRE's attempts to tease out the effects of rural racism have led to greater sensitivity towards diversity in some communities.

6.2 Policies or Legislation Promoting Community Cohesion, Specifically for Disadvantaged and BAME Groups

The Cattle Report and the Neighbourhood Renewal Unit have arguably spurred assistance programmes that help BAME communities more directly than programmes detailed in other sections of this paper. Fostering open dialogue between those of differing backgrounds and intervening in schools in troubled neighbourhoods have altered the daily realities and friendships of BAME persons residing in conflicted areas. Breaking down such barriers has meant greater cross-cultural cooperation amongst those once perceived to be mutually threatening. The NCAB and CRE have tried to include all of the UK's BAME persons in this process by not overlooking those residing outside of metropolitan zones.

⁷⁰ Citizens Advice Bureau, *Latest News*, 2007, <http://www.citizensadvice.org.uk/>, [accessed 25 March 2007]

7. GOOD PRACTICES

7.1 Commission for Racial Equality Good Practices

The 'Good Practices' section of the Commission for Racial Equality's website describes how the Commission attempts to transfer good practices to organisations in the public, private, and voluntary sectors.⁷¹ The CRE's good practice briefings include guides that instruct housing organisations on how to achieve equality of opportunity for a diverse customer and employee group and also how to provide services that match different experiences.⁷²

7.2 Comprehensive Guide to Equality and Diversity Good Practices⁷³

Off the Streets and Into Work's Equality and Diversity Working Group outlines some of the good practices that have evolved in the UK that could be imitated by organisations serving the BAME individuals and the homeless.

- **Turnaround E1:** Turnaround E1 provides free Internet access and organises IT training courses for homeless persons.⁷⁴
- **St. Mungo's:** "has a comprehensive staff training programme, aimed at enhancing both professional and personal development amongst the staff and volunteer team."⁷⁵
- **The Thames Reach Broadway (TRB) Listen Scheme:** In order to improve services, the TRB solicits client input using a suggestion box and listening scheme.⁷⁶

⁷¹ Commission for Racial Equality, *Home: Good Practice: Equal Opportunities Policies*, 2007, <http://www.cre.gov.uk/gdpract/equalopps.html>, [accessed 25 March 2007]

(See also equal opportunities policies: A Ten point plan to help employers to promote equality of opportunity in their organisations).

⁷² National Housing Federation, *Race Equality in Access to Housing Services: A Good Practice Guide*, 6th of July 2004, <http://www.homelesspages.org.uk/sortorder/..%5Cprods%5Cproducts.asp?prid=567>, [accessed 25 March 2007]

⁷³ Off the Streets and Into Work, *Equality and Diversity Good Practice Guide*, n.d., http://www.4inclusion.org/downloads/OSW_Equality_and_Diversity_Good_Practice_Guide.pdf, [accessed 25 March 2007]

⁷⁴ *Idem.*

⁷⁵ Off the Streets and Into Work, *Equality and Diversity Good Practice Guide*, n.d., http://www.4inclusion.org/downloads/OSW_Equality_and_Diversity_Good_Practice_Guide.pdf, [accessed 25 March 2007] (All new staff should be trained and have to follow compulsory courses on issues connected with Equality and Diversity).

⁷⁶ *Idem.* (It is a creative and flexible response to the fact that the experience of homelessness may have led to many individuals becoming marginalised).

- **Skylight Views:** This monthly feedback session is organised by Crisis Skylight. Members can offer feedback to improve services.⁷⁷

7.3 Homelessness Prevention: A guide to good practice⁷⁸

This guide relates the experiences of two prisons and diverse Local Authorities in countering homelessness before it occurs. The extensive guide gives innovative examples of best practices such as the 'Spend to Save' concept under landlord liaising⁷⁹ and details on the Targeted Housing Advice: Sutton LBC 'Route to Rent' Programme.⁸⁰

7.4 Tackling Homelessness Amongst Ethnic Minority Households – A Development Guide

This guide assists, "local authorities and their partner agencies in the development of inclusive, evidence-based and cost-effective homelessness services for their local ethnic minority populations, in order to tackle the over-representation of ethnic minority households amongst those accepted as homeless by local housing authorities."⁸¹ It helps homeless service providers to be more effective in service delivery.⁸²

7.5 Other Tools

Other tools that can better the positions of the BAME homeless or the potentially homeless include:

- The statutory code of practice on racial equality in housing⁸³
- The Best Value Performance Indicator 213⁸⁴

⁷⁷ *Idem.*

⁷⁸ Department for Communities and Local Government, *Homelessness Prevention: A Guide to Good Practice*, June 2006, http://www.communities.gov.uk/pub/462/HomelessnessPreventionAGuidetoGoodPractice_id1500462.pdf, [accessed 25 March 2007]

⁷⁹ *Idem.*

⁸⁰ *Idem.* (This scheme aims to help potential youth homeless by providing them with access to private housing).

⁸¹ Office of the Deputy Prime Minister, *Tackling Homelessness Amongst Ethnic Minority Households*, September 2005, http://www.communities.gov.uk/pub/914/TacklingHomelessnessAmongstEthnicMinorityHouseholdsADevelopmentGuidePDF474Kb_id1149914.pdf, [accessed 25 March 2007]

⁸² *Idem.* (This guide details how service agencies can prevent ethnic minority homelessness and help ethnic minorities in danger of becoming homeless).

⁸³ Commission for Racial Equality, *Race Equality Impact Assessment: Statutory Code of Practice on Racial Equality in Housing*, n.d., http://www.cre.gov.uk/downloads/housingcode_reia.pdf, [accessed 25 March 2007]

- Hostels Review Tool Kit⁸⁵
- Homelessness and Health Information Sheets (HIS)⁸⁶ (under Personal Medical Services⁸⁷)
- Health Visiting Services⁸⁸
- Dental Services⁸⁹
- Hospital Discharge⁹⁰
- Homelessness Strategies: A good practice handbook⁹¹
- Drug Services for Homeless People: A good practice handbook.⁹²

⁸⁴ Office of the Deputy Prime Minister: Creating Sustainable Communities, *Best Value Performance Indicator 213 Housing Advice Service: Preventing Homelessness*, July 2005, http://www.communities.gov.uk/pub/776/BVPI213onPreventionofHomelessnessthroughHousingAdvicePDF184Kb_id1149776.pdf, [accessed 25 March 2007]

⁸⁵ Office of the Deputy Prime Minister: Creating Sustainable Communities, *Hostels Review Toolkit*, March 2005, http://www.communities.gov.uk/pub/804/HostelsReviewToolkitPDF700Kb_id1149804.pdf, [accessed 25 March 2007] (The toolkit contained aims to help the hostels improve their services to homeless people. It includes an indicator that helps gauge the effectiveness of helping the homeless move onto settled housing rather than becoming homeless again.)

⁸⁶ Communities and Local Government, *Homelessness and Health Information Sheets (HIS)*, n.d., <http://www.communities.gov.uk/index.asp?id=1149855>, [accessed 25 March 2007] (These health information sheets help homeless people make use of available health care services).

⁸⁷ Office of the Deputy Prime Minister, *Homelessness and Health Information Sheet: Number 1: Personal Medical Services*, August 2003, http://www.communities.gov.uk/pub/860/HomelessnessandhealthinformationsheetPersonalMedicalServicesPDF103Kb_id1149860.pdf, [accessed 25 March 2007]

⁸⁸ Office of the Deputy Prime Minister, *Homelessness and Health Information Sheet: Number 2: Health Visiting Services*, April 2004, http://www.communities.gov.uk/pub/858/HomelessnessandHealthInformationSheetHealthVisitingServicesPDF141Kb_id1149858.pdf, [accessed 25 March 2007]

⁸⁹ Office of the Deputy Prime Minister, *Homelessness and Health Information Sheet: Number 1: Personal Medical Services*, August 2003, http://www.communities.gov.uk/pub/860/HomelessnessandhealthinformationsheetPersonalMedicalServicesPDF103Kb_id1149860.pdf, [accessed 25 March 2007]

⁹⁰ Office of the Deputy Prime Minister, *Homelessness and Health Information Sheet: Number 4: Hospital Discharge*, n.d., http://www.communities.gov.uk/pub/856/HomelessnessandHealthInformationSheetHospitalDischargePDF157Kb_id1149856.pdf, [accessed 25 March 2007]

⁹¹ Department for Communities and Local Government, *Homelessness Strategies: A Good Practice Handbook*, n.d., http://www.communities.gov.uk/pub/432/Homelessnessstrategiesagoodpracticehandbook_id1507432.pdf, [accessed 25 March 2007]

⁹² Communities and Local Government, *Drug Services for Homeless People and Good Practice Handbook*, n.d., http://www.communities.gov.uk/pub/817/DrugservicesforhomelesspeopleagoodpracticehandbookPDF415Kb_id1149817.pdf, [accessed 25 March 2007] (This handbook guides Drugs Action Teams and partner agencies in employing best practices for homeless drugs users).

LONDON

1. QUANTITATIVE DATA

1.1 Total Number of Homeless in London

The British government compiled extensive data on the number of homeless people in London and updated this information as recently as September of 2006.⁹³ These statistics constitute estimates based on actual reporting of incidents of homelessness. The number of households considered to be homeless and in priority need in metropolitan London is 3,940. There are 1.3 persons per 1000 households in London who are officially homeless. Those who are considered to be eligible for participation in a housing programme and in priority need total 430. For a detailed and comprehensive breakdown of homelessness statistics in London, please refer to the table in Appendix A located at the end of this paper.

1.2 Main Ethnic Origins of Homeless People in London

The ethnic origins of homeless people in London are described in the table in Appendix A and summarised herein. White Londoners who are homeless and in priority need total 1,570, whereas those of African-Caribbean descent who fall into this category total 1,170. The homeless of south western Asian origin who have Indian, Pakistani, or Bangladeshi backgrounds total 440. Homeless of other diverse ethnic origins include 510 persons. Finally, homeless of unknown ethnic origins include approximately 260 persons.⁹⁴ Although these statistics constitute reliable data on homelessness in London, they can be elusive because not all homeless in London are sleeping rough and many live in substandard accommodations.

The homeless of African-Caribbean, Indian, Pakistani, and Bangladeshi descent comprise approximately 40.9% of the total homeless population in metropolitan London. If those of

⁹³ Communities and Local Government, *Supplementary Table: Local Authorities' Action Under the Homelessness Provisions of the 1985 and 1996 Housing Acts: Third Quarter 2006*, September 2006, http://www.communities.gov.uk/pub/60/Supplementarytables_id1505060.xls/, [accessed 25 March 2007]

⁹⁴ *Idem*.

other ethnic origins (but not white) are included in this statistic, then ethnic minorities comprise 53.8% of the homeless in London.⁹⁵ The London homelessness rate was highest for those of Caribbean and African descent at 78%, compared with an average for other groups of 26%. Of the 1,790 ethnic minority young people under age 25 who contacted the Shelter Programme for housing advice in London in 1997 and 1998, 92% were homeless or potentially homeless.⁹⁶ Given the fact that ethnic minorities make up almost half of the homeless in London, catering to their special needs is an absolute mandate.

The table in Appendix A also reveals the number of homeless in London who were accommodated by the housing authorities at the end of the third quarter of 2006. Reviewing the very bottom of the table in Appendix A will elucidate how many of the official homeless were housed in bed and breakfasts, in hostels, in Local Authority or Housing Authority units, in the private sector (leased by the Local Authority), and in private housing.

2. EMPLOYMENT

2.1 Policies and legislation promoting access to employment

Many policies that promote access to employment in London are redundant with the employment initiatives described in the UK section. London-focused and national policies that offer unique innovations in London employment policy are described below.

National JobCentre Plus decided in 2005 to centralise Benefit Processing into a small number of Benefit Processing Centres as a key feature of the national JobCentre Plus operating model.⁹⁷ JobCentre Plus intends to maximise the use of the existing Benefit Processing Centres but will also establish new centres in London that will house the Social Fund Services. These centres will conduct impact assessments that are in line with the Diversity and Equality Strategy of the Department for Work and Pensions.⁹⁸ For example, the London Benefit Processing Impact Assessment of May 9th, 2005 cemented goals

⁹⁵ *Idem.*

⁹⁶ Commission for Racial Equality, *CRE Factsheets: Housing and Homelessness*, n.d., http://www.communities.gov.uk/pub/60/Supplementarytables_id1505060.xls/, [accessed 7 January 2007]

⁹⁷ Job Centre, *London Benefit Processing Impact Assessment Final Version*, 9 May 2005, http://www.jobcentreplus.gov.uk/JCP/stellent/groups/jcp/documents/websitecontent/dev_009862.doc, [accessed 25 March 2007]

⁹⁸ *Idem.*

intended to help the black Caribbean (8.07% of the total client base) and black African customers (8.69% of the total client base) specifically.⁹⁹

The 'Rolling Shelter Project', in cooperation with the City Literary Institute and various other homeless agencies, extends learning opportunities to homeless youth to improve their employment prospects.¹⁰⁰ Coordinators assess the interests of incoming homeless youth. Counsellors try to steer the youth towards coursework and possible jobs.

2.2 Policies and Legislation Addressing Ethnic Minorities and Promoting Their Employment

The report, 'London Divided,' devised unemployment rates by ethnicity for Greater London in 2000 and 2001, and these statistics are depicted in the table below.¹⁰¹ The report also sought methods to increase the labour market participation of BAME persons. Four specific policy measures were chosen to achieve these ends.¹⁰²

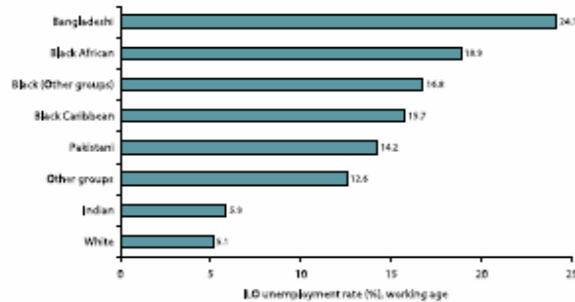
99 *Idem*. ("Jobcentre Plus London has a track record of delivering processing functions through Benefit Processing Centres, with over 40% of our customer base having been supported through the existing processing centres in Glasgow, Makerfield and Belfast for many years.")

100 The City Literary Institute is a college dedicated to providing learning opportunities for adults. At a strategic level, The City Lit has been a key player in setting up a cross-sector forum between the voluntary sector and the education sector in central London to encourage integration and dialogue and provide a more consistent and effective pathway for homeless learners.

101 Mayor of London, *London Divided: Income Inequality and Poverty in the Capital*, November 2002, http://www.london.gov.uk/mayor/economy/docs/london_divided_all.pdf, [accessed 25 March 2007]

102 Cabinet Office, *Ethnic Minorities and the Labour Office*, March 2003, http://www.cabinetoffice.gov.uk/strategy/downloads/su/ethnic_minorities/report/downloads/ethnic_minorities.pdf, [accessed 25 March 2007] (The four policy measures are: "action to improve the employability of ethnic minorities by raising levels of educational attainment and skills; action to connect ethnic minorities with work by reforming existing employment programs, including tackling specific barriers to work in deprived areas and promoting self-employment; action to promote equal opportunities in the workplace through better advice and support to employers and through more effective use of levers such as public procurement; and action on delivery led by a Minister in charge of a cross-departmental Task Force comprising relevant Ministers, senior officials and key external stakeholders...")

ILO Unemployment Rate (%) by Ethnicity in Greater London 2000/01



The London charity Off the Streets and Into Work (OSW) runs programmes that help the homeless find employment, offering BAME-focused programmes as well. OSW's programmes are described below:

- **Transitional Spaces Project (TSP):** By addressing the problem of 'silt-up', the TSP provides a 'work first' model to support clients' access to employment and private rented sector housing. It also helps hostels to maintain their role as 'transitional spaces'.¹⁰³
- **London Refugee Economic Action (LORECA)**¹⁰⁴: "LORECA is a pan-London project that supports refugees entering employment, training and enterprise, by providing strategic coordination to the refugee sector."¹⁰⁵
- **TMD London**¹⁰⁶: This is a programme that addresses the EQUAL theme of "Employability: facilitating access and return to the labour market for disadvantaged people." TMD administers the following innovative pilot programmes: Dual-Facing Work Advisors¹⁰⁷; Active Futures¹⁰⁸; Working Future¹⁰⁹;

103 Off the Streets and Into Work, *Transitional Spaces Project: Background*, n.d.,

<http://www.osw.org.uk/pilots/tspintro.asp>, [accessed 25 March 2007]

104 Off the Streets and Into Work, *London Refugee Economic Action*, n.d.,

<http://www.osw.org.uk/pilots/loreca.asp>, [accessed 25 March 2007]

105 *Idem*. ("LORECA aims to: strengthen the capacity of refugee organisations to support refugees' employability; increase the refugee sector's influence with Government by developing policy initiatives in partnership with the sector; and ensure that the London economy fully benefits from the vast pool of skills and experience that refugees have to offer.")

106 Off the Streets and Into Work, *TMD London – Background*, n.d.,

<http://www.osw.org.uk/pilots/tmdintro.asp>, [accessed 25 March 2007]

107 Off the Streets and Into Work, *Services Directory: Dual Facing Work Advisors*, n.d.,

<http://www.osw.org.uk/services/serviceresults.asp?rqsID=80>, [accessed 25 March 2007]

108 Off the Streets and Into Work, *Active Futures*, n.d.,

<http://www.osw.org.uk/pilots/activefutures.asp?rqsID=88>, [accessed 25 March 2007]

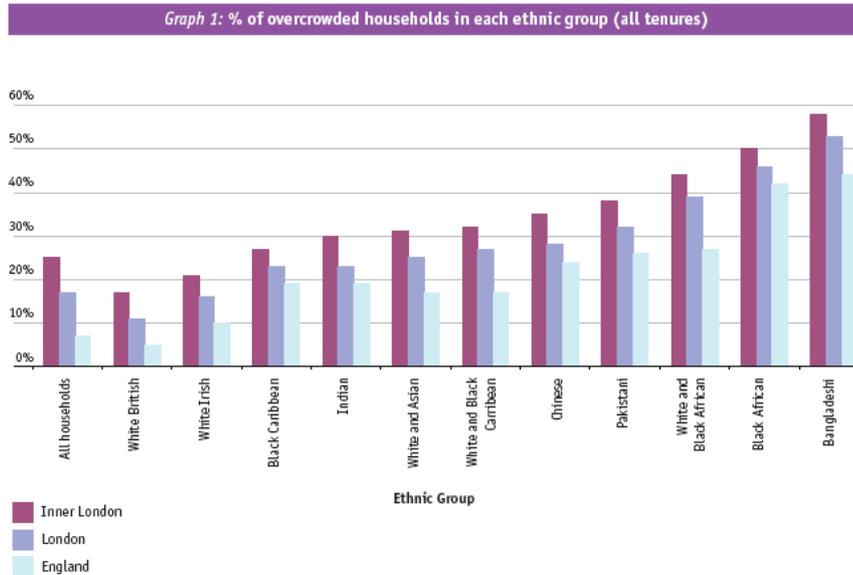
(Makes volunteers accessible for homeless people and those at risk)

Enterprising solutions¹¹⁰; GROW¹¹¹; Linking services for Black and Minority Ethnic (BME) Homeless Individuals¹¹²; User Involvement¹¹³, and Customer care.¹¹⁴

3. HOUSING

3.1 Policies and Legislation Promoting Access to Housing

More than half of the UK's overcrowded households are in London, especially in particular districts. BAME households and one-parent families endure overcrowded conditions more than any other group. The graph below reveals the percentage of overcrowded households in each ethnic group in London.



109 Off the Streets and Into Work, *Services Directory: Working Future*, n.d., <http://www.osw.org.uk/services/serviceresults.asp?rqsID=82>, [accessed 25 March 2007] (Helping those living in temporary accommodation into work)

110 Off the Streets and Into Work, *Services Directory: Enterprising Solutions*, n.d., <http://www.osw.org.uk/services/serviceresults.asp?rqsID=83>, [accessed 25 March 2007] (Focus on transition to self-employment)

111 Off the Streets and Into Work, *Services Directory: Generating Real Opportunities for Work (GROW)*, n.d., <http://www.osw.org.uk/services/serviceresults.asp?rqsID=85>, [accessed 25 March 2007] (Removal of organisational obstacles and encouraging employment)

112 Off the Streets and Into Work, *Services Directory: Linking Services for Black and Minority Ethnic (BME) Homeless Individuals*, n.d., <http://www.osw.org.uk/services/serviceresults.asp?rqsID=89>, [accessed 26 March 2007] (Research into creating awareness about homeless individuals)

113 Off the Streets and Into Work, *Delivering TMD London*, n.d., <http://www.osw.org.uk/pilots/tmddelivering.asp>, [accessed 26 March 2007] (Ensuring the active involvement of potential beneficiaries)

114 *Idem*. (Developing a homelessness charter)

The London Housing Board, the Housing Forum for London, and the Sub-regional housing policy all affect or manage housing in London.¹¹⁵ London utilizes a partnership approach to homelessness prevention that is explained in diagram 1 below.¹¹⁶

Diverse sources on the housing crisis in London confirm the seriousness of the socio-economic impact of the rising number of households in temporary accommodation. Tony Watts, Maureen Crane, and Phil Foley further elucidate the major changes in temporary accommodation and hostels.¹¹⁷ This report also delves into the different kinds of hostels and programmes that enable homeless people to find housing such as¹¹⁸: Direct access – young people¹¹⁹; Direct Access¹²⁰; Low Support¹²¹; Foyers¹²²; Housing schemes¹²³; Medium Support Young People¹²⁴; Medium Support¹²⁵ and Supportive.¹²⁶ All such programmes are indirectly supported or enhanced by the UK policies described in the

115 The London Housing Board consists of the Government Office for London (chair), the Greater London Authority, the Housing Corporation, the Association of London Government, the London Development Agency and English Partnerships. The Housing Forum was set up to tackle the housing issues facing London, especially the problem of homelessness and the regeneration of the housing supply.

116 Greater London Housing Authority and Homelessness Unit Working in Partnership with Shelter, *London Housing Advice Strategy Implementation Plan: A Partnership Approach to Homelessness Prevention Through the Provision of Housing Advice*, May 2005, <http://www.london.gov.uk/mayor/housing/docs/housingadvice-imp-plan.pdf>, [accessed 26 March 2007] (This diagram is taken from the London Housing Advice Strategy of 2004.)

117 Tony Warnes, Maureen Crane, and Phil Foley, Homeless Programme Team, Sheffield Institute for Studies on Ageing, University of Sheffield, *London's Hostels for Homeless People in the 21st Century*, February 2005, [Centrepoin pub Londons Hostels-report\[1\].pdf](#), [accessed 26 March 2007] (The challenges for London's hostels were summarised as the three following pressures: rising demands; increasing difficulties in service delivery; and funding changes or the necessity to win contracts from the local authorities.)

118 Mayor of London, *Housing: Future Provision: Move On Report*, n.d., http://www.london.gov.uk/mayor/housing/future_provision/%20moveon_report.pdf, [accessed 26 March 2007]

119 Tony Warnes, Maureen Crane, and Phil Foley, Homeless Programme Team, Sheffield Institute for Studies on Ageing, University of Sheffield, *London's Hostels for Homeless People in the 21st Century*, February 2005, [Centrepoin pub Londons Hostels-report\[1\].pdf](#), [accessed 26 March 2007] (The challenges for London's hostels were summarised as the three following pressures: rising demands; increasing difficulties in service delivery; and funding changes or the necessity to win contracts from the local authorities.)

120 *Idem*. (Hostels for homeless people who are rough sleepers and are in need of immediate accommodation. No age restrictions.)

121 *Idem*. (Offers accommodation for those who are homeless or are in need of housing and who have either no or little additional support. Applicants should be capable of independent living.)

122 *Idem*. (These schemes provide accommodation, training, and employment programmes for homeless young people in housing need with no or low additional support needs.)

123 *Idem*. (Offers accommodation in flats or shared houses that are dispersed geographically for homeless people in housing need.)

124 *Idem*. (For homeless young people in housing need requiring additional support before they can move into independent housing.)

125 *Idem*. (For homeless people in housing need requiring additional support before they can move into independent housing.)

126 *Idem*. (Provides accommodation, support, and 24-hour staff cover for those who need additional support cover and are not yet able to begin living independently.)

previous UK section such as the Single Room Rent Restriction and Local Housing Allowance.¹²⁷

London's well-coordinated attempts to meet housing demands are encapsulated in the London Housing Advice Strategy of 2005.¹²⁸ The strategy assists housing organisations with the following: housing advice, value for money, ensuring equality of access and outcomes, preventing homelessness and repeat homelessness, protecting tenants' rights, and advertising housing options.

3.2 Policies and Legislation Addressing BAME Homeless Housing Concerns

These policies recapitulate the extensive attention given to homelessness in London, but they don't focus on BAME needs specifically. The report, "Access and Opportunities in Housing in Hillingdon," points out that published research reveals how much BAME persons suffer from housing inequalities.¹²⁹ Hillingdon justifies its special focus on BAME housing needs with data from the Office of the Deputy Prime Minister that indicate that BAME households are over-represented in dilapidated housing, that BAME persons tend to underutilise the public services, and that BAME households may suffer from discrimination.

Hillingdon Housing Service and Hillingdon Homes have been model service providers to the BAME homeless, and similar housing organisations have imitated Hillingdon initiatives and vice versa. Hillingdon's consultative approach to BAME residents and the BAME homeless entails a Black and Minority Ethnic Housing Forum that offers direct feedback to Tenant and Residents Associations. The Forum orchestrates 'themed' meetings that handle specific issues, such as homelessness, and staff members chat one-on-one with BAME tenants in 'surgery type' sessions to guarantee that individual tenants' concerns are

127 New Policy Institute: Homelessness Policy Watch, *Wider Policies: UK Housing Benefit Policy*, n.d., http://crisis.client.fatbeehive.com/policywatch/pages/uk_housing_benefit_policy.html, [accessed 26 March 2007]

128 Greater London Authority Housing and Homelessness Unit Working in Partnership with Shelter, *The London Housing Advice Strategy: A Partnership Approach to Homelessness Prevention Through the Provision of Housing Advice*, December 2004, <http://www.london.gov.uk/mayor/housing/docs/housingadvice.pdf>, [accessed 26 March 2007]

129 Hillingdon London Borough and Hillingdon Homes, *Access and Opportunities in Housing in Hillingdon*, n.d., http://www.hillingdon.gov.uk/cpa/self_assess/bame_acc_opps_strat.doc, [accessed 26 March 2007]

heard.¹³⁰ Similar techniques gauge BAME homeless requests, and public services alter their programmes in accordance with such demands.

4. EQUAL OPPORTUNITIES

4.1 Policies and Legislation Promoting Equal Opportunities

Most equal opportunities policies in the UK are national. Hence, local London policies stem from national agendas although implementation might vary in the capital. The Commission for Racial Equality works intensively in London through programmes such as Racial Equality Councils (RECs)¹³¹, Getting Results¹³², and the Race Equality Scheme (RES).¹³³ Racial Equality Councils provide training for London businesses and service providers on racial equality work to place ethnic diversity squarely in local decision-making. Getting Results programmes fund racial equality work in London, such as the 2007-2008 inter-community conflict prevention and resolution initiative for the victims of racial discrimination. The Race Equality Scheme purports a sevenfold objective of continuing to make the RES a part of working culture, of identifying relevant functions, of consulting on the probable impacts of proposed policies, of monitoring adverse impacts, of publishing results, of making information public, and of training staff.

The Race Equality Code of Practice for Housing Associations guides housing organisations on how to promote racial equality in London housing.¹³⁴ The code proffers specific consultation and auditing practices, such as those used by the borough of Merton detailed below.

130 Hillingdon London Borough and Hillingdon Homes, *Access and Opportunities in Housing in Hillingdon*, n.d., http://www.hillingdon.gov.uk/cpa/self_assess/bame_acc_opps_strat.doc, [accessed 26 March 2007]

131 Commission for Racial Equality, *Home: About Us: Racial Equality Councils: London RECs*, 2007, <http://www.cre.gov.uk/about/local/london/index.html>, [accessed 26 March 2007] (Provides training for local businesses on racial equality, organises local workshops and cultural events, and works with local service providers.)

132 Commission for Racial Equality, *Home: About Us: Funding from the CRE (Getting Results)*, 2007, <http://www.cre.gov.uk/about/gettingresults.html>, [accessed 26 March 2007] (CRE's funding programme for racial equality work.)

133 Commission for Racial Equality, *What is a Race Equality Scheme, and What Should It Include?*, 2007, http://www.cre.gov.uk/duty/pa_specific_schemes.html, [accessed 26 March 2007] (It aims to meet the duties under the race relations act.)

134 Commission for Racial Equality, *Race Equality Code of Practice for Housing Associations*, 2002, <http://www.housing.org.uk/library/viewfile.asp?fid=2545>, [accessed 26 March 2007]

The 1999 McPherson Report that damned the ‘institutional racism’ in British society¹³⁵ has motivated London boroughs such as Merton to develop responsive equalities action plans.¹³⁶ The borough of Merton undertook an extensive review of its equalities codes and related enforcement that now requires regular audits that hold the Council to performance standards measured against the 18 Citizens Charter Statutory Performance Race Indicators. Housing and police authorities in Merton must map future anti-discrimination priorities according to Racial Incidents Panel reports. Merton Public Schools are attempting to attract more ethnic minority teachers, to raise the performance of ethnic minority pupils, and to train faculty and students to be sensitive to cultural differences. Merton government agencies have also tried to improve inclusiveness through inquiring about ethnic minority job satisfaction and recognising a host of special needs like minority religious festivals and dietary requirements.

4.2 Policies and Legislation Addressing Equal Opportunities for the BAME Homeless

Each London borough has its own strategy for addressing BAME homelessness, although basic policies remain based on national agendas. London Councils Phase 2 Consultation report notes that the boroughs will continue to deliver the London Supporting People Strategy 2005 -2010 to help ameliorate BAME homelessness.¹³⁷ Supporting People enables vulnerable people, such as BAME individuals, to live holistically with the help of complementary support services. This service offers additional, special services to women with and without children.

London Councils and the boroughs continue to work with the Mayor in the development and delivery of the London Housing Strategy. The Strategy and general equalities legislation require focused assistance to be offered to specific categories of persons in London, such as BAME group members. These categories include:¹³⁸

135 Gary Younge, ‘The Death of Stephen Lawrence: The McPherson Report’, *The Political Quarterly*, 70 (1999), 329-34. (This article attempts to analyse the effects of the McPherson report on issues related to racism in Britain.)

136 Merton, *Stephen Lawrence Inquiry Scrutiny Review Action Plan: the Past We Inherit, The Future We Build*, n.d., http://www.merton.gov.uk/stephen_lawrence_action_plan, [accessed 26 March 2007]

137 London Councils, *Phase Two Consultation*, 20 March 2007, http://www.londoncouncils.gov.uk/upload/public/attachments/996/fund_phase2_service42_access_refuge_based_services.doc, [accessed 26 March 2007]

138 *Idem*.

- age
- BAME groups
- people with disabilities
- Lesbian, Gay, Bisexual, Transgender groups (sexual orientation)
- faith groups
- religion and or belief
- women

Information is being made available in community languages for diverse BAME groups according to these strategies. Audits guarantee that BAME group members both use and truly benefit from housing services. Multicultural diversity and equalities training must be included in housing programme planning and taught to staff. Cultural communication patterns, religious and social beliefs, and dietary or other requirements are to be included in such education.

5. SOCIAL INCLUSION

5.1 Main Policies and Legislation Promoting Social Inclusion

Social exclusion was defined by the Social Exclusion Unit in 1997 as, "A short-hand label for what can happen when individuals or areas suffer from a combination of linked problems such as unemployment, poor skills, low income, poor housing, high crime environments, bad health and family breakdown."¹³⁹ The report, "London Divided: Income Inequality and Poverty in the Capital," expounds that 73% of Bangladeshi and Pakistani children and 55% of Afro-Caribbean children are living in income poverty after housing costs at both London and National Levels.¹⁴⁰ Black and minority Londoners account for about 28% of the working age population, but 45% in these groups are unemployed.¹⁴¹ This tragic deprivation is concentrated in the eastern and southern parts of London including Hackney, Tower Hamlets, Newham, Lambeth, and Southwark.

139 Care Services Improvement Partnership: London Development Centre, *Social Inclusion and Mental Health*, 18 December 2006,

<http://www.londondevelopmentcentre.org/page.php?s=1&p=1686>, [accessed 26 March 2007]

140 Mayor of London, *London Divided: Income Inequality and Poverty in the Capital*, November 2002, http://www.london.gov.uk/mayor/economy/docs/london_divided_all.pdf, [accessed 25 March 2007]

141 *Idem*. (The unemployment rate in London in 2000/01 was 24 percent amongst Bangladeshis, 19 percent for Black Africans, nearly 16 per cent for Black Caribbean and 14 percent for Pakistanis. The rate for Indians was under six per cent, not much higher than the White rate - just over five percent.)

London's Social Exclusion Unit was set up in 1997 and has been maximising the impact of national funding through supporting social inclusion and neighbourhood regeneration projects in areas such as the aforementioned.¹⁴² Social exclusion cannot be limited to income poverty.¹⁴³ Rather, the London Social Exclusion Unit has concentrated on systematically confronting poor housing, family breakdown, poor health, etc.

The London Development Centre works alongside London's Social Exclusion Unit in trying to improve social inclusion through managing Capital Volunteering (providing the homeless and needy with chances to do volunteer work)¹⁴⁴, promoting mental health programmes, orchestrating employment programmes, and through supporting the national anti-stigma programme.¹⁴⁵ The report of the Social Exclusion Unit, 'Mental Health and Social Exclusion,' helped trigger the growth of the London Development Centre.¹⁴⁶ The Centre advocates on behalf of people with mental health problems and provides leadership on the London-led components of the national inclusion and anti-stigma programmes.

Diverse National Social Inclusion and London-based programmes try to incorporate those on the margins, such as the mentally ill, into the mainstream. One such programme, Direct Payments, "enables people to receive money in lieu of mental health services for needs which can be met through social support/activity (social care)".¹⁴⁷ Such freedom of choice endows the mentally challenged with greater independence. Alternatively, More London Development and the construction firm MACE try to integrate the needy, such as the homeless and mentally troubled, into sustainable jobs and construction projects.¹⁴⁸ The

142 This unit is based in the Department for Communities and Local Government and works with other parts of the Department such as the Neighbourhood Renewal Unit and the Homelessness and Housing Support Directorate in order to tackle all forms of deprivation.

143 Government Office for London, *Home: People and Sustainable Communities: Social Exclusion*, n.d., http://www.gos.gov.uk/gol/People_sustain_comms/Socialinclusion/?a=42496, [accessed 26 March 2007]

144 Capital Volunteering, *Capital Volunteering: Get Involved*, 2005, <http://www.capitalvolunteering.org.uk/>, [accessed 28 March 2007] (A project that provides those with mental health problems or those in danger of social exclusion with volunteering opportunities in 11 London boroughs).

145 In addition to the Social Exclusion Unit Report, the listed programmes are also based on the public health white paper Choosing Health: Making Healthy Choices Easier, the Long-Term Conditions National Service Framework, the NHS plan, the NHS Improvement Plan, and London-wide policies, strategies and programmes.

146 Care Services Improvement Partnership: London Development Centre, *Welcome to the London Development Centre*, n.d., <http://www.londondevelopmentcentre.org/>, [accessed 26 March 2007]

147 National Social Inclusion Programme, *Direct Payments*, 14 December 2006, http://www.socialinclusion.org.uk/work_areas/index.php?subid=10, [accessed 28 March 2007]

148 More London, *Social Inclusion Programme at More London*, n.d., http://www.morelondon.co.uk/media_community/pdf/Social%20Inclusion%20Programme%20at%20

Richmond Fellowship for Employment and Training utilises the Supported Work Experience¹⁴⁹, Support Into Employment¹⁵⁰, and Into Work¹⁵¹ programmes to provide its clientele with, “work experience in the local community, work and employment in commercial settings for people needing long-term support, vocational rehabilitation and training, and career guidance and support into open employment.”¹⁵² The National Institute of Adult Continuing Education recruits adult Londoners from communities underrepresented in higher education into education to employment courses.¹⁵³ A joint initiative run by the Museum of London and the Heritage Lottery Fund offers youth at risk of exclusion the chance to participate in a three-year programme of events.¹⁵⁴ All public and private sectors in London are involved in social inclusion work to varying degrees.

5.2 Policies and Legislation Promoting the Social Inclusion of BAME Homeless Individuals

The London Social Exclusion Unit concerns itself with including the BAME homeless in social assistance and fair housing programmes. The Unit tries to continually assist BAME persons with unemployment, poor skills, low income, poor housing, high crime environments, bad health, and family breakdown problems. All of the programmes previously reviewed cater to these BAME homeless needs in various ways.

[MLD.pdf](#), [accessed 28 March 2007] (More London explains how it supports people: “As well as supporting new starters into work, the Social Inclusion Programme runs a range of existing workforce development projects including free English and computer classes and access to NVQ programmes. Our teams carry out regular school visits and careers fairs aimed at interesting a new audience in construction and engendering community ownership of our developments).

149 The New Vic Theatre, *Work Experience with the New Vic: Supported Work Experience*, n.d., <http://www.newvictheatre.org.uk/vacancy/workexperience.htm#support>, [accessed 28 March 2007]

150 Berkshire Autistic Society, *Support Into Employment Project: 1st Year Report from January 2002 – December 2002*, n.d., <http://www.autismberkshire.org.uk/PDF%20Files/Employrep1styear.pdf>, [accessed 28 March 2007] (Aims at providing support for disabled persons in gaining suitable training or employment or any other kind of support that they might need in the workplace).

151 IntoWork, *Developing Real Employment Opportunities for People with Disabilities*, n.d., <http://www.intowork.org.uk/>, [accessed 28 March 2007] (This model provides an integrated service of internal work placements and employment advice and also provides clients with a truly needs-led service.)

152 Richmond Fellowship, *Making Recovery Reality*, n.d., <http://www.richmondfellowship.org.uk/index.htm>, [accessed 28 March 2007]

153 National Institute of Adult Continuing Education, *About NIACE*, n.d., <http://www.niace.org.uk/organisation/>, [accessed 28 March 2007]

154 Heritage Lottery Fund, *Lottery Offers Hands On History for East Enders*, 21 October 2004, <http://www.hlf.org.uk/GEMS/London%20-%20Museum%20of%20London.doc>, [accessed 28 March 2007] (Programme participants will be involved in describing the history of London through film, photography, arts, creative writing, etc. About 330 people will be directly involved in about 13 different projects.)

6. COMMUNITY COHESION

6.1 Main Policies and Legislation Promoting Community Cohesion

The Government Office for London implements the main policies and legislation meant to promote community cohesion within London's metropolitan area. The Office works with a variety of agencies, both government and voluntary, to support both the Home Office and the Department for Communities and Local Government.¹⁵⁵ The Government Office for London also supports the Home Office Community Cohesion Unit to deliver the government's community cohesion agenda for the capital city. The 1998 Compact on Relations between government and the voluntary and community sectors enables these close working relationships.¹⁵⁶

One of London's more successful community cohesion programmes was the Community Cohesion Pathfinder Programme, which was a national initiative that aimed to show, "14 real life examples of areas getting community cohesion right".¹⁵⁷ In districts such as Tower Hamlets, facility sharing has entailed the local Catholic centre allowing Bangladeshi residents to use the centre for evening prayer during Ramadan. The Oldham United Project inspired local employers to promote the positive benefits of diversity in the media. The London borough of Croydon has been working with the Employment Forum UK and the local faith-based communities to develop new social enterprises, jobs, and learning opportunities.¹⁵⁸ All such initiatives help solidify relations between diverse ethnic groups.

The Government Office also administers programmes that mainstream community cohesion into service delivery for programmes such as Positive Activities for Young People, Crime Reduction, and Neighbourhood Renewal. The youth and renewal programmes touch on homeless issues.

155 Government Office for London, *Home: People and Sustainable Communities: Community Cohesion*, n.d., http://www.gos.gov.uk/gol/People_sustain_comms/Community_cohesion/, [accessed 6 January 2007]

156 Local Government Association, *Guidance on Community Cohesion*, 2002, <http://www.renewal.net/Documents/RNET/Policy%20Guidance/Guidancecommunitycohesion.pdf/>, [accessed 6 January 2007]

157 Government Office for London, *Home: People and Sustainable Communities: Community Cohesion*, n.d., http://www.gos.gov.uk/gol/People_sustain_comms/Community_cohesion/, [accessed 6 January 2007]

158 Home Office Communications Directorate, *Strength in Diversity: Towards a Community Cohesion and Race Equality Strategy*, June 2004, <http://www.homeoffice.gov.uk/documents/cons-strength-in-diverse-170904/strength-in-diversity-adults?view=Binary/>, [accessed 7 January 2007]

6.2 Policies or Legislation Promoting Community Cohesion, Specifically for Disadvantaged and BAME Groups

The Community Facilitation Programme that aimed to create conflict resolution mechanisms and build up community capacity was so successful in fourteen London boroughs that the national government considered some of the best examples of the programme to be in London. According to the renewal.net's Community Cohesion and Race report:

"The aim of the programme was to reduce inter-ethnic community conflict in high-risk areas by developing and supporting local conflict resolution work, it achieved success in the following by:

- improving intelligence gathering;
- undertaking conflict resolution/prevention work where tensions were identified;
- developing quick response interventions when disturbances occurred;
- strengthening the existing capacity for conflict resolution; and
- removing barriers to the effective implementation of the National Strategy for Neighbourhood Renewal within neighbourhoods experiencing conflict."¹⁵⁹

The London Metropolitan Police have a complementary policy of monitoring tensions in ethnically diverse communities to facilitate prevention programmes. Not only has the London Metropolitan Police Force attempted to pre-empt conflicts in ethnically diverse communities, but the Met has also reformed itself through the establishment of the Race and Violent Crime Taskforce.¹⁶⁰

Preventing exclusion and hate from its inception starts with good mentors who can guide both the excluded and downtrodden towards higher educational and moral ground. Therefore, the UK Young Advisors Programme offers guidance to those in London who might become disenfranchised or tend towards racism without meaningful intervention at an early age.¹⁶¹ Secondly, the government has also sponsored a London faith-based

¹⁵⁹ Renewal.net, *Community Cohesion and Race*, n.d., <http://www.renewal.net/Nav.asp?Category=toolkits:ORRION:Race+and+community+cohesion/>, [accessed 6 January 2007]

¹⁶⁰ Vic McLaren, *Developing Community Cohesion: Issues and Solutions*, 10 October 2002, <http://www.runnymedetrust.org/projects/communityCohesion/developingCommunityCohesion.pdf/> [accessed 7 January 2007]

¹⁶¹ Department for Communities and Local Government, *Managing for Diversity: A Case Study of Four Local Authorities*, July 2006,

initiative with a £3 million budget that will help ethnic communities promote understanding and dialogue by engaging religious organisations in tolerance and mutual respect schemes. Third, the £4 million Volunteer Recruitment Fund will try to increase the volunteer participation of black and minority ethnic groups most at risk of exclusion by 5% over two years, with a special focus on the most needy including the homeless in London. Finally, promotional campaigns such as “Let’s Kick Racism Out of Football” and liaising with the media on critical race-related issues will become the public face of the anti-racism and anti-discrimination campaigns that will not exclude the homeless - both throughout the UK and in London.¹⁶²

In summary, Renewal.net provides one of the most comprehensive and academically sound approaches to the promotion of community cohesion nationally and in London. Perusing renewal.net’s website will help congeal the topics presented in this section.

7. GOOD PRACTICES

7.1 Good Practices Sponsored by the Mayor of London

The Mayor of London has set out his own strategy to tackle homelessness.¹⁶³ The Mayor’s Office arranges surgeries for rough sleepers to reconnect the homeless with support and medical services. Secondly, the Local Authorities provide Mayoral support for rough sleepers if they face problems with particular service providers. Rough sleepers have difficulty obtaining housing benefits from the government because of payment delays and the lack of a personal, physical address to which a check can be sent. Thirteen week guaranteed registration periods and the short form should help expedite the benefits claim process. The Mayor’s Office is working to streamline the benefits dispersal system under the rubric of the Rough Sleepers Charter.¹⁶⁴ Mayoral support for the development of facilities for rough sleepers entails promoting progressive, stakeholder initiatives. Rough sleepers’ voting rights are not being overlooked either. The Mayor’s office remains determined to include rough sleepers in consultations on a variety of issues affecting

<http://www.info4local.gov.uk/searchreport.asp?id=30185&heading=e-mail+alert/>, [accessed 5 January 2007]

¹⁶² Commission for Racial Equality, *Let’s Kick Racism Out of Football*, n.d., http://www.cre.gov.uk/gdpract/sport_kick.html/, [accessed 9 January 2007]

¹⁶³ Mayor of London, *What is the Mayor Doing About Homelessness?*, n.d., <http://www.london.gov.uk/mayor/housing/homelessness.jsp/>, [accessed 7 January 2007]

¹⁶⁴ *Idem*.

Londoners. The Mayor's Office insists on these simple measures being carried forward to improve the general condition of the homeless.

The Mayor's Office manages the implementation of the Government's 'Supporting People' initiative to improve the provision of local, borough-based services. London partners with the boroughs and the HOMES Initiative to increase the amount of housing being supplied for move-on accommodation.¹⁶⁵

Homeless health issues are also considered. The Mayor's Office ensures that inclusion by the NHS Trusts, Primary Care Groups, health authorities, and the London Health Commission means focusing on homeless health concerns and ending the practice of discharging rough sleepers from hospital back onto the street. Drug Action Teams also setup verifiable outcomes measures to gauge the success of drug treatment programmes for rough sleepers.

The Mayor's Office does not overlook security issues and involvements of the police. The Metropolitan Police Authority includes rough sleeper priorities into the targets against which the service is measured. The police also employ best practice for arrest referral initiatives when dealing with rough sleepers.

The Mayor's Office is helping to decipher the maze of provision that is a cause of poor inter-working between providers and lower levels of take-up amongst rough sleepers. The fact that there are over 1000 different voluntary sector organisations with a registered interest in homelessness, not to mention the government offerings, confuses and confounds the homeless seeking help (or those seeking to help them). Streamlining the information flow between this plethora of organisations is key to resolving organisational dilemmas.

The Office of the Mayor is creating a central information bank that will consolidate the following information for the benefit of London's homeless population.

- Details of all relevant employment and training programmes from the voluntary sector and central and local government.

¹⁶⁵ Mayor of London, *What is the Mayor Doing About Homelessness?*, n.d., <http://www.london.gov.uk/mayor/housing/homelessness.jsp/>, [accessed 7 January 2007]

- Details of all relevant services on offer from NHS trusts and voluntary sector health and social care providers.
- Details of all relevant support services on offer from the voluntary sector and central and local government.
- Details of all benefits services on offer from the Benefits Agency and voluntary sector providers.
- An online benefits calculator
- Access to the relevant service by email, and, where possible online application forms.
- Online access for providers to best practice dialogues.
- An online forum for rough sleepers to stay in touch and communicate with each other.

The central information bank will be available to rough sleepers and their advisors via user-friendly online access in hostels and day centres.

7.2 The Rough Sleepers Initiative

The valiant efforts of the Mayor's Office have not gone unnoticed because the United Nations Educational, Scientific, and Cultural Organisation's Management of Social Transformations Programme officially recognised London's Rough Sleepers Initiative as an exemplar of multi-agency cooperation to accommodate rough sleepers.¹⁶⁶ The Rough Sleepers Initiative purported that no one should have to sleep rough in central London. Therefore, the government undertook to fund hostel provision, an annual winter shelter programme, additional outreach and resettlement for workers and, most importantly, capital funding to develop suitable move-on accommodation.

One example of how well the Rough Sleepers Initiative has worked is outlined in the Winter Shelter Programme. The Department of the Environment (DOE), local authorities, and CRASH (a construction industries charity) assist voluntary agencies in setting up shelters for the homeless. The DOE funds the shelters, CRASH uses "gifting" contractors to refurbish the properties and to help the DOE conserve funds whilst encouraging local businesses to donate daily living items such as towels, etc. Local drugs misuse charities cooperate with the Department of Health to run free clinics in the shelters, and local voluntary agencies manage the shelters in order to cooperate with one another to ensure

¹⁶⁶ MOST Clearing House Best Practices, *Rough Sleepers Initiative in Central London, United Kingdom*, n.d., <http://www.unesco.org/most/westeu18.htm/>, [accessed 7 January 2007]

continuity of service for the homeless they house. A central “Clearing House” offers permanent beds to those who have a long-term history of sleeping rough and who cannot manage to transition to move-on accommodation. What seals the brilliance of the Rough Sleepers Initiative is that it requires all grant-receiving organisations to submit quarterly reports that guide the DOE in effectiveness evaluations and the administration of additional financial grants.¹⁶⁷

7.3 The Andy Ludlow Awards

Besides the official initiatives from the Mayor’s Office, some of the more innovative practices meant to combat homelessness in London are honoured during the Andy Ludlow Awards. The Andy Ludlow Award recognises projects that raise the profile of homelessness and encourages more creative solutions to resolving homelessness.¹⁶⁸ The 33 London Councils, the London Housing Foundation, and the Government’s Housing and Homelessness Support Directorate fund this award in order to promote good practices. For example, the Prisoner Peer Advisors Project at Wandsworth Prison earned the Andy Ludlow Award for training prisoners to provide other prisoners with high quality housing and resettlement advice to fellow prisoners. The project trains prisoners to NVQ Level 3 in advice and guidance. This programme has enabled many prisoners to reintegrate into outside society seamlessly without falling into the trap of homelessness.¹⁶⁹

The second programme that received the Ludlow honour in 2004 was the Moving In, Moving On Programme. This programme helps former rough sleepers to move into independent accommodation and to set up their homes and provide training in decorating skills. The skills learned are employed in decorating the flats of other rough sleepers.¹⁷⁰

Another Ludlow programme, the Endell Street Health Action Zone Prescribing Service, is the first service to provide homeless people with onsite prescription of methadone in the hostel where they live. This helps mitigate the problems that homeless people have with obtaining drug treatment services. It also helps them to comply with treatment regimens when they might otherwise normally lapse.¹⁷¹

167 *Idem*.

168 London Housing, *Good Practices in Homelessness Services: Highlights from the Andy Ludlow Awards 2004*, July 2004, http://www.londonhousing.gov.uk/upload/public/attachments/291/briefing_goodprac_ludlow2004.pdf [accessed 7 January 2007]

169 *Idem*.

170 *Idem*.

171 *Idem*.

A fourth recipient of the Ludlow Award, Streets Alive, runs theatre and life skills workshops in hostels and day centres that create programmes targeting 16 to 25 year olds who have experienced homelessness. The participants produce their own theatre pieces to perform to schools, youth groups, referral units, etc. Hard to reach homeless youth gain life skills whilst also engaging in public performances that endow them with greater self-confidence.¹⁷²

7.4 Other Noteworthy Programmes with Innovative Approaches

Other programmes, not only those that have garnered awards, are also noteworthy. The programme U-Turn supports women in leaving street prostitution by sending workers to the London boroughs of Tower Hamlets and Newham three nights per week to provide food, hot drinks, condoms, and advice and information on available services.¹⁷³ U-Turn also offers sex workers a place where they can freshen up and shower. The programme has managed to enable some sex workers to leave the streets altogether and acquire their own flats.

Streetwise Opera is another such programme that teaches music of the highest professional calibre to the homeless in order to raise their self-esteem as well as promote more positive attitudes towards the homeless.¹⁷⁴ Streetwise Opera's weekly music education seminars at local homeless centres have even led some homeless to finding jobs at art centres. Their professional annual opera production has become renowned.

One programme that is geared towards the young is Ricochet, a housing resource for youth in Rotherham.¹⁷⁵ Ricochet has assisted about 1,250 young people who were in need of expert advice and advocacy. Ricochet also runs a 12-week peer education programme for homeless youth who, in turn, use this education to instruct year 10 and 11 pupils on challenging stereotypes about homelessness and on explaining the advantages and disadvantages of homelessness as well.

172 London Housing, *Good Practices in Homelessness Services: Highlights from the Andy Ludlow Awards 2004*, July 2004, http://www.londonhousing.gov.uk/upload/public/attachments/291/briefing_goodprac_ludlow2004.pdf [accessed 7 January 2007]

173 Graham Hopkins, *Homelessness: Voluntary Sector Projects' Best Practice*, 26 October 2006, <http://www.communitycare.co.uk/Articles/2006/10/26/101911/Homelessness+voluntary+sector+projects+best+practice.html/>, [accessed 9 January 2007]

174 *Idem*.

175 *Idem*.

In summary, the London-based good practices discussed exhibit radical innovations that have produced either effective or creative outcomes. The chart below outlines some of the key themes that might bear fruit if recycled by other programmes.

- Innovative Products → online clearinghouse, joint renovation of housing
- Innovative Methodologies → auditing of borough's cooperation, street contact
- Innovative Target Groups → ethnic minority youth, potential homeless
- Innovative Contexts or Contents → theatre and musical productions
- Outcomes → coherent cooperation, creative job training, reaching the remote

CHAPTER 2 – LITERATURE REVIEW

1. INTRODUCTION

This chapter provides an overview of the major theoretical arguments surrounding homelessness, especially in relation to BAME groups in the city of London. The literature review is divided into 9 sections that delve into every aspect of BAME and homelessness issues presented in the literature. These 9 dimensions are: introduction to the topic; the main barriers faced by BAME groups accessing homeless provisions; the importance of the different barriers in accessing provisions; official policies and programmes meant to help the BAME population overcome barriers to provision; social measures and future agendas aimed at overcoming these barriers; special peculiarities or circumstances of BAME groups; the relationship between homeless and BAME organisations; information on awareness raising initiatives; and identification of good practices to ameliorate BAME homelessness.

The general concept of homelessness remains contested, ranging from the basic lack of roof or shelter to sharing with another household, to living in accommodation deemed unfit for human habitation.¹⁷⁶ A study carried out in Scotland¹⁷⁷ provides additional support for the contested nature of 'homelessness', illustrating that perceptions of homelessness may differ across communities and cultures. Homelessness is typically associated with large metropolitan cities, and cities across the U.K. are no exception. For example, London has been polarised between distinct groups consisting of the rich and powerful and the poor

¹⁷⁶ D. Clapham, P. Kemp, and S. Smith, *Housing and Social Policy* (Basingstoke, Hampshire: Macmillan, 1990).

¹⁷⁷ Funded in part by the Scottish Parliament, the U.K. Parliament, The National Assembly for Wales, and the Northern Ireland Assembly

and destitute.¹⁷⁸ The homelessness issue is a reflection of such deep polarisation. Overcoming such a vicious cycle requires efforts beyond standard “band-aid” solutions, especially for groups shown to have heightened vulnerabilities. Susceptibility to homelessness stems from factors unevenly scattered across age, gender, and race/ethnicity groups.

BAME households in particular are significantly overrepresented among homeless applicants, they are 75% more likely to apply as homeless than the average across the population as a whole. Also, BAME households in England are 175% more likely to be recorded as homeless than the average for households across all ethnic groups.¹⁷⁹ In citing reasons for homelessness, BAME homelessness is relatively more likely to result from “household formation”, or having to leave the home of a friend or relative.¹⁸⁰ While BAME applicants were less likely to be judged 'intentionally homeless' than their white counterparts, they were more likely to be assessed as 'non-priority' homeless, and there are indications of fewer housing alternatives available for members of the BAME community.¹⁸¹ The ethnic minority homeless groups face most difficulty in accessing homeless provisions because of a lack of subsidised housing that is of proper use to their needs.

Minority groups, and perhaps the BAME homeless, will only multiply in the UK. There has been a trend towards increasing diversity within the immigrant community in terms of gender, age, country of origin, and educational background, and this is predicted to continue. Data collected by local authorities on homeless people show that over 50% of London's homeless are non-white.¹⁸² Nationally, only 9% of the population are from ethnic minority groups. The disparity between London and national statistics on the ethnic origin of homeless people reflects the overwhelming BAME refugee population that London has in addition to other differences. London will remain the centre of an ever-growing BAME housing problem.

178 T. Warnes, M. Crane, and P. Foley, *London's Hostels for Homeless People in the Twenty-First Century* (Commissioned by the Pan-London Consortium of Homeless Service Providers, November 2004), p. 2.

179 Gina Netto, Cathie Fancy, Hal Pawson, Delia Lomax, Satnam Singh, and Sinead Power, *Black and Minority Ethnic Communities and Homelessness in Scotland* (Edinburgh, Scotland: Scottish Executive Social Research, 2004), Chapter 6.6.

180 *Idem.*, Chapter 6.14.

181 *Idem.*, Chapter 6.17.

182 F. Mitchell, J. Neuberger, D. Radebe, and A. Rayne, *Living in Limbo: Survey of Homeless Households Living in Temporary Accommodation* (London: Shelter, June 2004), p. 16.

2. MAIN BARRIERS FACED BY BAME GROUPS ACCESSING HOMELESS PROVISIONS

One of the most comprehensive assessments of the obstacles that the BAME homeless face when seeking provisions was produced by the Scottish Executive.¹⁸³ A summary of the Executive's report and the report "No Home, No Job: Moving on from Transitional Spaces" will help clarify the common barriers facing the BAME homeless in Scotland in particular and in the UK at large.

- Lack of appropriate temporary and permanent accommodation
- Lack of accommodation in areas which were perceived to be safe
- Unaffordability of mortgages and accommodation in the private rented sector
- Difficulties in getting adequate employment opportunities
- Difficulties in obtaining information due to language differences, literacy issues, and lack of familiarity with the system
- Lack of sensitivity by housing officers to their vulnerability to racial harassment
- Difficulty in getting specialised legal advice
- Difficulty in getting complaints addressed¹⁸⁴
- Difficulty in dealing with "minorities within minorities"; e.g., the difference between male and female behaviour within one minority community can be substantial
- BAME-targeted service providers often offered less comprehensive services (e.g., could not help with family mediation and rent deposit schemes)¹⁸⁵

The staff of the Women's Aid Project reiterated the challenges of these barriers. BAME homeless women in need often faced application procedures that were foreign to them, language difficulties, a lack of knowledge of the system, and a general unawareness of their social rights.

These themes parallel the discussions in previous chapters. Consequently, a more in-depth analysis of the degree of difficulty faced by the BAME homeless is warranted. An overview of the importance of these different barriers ensues.

183 Gina Netto, Cathie Fancy, Hal Pawson, Delia Lomax, Satnam Singh, and Sinead Power, *Black and Minority Ethnic Communities and Homelessness in Scotland* (Edinburgh, Scotland: Scottish Executive Social Research, 2004), p.6.

184 *Idem.*, pp. 31-32.

185 *Idem.*, Chapter 7.23.

3. IMPORTANCE OF THE DIFFERENT BARRIERS IN ACCESSING PROVISIONS

A hierarchy and nexus of inter-related factors can either bolster or mitigate the chances of becoming homeless. Economic and structural trends that increase the poor's chances of becoming homeless include the reduced affordability of private sector flats or homes and reductions in the building of new social housing. Social housing that exists or is newly constructed is often in unsafe areas. There are also fewer social renters moving out of their homes, so fewer homes have been available for letting in the social sector.

Some of these barriers are compounded for BAME individuals. Refugee problems, for example, did not escape the purview of the Scottish Executive. Incoming minority refugees often stumbled when vying for housing due to complex policies and legislation relating to refugees. Whilst struggling to find low-cost accommodation, many refugees fail to obtain temporary housing and become dependent on relatives or friends. All of these obstacles, coupled with serious gaps in services for refugees, mean that new arrivals in London must often meander through the housing system for an extended period before they can find decent accommodations.¹⁸⁶

Off the Streets and Into Work has noted that the housing problem is not simply a matter of supply or bureaucratic fumbling, but that the social rented sector for low-income individuals is badly shrinking. Both housing subsidies and those paid directly to the needy have declined in recent years. "The situation in London appears to be particularly acute, where the pool of housing in the social rented sector is shrinking as more tenants exercise their right to buy, the population continues to expand, and market prices exclude many low-income households."¹⁸⁷ The Housing, Planning, Local Government and the Regions Committee report begins by stating that it is an obligation of the government to ensure the availability of "a decent home at an affordable cost" to members of the populace.¹⁸⁸ Yet over the last 15 years, the number of homes built has declined while a rise in the population and number of households has grown. Addressing this mismatch is the focus of

186 Gina Netto, Cathie Fancy, Hal Pawson, Delia Lomax, Satnam Singh, and Sinead Power, *Black and Minority Ethnic Communities and Homelessness in Scotland* (Edinburgh, Scotland: Scottish Executive Social Research, 2004), pp. 6-10.

187 Office of the Deputy Prime Minister: Social Exclusion Unit, *Breaking the Cycle: Taking Stock of Progress and Priorities for the Future*, September 2004, <http://www.crimereduction.gov.uk/socialexclusion01.htm>, [accessed 28 March 2007]

188 Office of the Deputy Prime Minister, Housing, *Planning, Local Government and the Regions Committee: Homelessness: third report of session 2004-05, Volume 1*, 18 January 2005, <http://www.publications.parliament.uk/pa/cm200405/cmselect/cm0dpm/61/6102.htm>, [accessed 28 March 2007], Chapter 1.1.

their 2005 report. The number of excess homes over households has fallen and most recent data shows that it is at 1.7% nationally but distinctively in London, there are actually 3.5% more households than homes.¹⁸⁹ Projections of a continuation of such a pattern suggest significant housing shortages across the country unless the need for house-building is recognised. A survey of London hostels indicated that almost none of the 30% of housing applicants ready to move on could actually find accommodations.¹⁹⁰ The greatest housing need is for independent permanent accommodations.

Statistics do not warrant optimism about the progress of measures meant to remedy the housing deficit. According to the Office of the Deputy Prime Minister¹⁹¹, the number of families in temporary housing since 1995 has more than doubled.¹⁹² Those living in overcrowded conditions have been increasing in number as well, primarily as a result of a shortage of social rented housing.¹⁹³ House prices have increased faster than income.¹⁹⁴ At the same time, the number of new affordable housing completed fell by almost half.¹⁹⁵ Without a regular income, it is becoming increasingly difficult to afford decent, stable accommodation.¹⁹⁶ As a response, the Government has sought to balance supply with demand by stimulating house building (market and social) and influencing house prices.¹⁹⁷ Yet the danger of such “uniform national strategies” is that they could potentially overlook many regional needs. This suggests a need for flexibility and appropriate consideration to all contributing factors. The predecessor (2005) committee report on homelessness concluded that, while the number of families accepted as homeless was levelling off, the

189 Office of the Deputy Prime Minister, *Housing, Planning, Local Government and the Regions Committee: Homelessness: third report of session 2004-05, Volume 1*, 18 January 2005, <http://www.publications.parliament.uk/pa/cm200405/cmselect/cmoldpm/61/6102.htm>, [accessed 28 March 2007], Chapter 2.6.

190 Leah Watkins, *Silting Up?: A Survey of London Hostels About Move-On Accommodation and Support*, April 2003, http://www.london.gov.uk/mayor/housing/future_provision/moveon_report.pdf, [accessed 28 March 2007], p. 2.

191 Office of the Deputy Prime Minister, *Housing, Planning, Local Government and the Regions Committee: Homelessness: third report of session 2004-05, Volume 1*, 18 January 2005, <http://www.publications.parliament.uk/pa/cm200405/cmselect/cmoldpm/61/6102.htm>, [accessed 28 March 2007]

192 *Idem.*, Chapter 3.29

193 *Idem.*, Chapter 2.13

194 *Idem.*, Chapter 2.13

195 *Idem.*, Chapter 3.29

196 Verve Associates, *Precis: A Summary Series of Recent Research from Communities Scotland: Number 33: Routes Into Employment for Homeless People*, February 2004, http://www.apexscotland.org.uk/docs/routes_into_employment_summary.pdf, [accessed 28 March 2007], p. 2

197 Office of the Deputy Prime Minister, *Housing, Planning, Local Government and the Regions Committee: Homelessness: third report of session 2004-05, Volume 1*, 18 January 2005, <http://www.publications.parliament.uk/pa/cm200405/cmselect/cmoldpm/61/6102.htm>, [accessed 28 March 2007], Chapter 2.14

number of families in temporary housing was increasing with associated costs to family and increased societal strains.¹⁹⁸

Women escaping domestic abuse also face a lack of adequate housing and refuge spaces. When fleeing a violent home, some women faced full shelters that could not house them. Tragically, immigration legislation has made it even harder for foreign women who are being abused to navigate the services that they need to heal.¹⁹⁹

Sometimes the very conditions provided for permanent housing and the transitional periods towards employment have been found laden with complicating factors. Large amounts of temporary and settled housing are located in various districts with widespread problems of prostitution and drug dealing.²⁰⁰ It was reported that some homeless individuals and families in custody of particular flats were persuaded by drug dealers and prostitutes to let them use the premises for criminal acts and, in return, the tenants would be given free drugs.²⁰¹ Situations such as these indicate that the homeless individual or family has sometimes ended up in a worse situation than prior to their receipt of public assistance.²⁰²

Homelessness compounds unemployment problems, since those without a physical address typically cannot find gainful employment and employers are sceptical of hiring those without basic amenities. When attempting to acquire social services and potential employment available to homeless people, the BAME refugee community faces enhanced difficulties because of their refugee status.²⁰³ Most new migrants are expected to be workers filling particular skill shortages in the UK. However, many immigrants are likely to fare worse economically because they have non-transferable qualifications or have weak English language skills.

Multiple barriers to employment often prevent the homeless, especially the most needy and BAME homeless, from getting a job. Off the Streets and Into Work reported that

198 *Idem.*, Chapter 3.29

199 Gina Netto, Cathie Fancy, Hal Pawson, Delia Lomax, Satnam Singh, and Sinead Power, *Black and Minority Ethnic Communities and Homelessness in Scotland* (Edinburgh, Scotland: Scottish Executive Social Research, 2004), p.8.

200 G. Randall and S. Brown, *The Support Needs of Homeless People and Their Families* (London: Office of the Deputy Prime Minister), p. 64.

201 *Idem.*, p. 64.

202 *Idem.*, p. 64.

203 F. Mitchell, J. Neuberger, D. Radebe, and A. Rayne, *Living in Limbo: Survey of Homeless Households Living in Temporary Accommodation* (London: Shelter, June 2004), p. 16.

whereas 67.6% of OSW clients with no needs other than homelessness achieved job outcomes, only 18.5% of clients with one additional need or disability could find work. This can include those with language barriers and related cultural obstacles. This rate fell further to 11.3% for clients with two or more special needs. Homeless with any special needs sink into an unemployable category in many cases.²⁰⁴

Furthermore, transitioning into work might not be worthwhile for many homeless because of the financial hiccups incurred when taking on a new job. For example, earnings are usually paid in arrears and homeless cannot usually afford a one-off gap in income. Some of the needy cannot wait before in-work benefits become established. The recently homeless often have no savings to cushion them, making the above problems untenable, especially when rent and utility bills are due or work itself entails start-up costs such as clothing and transportation.²⁰⁵

Literacy issues repeatedly crop up as a fundamental obstacle for the BAME needy in obtaining public assistance. Without being able to read public assistance guidelines in one's own language, knowledge of how to utilise the system remains inaccessible. The old adage that self-help is the best help cannot be employed when the BAME homeless don't know how to approach the system to help themselves.

The housing services and private charities are often fraught with inadvertent discrimination. When public officials cannot differentiate between Indians and Pakistanis or between female assertiveness in south-eastern Asian versus white, British culture, a misreading of cues and meanings can occur. Cultural miscommunication and misunderstanding might also account for the difficulty in getting specialised legal advice and in getting complaints addressed. Gypsies/Travellers often struggle with the same dilemmas as their refugee/BAME counterparts, but they suffer more overt discrimination due to social services' perceptions of their transient status.²⁰⁶ Finally, when BAME service providers are not as well equipped as mainstream homeless organisations to assist the homeless despite their better comprehension of unique cultural needs, more BAME persons fall through the housing system.

204 Centre for Economic and Social Inclusion, *Off the Streets and Into Work: Baseline Assessment for the OSW-led EQUAL Development Partnership 2005*, (London: OSW, 2005), p. 6.

205 C. Hasluck and A. Green, *The Impact of Government Policy on the Social Exclusion of Working Age People: a Review of the Literature for the Social Exclusion Unit in the Breaking the Cycle Series*, (London: Office of the Deputy Prime Minister, 2004).

206 *Idem.*, pp. 6-10.

Homelessness certainly damages the prospects of homeless children as well. Research has shown that children are deeply affected by their temporary housing. The housing situation plays a role in children's ability to keep school places, maintain their attendance, and do well at school as "the trauma of becoming homeless and the stresses associated with living in temporary accommodation affect children's mental and emotional well-being."²⁰⁷ Young children among homeless families are unable to access Sure Start programmes.²⁰⁸ The difficulty of obtaining proper care for homeless children is of critical importance. It has been proven that young people who have experienced institutional care are significantly more at risk of social exclusion than other young people: they are much more likely to leave school without qualifications, end up in prison, or homeless.

The overall health condition of the homeless community is another area of concern. Homeless people face high levels of stress, insecurity, and inconvenience, which can aggravate other conditions and eventually deteriorate the individual's natural immunities. Health problems have an effect on an individual's ability to achieve 'upward mobility' in terms of gaining employment or permanent housing. The unsanitary conditions resulting from a homeless lifestyle can cause an array of ailments such as depression, eczema, or asthma.²⁰⁹ Multiple health needs are pervasive in the lives of homeless people including "psychiatric conditions, ongoing substance abuse issues, and learning disabilities."²¹⁰ Health problems facing the homeless population are under-diagnosed and untreated. As a result, they face an endless amount of difficulties accessing adequate social services. An individual lacking the capacity to work and maintain a consistent status of employment because of a health related problem (e.g. bad back, terminal illness, alcoholism, drug abuse, etc.) is bound to be more likely to descend deeper into the trap of homelessness. The majority of Crisis' estimated numbers²¹¹ of single homeless people in the U.K. have some type of health problem.²¹² Physical and mental health problems were commonly reported hindrances for people "not taking part in work, training or education."²¹³ The strong correlation between physical and mental health problems as barriers to

207 F. Mitchell, J. Neuberger, D. Radebe, and A. Rayne, *Living in Limbo: Survey of Homeless Households Living in Temporary Accommodation* (London: Shelter, June 2004), p. 27.

208 *Idem.*, p. 27.

209 *Idem.*, p. 25.

210 C. Croft-White and G. Parry-Cooke, *Hidden Homelessness: Lost Voices – the Invisibility of Homeless People with Multiple Needs* (London: Crisis, February 2004).

211 Approximately 310,000 to 380,000 people

212 C. Croft-White and G. Parry-Cooke, *Hidden Homelessness: Lost Voices – the Invisibility of Homeless People with Multiple Needs* (London: Crisis, February 2004), p.5.

213 F. Mitchell, J. Neuberger, D. Radebe, and A. Rayne, *Living in Limbo: Survey of Homeless Households Living in Temporary Accommodation* (London: Shelter, June 2004), p. 33.

employment indicates that homeless people require more social connections that would allow them to rely on family and friends for support in times of difficulty.

4. OFFICIAL POLICIES AND PROGRAMMES MEANT TO HELP THE BAME POPULATION OVERCOME BARRIERS TO PROVISION

The local and national policies meant to elevate the social position of the BAME homeless are often embedded in broader measures that address housing concerns and discrimination. However, teasing out what exact policies affect the BAME homeless reveals a matrix of specific and non-specific measures that clearly impact the ethnic minority homeless. This section will explore this topic by discussing the main policies adopted to assist the BAME homeless, how certain policies have improved their plight, and the main difficulties in implementing these measures.

Tackling homelessness has been a policy priority in Britain for almost seven decades. The National Assistance Act of 1948 first required local authorities to assist homeless people. Local Authorities provided temporary accommodations to those in need.²¹⁴ Starting with the National Assistance Act, the United Kingdom has not relinquished resolving homelessness to the present day although helping the homeless in general has eclipsed helping the BAME homeless in particular.

Government legislation has attempted to tackle homelessness in general for some time. “A full legal duty on housing authorities did not arise until the implementation of the Housing (Homeless Persons) Act 1977, which gave housing authorities a duty to secure permanent accommodation for unintentionally homeless people who had a local connection in the district and who were in priority need.”²¹⁵ Homelessness legislation was consolidated by the Housing Act of 1985. The legal definition of homelessness was expanded when the Housing and Planning Act of 1986 was promulgated. Under this Act, the homeless are no longer defined as the roofless, as the government includes many living in substandard housing or squatting as homeless. The government has reaffirmed

214 Office of the Deputy Prime Minister: Housing, Planning, Local Government, and the Regions Committee, *Homelessness: Third Report of Session 2004-05, Volume 1* (London: ODPM, January 2005).

215 *Idem*.

this definition.²¹⁶ The 1996 Act removed eligibility for local authority housing assistance from immigrants. The Homelessness Act of 2002 forced local authorities again to provide permanent housing assistance to homeless in priority need and to publish a homelessness reduction strategy.²¹⁷ The Communities Plan, published in February 2003, includes reforms of housing and planning, to ensure that future developmental needs are met. This plan does the following:

- “• **addressing housing shortage** – including accelerating growth in the four ‘growth areas’ of Thames Gateway, the London-Stansted-Cambridge corridor, Ashford and Milton Keynes-South Midlands;
- **addressing low demand and abandonment** – in parts of the Midlands and northern England covered by nine pathfinder schemes;
- **affordable housing** – £5 billion has been allocated for the provision of affordable housing for the three years from the publication of the plan, including £1 billion for housing ‘key workers’ in the public sector; and
- **tackling homelessness** – including ensuring the ending of use of bed and breakfast hostels for homeless families by March 2004.”²¹⁸

BAME groups in particular have been assisted by the Race Relations Amendment Act of 2000, which promotes minority integration into British society. This Act, along with other baseline research published in the Tenants Compacts of 2000, revealed the general absence of younger people and BAME community members in creating local housing policy. BAME tenants, even if they once were homeless, remain a systemic focus for the general improvement of low-income housing.²¹⁹

The 1998 Rough Sleepers Initiative, which was designed to reduce the number of rough sleepers by two thirds by 2002, achieved its goals in 2001. The RSI operated in central London from 1990 until 1999 and was extended to 36 other areas in England from 1997. The Rough Sleepers Unit in London focused on developing policies that would get the

216 Office of the Deputy Prime Minister, *Planning, Local Government, and the Regions Third Report*, 2005, <http://www.publications.parliament.uk/pa/cm200405/cmselect/cmopdm/61/6107.htm/>, [accessed 28 January 2007].

217 Office of the Deputy Prime Minister: *Housing, Planning, Local Government, and the Regions Committee, Homelessness: Third Report of Session 2004-05, Volume 1* (London: ODPM, January 2005).

218 C. Hasluck and A. Green, *The Impact of Government Policy on the Social Exclusion of Working Age People: a Review of the Literature for the Social Exclusion Unit in the Breaking the Cycle Series*, (London: Office of the Deputy Prime Minister, 2004).

219 *Idem*.

homeless off the streets and cater to those most in need first whilst readying the homeless for employment.²²⁰ A corollary of the Rough Sleepers Initiative was the Homelessness and Housing Support Directorate's 2002 Bed and Breakfast (B&B) programme. This programme helped remove families with children from temporary accommodation in B&Bs. Almost every local authority in England had complied with the Bed and Breakfast Programme by March of 2004. The Rough Sleepers Initiative has already helped lead to a 70% reduction in rough sleeping, and there has been a 99.3% decline in bed and breakfast use for homeless families with children since March 2002.²²¹ Despite these progressive statistics, the number of people in temporary accommodation remains high at 130,000 households as of 2002/03.²²² These programmes culminated in a national Homelessness Directorate to guide their implementation and offer policy advice.²²³

The budget for the homeless is administered with the aim of reducing homelessness. The government report, *More Than a Roof: A Report into Tackling Homelessness* outlined how public monies have been spent to address homelessness.²²⁴ Approximately £260 million have been infused into local authorities and voluntary sector agencies between 2002/03 and 2005/06 to implement homelessness prevention strategies. Supporting People boasts £1.8 billion spent to deliver housing-related support services that help more than a million people.²²⁵ The Homelessness and Housing Support Directorate has a revenue budget of £60 million for both 2004-05 and 2005-06. Funding is tied to how local communities can minimise rough sleeping, how much the use of emergency accommodation is curtailed, and how well local authorities can provide for the homeless. Communities receiving grants of over £50,000 have to reduce repeat homelessness and main causes as well.

Innovative solutions to providing homes for the needy have led to creative programming. North and Midlands governments encourage local authorities to reuse some empty private housing for homeless people. "Where homes are being demolished as part of the Government's Low Demand Pathfinder initiative, the effect on house prices and availability of affordable homes must be carefully monitored and a programme of provision of low-cost

220 Office of the Deputy Prime Minister: Social Exclusion Unit, *Breaking the Cycle: Taking Stock of Progress and Priorities for the Future*, September 2004, <http://www.socialexclusionunit.gov.uk/downloaddoc.asp?id=262/>, [accessed 28 January 2007].

221 *Idem*.

222 *Idem*.

223 *Idem*.

224 Communities and Local Government, *More than a Roof: A Report Into Tackling Homelessness*, March 2003, <http://odpm.gov.uk/index.asp?id=1149818/>, [19 January 2007]

225 *Idem*.

housing to rent must be included.”²²⁶ Making proper use of all housing options remains a critical part of government strategy.

Not only has public policy aimed to eliminate homelessness, but it has also tried to combat unemployment that affects the homeless. The New Deal helped create a sustainable level of employment by assisting young and long-term unemployed people, lone parents, and disabled people to remain employed. Diversified New Deal programmes encompass different target groups and evolve in forms that fit those being assisted. In particular, there are four main New Deal Programmes:

- New Deal 25 Plus (ND25plus for all jobseekers claiming Jobseeker’s Allowance);
 - New Deal for Lone Parents (NDLP);
 - New Deal 50 Plus (ND50plus for people aged 50 or above); and
 - New Deal for Disabled People (NDDP).²²⁷
-

ND25plus provides shorts courses in basic and soft skills. NDLP permits in-work training grants. Other government employment policies, such as the NDYP, endow participants with the chance to gain skills on the job. The NDYP allows participants to engage in full-time education and training for up to 12 months. Other programmes meant to train those in need of work include Adult Basic Skills (Skills for Life), Work Based Learning for Adults (WBLA), and Employer Training pilots.²²⁸

New Deal programmes have generated needed homelessness assistance programmes, such as the Shelter ‘Homelessness to Home’ Service. This service provides comprehensive assistance with:

- housing and moving home
- practical assistance in making a home

²²⁶ Office of the Deputy Prime Minister, *Planning, Local Government, and the Regions Third Report*, 2005, <http://www.publications.parliament.uk/pa/cm200405/cmselect/cmodpm/61/6107.htm/>, [accessed 28 January 2007].

²²⁷ C. Hasluck and A. Green, *The Impact of Government Policy on the Social Exclusion of Working Age People: a Review of the Literature for the Social Exclusion Unit in the Breaking the Cycle Series*, (London: Office of the Deputy Prime Minister, 2004).

²²⁸ *Idem*.

- financial advice and support
- help with accessing services
- social and emotional support
- and with handling benefit claims²²⁹

Businesses have also become directly involved in rehabilitating the chronically unemployed homeless. The 'Business Action on Homelessness' programme, funded by the Homelessness Directorate, links up statutory and voluntary agencies with the corporate sector and provides training and work placements that improve the skills and employability of homeless people. "Homeless people are trained through a three-tier programme to prepare them for work:

1. **Ready to Go:** a two-day business training programme that is concerned with confidence building to prepare people for work;
2. **Ready for Work:** providing two-week placements, with the option of extending placements – the aim of which is to build confidence, develop new and existing skills and provide a reference on completion of the placement; and
3. **Ready for Jobs:** a job bank of vacancies that companies have opened up to 'job ready' homeless people in London."²³⁰

Policy makers have included homeless drug users in their employment agenda as well, as Jobcentre Plus offers a programme called 'progress2work' (p2w) to help recovering drug users into work. Through joint planning, treatment, employment of case workers, use of mainstream programmes like the New Deal, help with job placement and continuing support for the first 13 weeks of employment, recovering drug users can transition back into productive work in society.²³¹

The Office of the Deputy Prime Minister includes prisoners in its homelessness agenda. The ODPM has recommended that all prisons offer housing advice to inmates transitioning out to prevent homelessness. The government guarantees a housing benefit

229 C. Hasluck and A. Green, *The Impact of Government Policy on the Social Exclusion of Working Age People: a Review of the Literature for the Social Exclusion Unit in the Breaking the Cycle Series*, (London: Office of the Deputy Prime Minister, 2004).

230 *Idem*.

231 *Idem*.

to sentenced prisoners for the duration of a tenancy surrender notice period of 4 weeks. This guarantees limited housing to former prisoners.²³²

5. SOCIAL MEASURES AND FUTURE AGENDAS AIMED AT OVERCOMING THESE BARRIERS

The Scottish Executive also elaborated upon the precise measures that agencies could undertake to help prevent BAME homelessness and shore up access to provisions. Such measures include:²³³

- Increased availability and quality of advice to people from BAME communities
- Increased provision of appropriate accommodation
- Ethnic monitoring and review of service use
- Greater awareness of the needs of the BAME communities in rural areas
- Greater provision of outreach services, such as health services
- Greater support for Refugees/Gypsies/Travellers/Women in accessing local authority services²³⁴

The extent to which homelessness services currently provide appropriate care for people from BAME communities may be assessed by how effectively they meet BAME homeless needs. BAME agencies have to provide “specialist provisions” attuned to the needs of BAME communities, including: offering advice to those with a lack of understanding of available provisions such as welfare benefits, translation services, finding accommodation, access to health services and employment, counselling, advocacy sessions and drop in sessions.²³⁵ The first two listed were shown to be the most used services provided by agencies in Scotland by the BAME community.²³⁶ The majority of such service providers in Scotland were concentrated in Glasgow and Edinburgh, where the largest geographical percentages of BAME communities resided.²³⁷ In Scotland, some agencies were allowed to specialise and therefore focus on the special needs of one ethnic group such as the

232 Office of the Deputy Prime Minister, *Planning, Local Government, and the Regions Third Report*, 2005, <http://www.publications.parliament.uk/pa/cm200405/cmselect/cmopdm/61/6107.htm/>, [accessed 28 January 2007].

233 Gina Netto, Cathie Fancy, Hal Pawson, Delia Lomax, Satnam Singh, and Sinead Power, *Black and Minority Ethnic Communities and Homelessness in Scotland* (Edinburgh, Scotland: Scottish Executive Social Research, 2004), p.8.

234 *Idem.*

235 *Idem.*, Chapter 7.19

236 *Idem.*, Chapter 7.19

237 *Idem.*, Chapter 7.18

Gypsy community.²³⁸ The in-depth review of agencies revealed that BAME agencies were perceived to be better at providing appropriate services for people from BAME communities due to their ability to recognise and respond to cultural needs, including dietary needs, and religious and gender preferences.²³⁹ Some of the reasons for this were that these organisations were more likely to: employ more staff from BAME communities than other mainstream agencies, monitor the extent to which their services were used by BAME users, involve service users in decision-making processes in the organisation, and engage in multi-agency work involving a BAME component.²⁴⁰ This overview of how to better meet BAME needs deserves a more in-depth analysis.

Giving better advice to BAME community members would require initiatives such as translating all housing guidance documents into the native languages of the BAME homeless and using mainly native media to broadcast that information. Social workers going directly to the places where the BAME homeless are in order to reach them on their own level and terms is also required.

For BAME groups in particular, housing authorities that are culturally sensitive and attuned to anti-discrimination initiatives should be encouraged and monitored. The urban regeneration plan claimed to be focused on "the housing needs of all in the community,"²⁴¹ yet the subsequent efforts undertaken by housing committees seemed focused on curbing the departure of the middle class from London as approximately 80,000 people move out of London per year. Alan Benson, the Head of Housing and Homelessness stated, "One thing you notice is that we have the richest people in the country and poorest people in the country living cheek by jowl in London. What we are losing are those people in the middle... who are moving out of London... If we can stem [the loss of] some of those people we would have a sustainable community."²⁴² This is not a negative endeavour although it may shift the spotlight off of the most vulnerable homeless sector of the community, likely the group that requires the greatest resources.

Constant efforts to increase appropriate accommodation for the homeless and for BAME groups are being made. Temporary housing typically consists of privately rented flats and

238 Gina Netto, Cathie Fancy, Hal Pawson, Delia Lomax, Satnam Singh, and Sinead Power, *Black and Minority Ethnic Communities and Homelessness in Scotland* (Edinburgh, Scotland: Scottish Executive Social Research, 2004), Chapter 7.18

239 *Idem.*, Chapter 7.25

240 *Idem.*, Chapter 7.25

241 Office of the Deputy Prime Minister, *Planning, Local Government, and the Regions Third Report*, 2005, <http://www.publications.parliament.uk/pa/cm200405/cmselect/cmmodpm/61/6107.htm/>, [accessed 28 January 2007].

242 *Idem.*

houses leased by Local Authorities or housing associations, as well as hostels and B&B hotels, which are being phased out imminently in favour of more permanent accommodations. The Rough Sleepers Initiative has reportedly led to a 70% reduction in the number of people sleeping rough, and there has also been a 99.3% decline in the use of bed and breakfast accommodation for homeless families with children since March 2002.²⁴³ Bed and breakfast hotels typically lack the resources to provide such micromanaging capacity as parental-type supervision. The *Empowering Communities, Improving Housing* guide has advocated the acceptance of policy pushing the “Decent Homes” standard for all social housing by 2010.²⁴⁴ This could stimulate improvements to over 1.5 million homes and could have an immediate affect on the homeless community and their overall standard of living through the offer of more permanent housing.²⁴⁵

Tenant and housing organisations concerned with ensuring housing availability are welcoming local employment initiatives and training opportunities. As millions of pounds are being spent on housing estates and neighbourhoods to meet the Decent Homes Standard, there is hope that this spending will be broadened to also support the creation of local jobs, community-owned businesses, and increase the skills base of local people.²⁴⁶ Access to new jobs and capacity building for local tenant groups are a part of one such initiative called ‘added value’ and ‘housing plus.’²⁴⁷

One route to employment opportunities and self-esteem building for BAME individuals might be volunteering. The level of importance of voluntary jobs should be raised and more widely promoted as an option for homeless people; it needs to be seen not as a second best outcome to paid employment, but as an important outcome in its own right.²⁴⁸ Those assisting the homeless should not see volunteering only as a way of ‘practicing’ paid work.²⁴⁹ Homelessness agency staff members need to be given the training and

243 Office of the Deputy Prime Minister: Social Exclusion Unit, *Breaking the Cycle: Taking Stock of Progress and Priorities for the Future*, September 2004,

<http://www.crimereduction.gov.uk/socialexclusion01.htm>, [accessed 28 March 2007], p.39.

244 D. Mullins, H. Beider, and R. Rowlands, *Empowering Communities, Improving Housing: Involving Black and Minority Ethnic Tenants and Communities* (London: Office of the Deputy Prime Minister, June 2004), pp. 11-12.

245 *Idem.*, p. 12.

246 *Idem.*, pp. 87-88.

247 *Idem.*, pp. 87-88.

248 Pat Gay, *Getting Into work: The Role of Volunteering in Improving Employability* (London: 1998).

249 Institute for Volunteering Research, *Volunteering for All?: Exploring the Link Between Volunteering and Social Exclusion*, 2001, <http://www.ivr.org.uk/socialexclusion/fullreport.pdf>, [accessed 28 March 2007]

support to give clients accurate advice about volunteering.²⁵⁰ Work needs to be done to link up homelessness agencies with volunteering brokerage agencies (such as Volunteer Centres) to ensure that the BAME homeless who want to volunteer can.²⁵¹ Volunteering and employment initiatives could be joined at the hip for the benefit of the BAME needy.

Standard of living issues entail health concerns as well. Improved health treatment for the homeless tops many agendas. For example, NHS bodies are required to promote race equality and eliminate unlawful racial discrimination which could help to overcome the issue of undeterminable procedures by the medical staff to determine multiple health needs of the homeless people.²⁵²

Proper assessment of housing, employment, and health programmes provides future direction. Ethnic monitoring and review of service use have already been undertaken by a number of London-based homeless service centres. The government supports self-monitoring policies. The Office of the Deputy Prime Minister recommends scrutinising the homelessness acceptance rates of Local Authorities, "with a view to intervening where they depart from the average by a considerable margin."²⁵³ Authorities failing to meet the average should be referred to the Audit Commission for review, although public money should not be spent on legal appeals. Assessed statistics are the only way to predict future directions that should be taken, especially regarding helping the BAME homeless.

Awareness of BAME community needs in rural areas certainly remains at a minimum, although the greatest problems linger in the metropolitan areas. Surveying rural BAME homelessness might be easier than in cities because local communities tend to be more alert to social irregularities within their own borders. Rural BAME organisations should play the most crucial roles in assessing rural, ethnic minority homelessness.

Programmes meant to help refugees also reduce their potential to become homeless. Continuity of service helps prevent refugee homelessness by ensuring that new immigrants are assisted throughout every step of the social integration process.

250 M-C. Gervais, C. Mclean, C. Rehman, and H. October, *Working with BME Voluntary and Community Organisations to Prevent Homelessness through the Provision of Housing Advice Ethnos* (London: GLA Housing and Homelessness Unit, n.d.).

251 D. Simmonds, *Getting Jobs: Harder for Some: Working Brief 151*, (London: Centre for Economic and Social Inclusion, February 2003), pp.10-13.

252 ROTA, *Supplement: London's Wellbeing* (London: ROTA, 2003), p. 6.

253 Office of the Deputy Prime Minister, *Planning, Local Government, and the Regions Third Report*, 2005, <http://www.publications.parliament.uk/pa/cm200405/cmselect/cmodpm/61/6107.htm/>, [accessed 28 January 2007].

Assistance in getting housing should not define the limits of social assistance, as without gainful employment new immigrants might become homeless anyway.²⁵⁴

Gypsies' situations could be improved through the provision of better facilities and more affordable electricity and heating. Prompt responses to any incidents of racial harassment might help elevate gypsy social status. Alternatives to housing could include granting gypsies permission to buy land and assistance in the reparation of caravans as well.²⁵⁵

Measures to help rectify the barriers that homeless BAME women fleeing domestic violence face should involve greater provision of refuges and the inclusion of BAME women in national and local Zero Tolerance initiatives.²⁵⁶ BAME homeless women have special needs that are best met by female counsellors from their own ethnic community. Focus on BAME homeless women must be highly specialised and well-orchestrated lest they go ignored.

6. SPECIAL PECULIARITIES OR CIRCUMSTANCES OF BAME GROUPS

Some unusual situations or circumstances of BAME homeless groups have been overlooked for a variety of reasons. Homeless individuals with multiple needs have even been deemed as "invisible" or the "hidden homeless." Inconsistent assessments sometimes confuse the issues challenging the BAME homeless. The development of a common assessment process would have advantages both to the individual BAME homeless person and to local agencies.²⁵⁷

Typical figures used in addressing homelessness have been said to overlook much of the problem. Some accounts say that the vast majority of homeless are not even categorized as homeless because they "are not literally sleeping on the street but living with relatives and friends or in temporary accommodation."²⁵⁸ While the Homelessness Act of 1997 stated it would aim to combat all forms of homelessness, a bias remained and was reflected in both policy and subsequent interpretations. Homeless people are judged based on a "rationing system," where they are placed in categories of perceived

254 Gina Netto, Cathie Fancy, Hal Pawson, Delia Lomax, Satnam Singh, and Sinead Power, *Black and Minority Ethnic Communities and Homelessness in Scotland* (Edinburgh, Scotland: Scottish Executive Social Research, 2004), p. 9.

255 *Idem.*, p.9.

256 *Idem.*, p.9.

257 C. Croft-White and G. Parry-Cooke, *Hidden Homelessness: Lost Voices – the Invisibility of Homeless People with Multiple Needs* (London: Crisis, February 2004), p.39.

258 P. Kenway and G. Palmer, *How Many, How Much: Single Homelessness and the Question of Numbers and Cost* (London: Crisis, 2003), p.1.

vulnerability. Such “priority” categories may be interpreted as a discriminatory approach since they have not expanded to include single²⁵⁹ and many BAME homeless individuals. Since many statutory BAME homeless spend episodes staying with their relatives, they might not be as prioritised for housing assistance as they should be. This lack of priority extends to policy, research, service, and resource allocation.²⁶⁰ Yet, *Crisis* argues these single and BAME homeless are often amongst the most vulnerable of society and carry significant costs to society²⁶¹ with highly significant numbers, in the hundreds of thousands²⁶², and therefore cannot be overlooked.

There are worrying trends showing that members from black and minority ethnic communities experience disproportionately high levels of homelessness, as represented by households accepted as homeless by Local Authorities. Among BAME groups, black households were three times as likely to have experienced homelessness as white heads of households. But black and minority ethnic homeless people were less likely to be on the streets, as they stayed with friends or relatives and therefore were less visible to the community sectors staff.²⁶³

The ‘Housing and Minority Black Communities: Review of the Evidence Base, Research Report’ highlights strengths and gaps in the evidence base regarding race factors affecting housing. Individuals of black origin are least likely to be owner-occupiers (39% compared with 71% for whites), and have low average weekly incomes of head of household and partner (£355 compared with £488).²⁶⁴ They are more likely than whites to experience overcrowding, live in poor conditions, be dissatisfied with their home, and to want to move.²⁶⁵ Members of minority ethnic groups were four times more likely to see racial harassment as a serious problem in their area than whites. The evidence also suggests harassment associated with choice of residential area remains widespread.²⁶⁶ After over

259 includes singles or couples with no dependent children

260 P. Kenway and G. Palmer, *How Many, How Much: Single Homelessness and the Question of Numbers and Cost* (London: Crisis, 2003), p.1.

261 *Idem.*, p. 1.

262 *Idem.*, p. 42.

263 D. Kenny and S. Field, *Black People: Pushing Back the Boundaries II* (London: Mayor of London, June 2003), p.38.

264 M. Harrison and D. Philips, *Housing and Minority Black Communities: Review of the Evidence Base, Research Report 180* (London: ODPM, May 2003), p. 6.

265 *Idem.*, pp. 6-7

266 *Idem.*, p. 7

five decades of settlement, Britain's black minority remains "segregated" in that it is disproportionately concentrated in the poorest urban, usually inner-city locations.²⁶⁷

These indicators reaffirm that BAME homeless concerns should remain high on the public policy agenda. They also challenge social scientists to devise innovative methodologies to get at the root of the BAME social condition. Above all else, causality and possible solutions must be comprehended.

7. THE RELATIONSHIP BETWEEN HOMELESS AND BAME ORGANISATIONS

Work conducted by the social policy think tank ROTA (Race on the Agenda) illustrated that there is considerable scope for the development of partnerships between BAME groups and the homeless sector; support exists for this from within the sectors themselves.²⁶⁸ Responses from surveyed organisations reveal that homeless agencies generally have a wider range of partnerships than BAME organisations; half said that they were limited by their small size and limited resources. Research conducted by the Office of the Deputy Prime Minister on involving BAME Housing Associations (BAME HAs) in stock transfer and community development revealed the critical need for BAME – mainstream organisation partnership arrangements. Such partnership arrangements should take account of the size, expertise, commitment, and leadership of partnered organisations to enable the most effective cooperation. Hanes and Bowes believe that capacity building programmes are required to allow full engagement of BAME HAs in partnership development.²⁶⁹

Scottish studies show that many BAME organisations work with homeless individuals within their own communities only, but they have limited links with large agencies helping homeless clients.²⁷⁰ In England and Wales, no specific studies that examine the links between the BAME and homeless sectors have been conducted yet. Research has therefore revealed that there is a dearth of information on the links between BAME and

267 M. Harrison and D. Philips, *Housing and Minority Black Communities: Review of the Evidence Base, Research Report 180* (London: ODPM, May 2003), p.7.

268 Simon Tanner, *Linking Services for BME Homeless Individuals: Final Report*, 29 April 2005, http://www.4inclusion.org/downloads/Linking_Services_for_BME_Homeless_Individuals.pdf, [accessed 29 January 2007].

269 C. Hann and E. Bowes, *Black and Minority Ethnic Housing Associations and their involvement in local authority stock transfers* (London: ODPM, June 2004).

270 Gina Netto, Cathie Fancy, Hal Pawson, Delia Lomax, Satnam Singh, and Sinead Power, *Black and Minority Ethnic Communities and Homelessness in Scotland* (Edinburgh, Scotland: Scottish Executive Social Research, 2004).

mainstream homeless agencies.²⁷¹ It appears commonplace that homeless agencies link with other homeless agencies²⁷² and, these agencies are less likely to report formal links with BAME organisations than BAME organisations were to homeless agencies. The lack of systematic work examining the links between the BAME and homeless sectors might inhibit more potentially fruitful partnerships.

Concrete efforts to link BAME and mainstream homeless organisations have been disseminated. For example, the London Housing Strategy 2004 tasked the Greater London Authority and Shelter with developing a London Housing Advice Strategy to include a range of partners from the voluntary, statutory, and legal sectors. The development process involved broad consultation across sectors. It included a mapping of housing advice services in London and a consultation with BAME organisations on the provision of housing advice.²⁷³ Gaps in provision for BAME individuals and BAME organisation information deficits were identified. Consequently, Shelter is working on a project to improve access to advice for BAME groups and is also developing multi-platform services to focus on (ethnic minority) young people.

8. INFORMATION ON AWARENESS RAISING INITIATIVES

Recognising Equality and Diversity plays a fundamental role in raising awareness of BAME homeless needs. In 2002, OSW (Off the Streets Into Work) formed an Equality and Diversity Working Group (EDWG) to encourage OSW service delivery partners to fully achieve Equality and Diversity at all levels through a consistent approach.²⁷⁴ In 2004, five OSW Equalities and Diversity Principles were established for all service providers to consider when establishing their own programmes. Equality, diversity, and BAME concerns continue to top many current social concern awareness raising initiatives.

Under the theme, “Employability: facilitating access & return to the labour market for disadvantaged people”, a cross-sectoral partnership led by OSW is implementing a London-wide programme targeting individuals who are: homeless, at risk of homelessness

271 M. Harrison and D. Philips, *Housing and Minority Black Communities: Review of the Evidence Base, Research Report 180* (London: ODPM, May 2003).

272 *Idem*.

273 Greater London Housing Authority and Homelessness Unit Working in Partnership with Shelter, *The London Housing Advice Strategy: A Partnership Approach to Homelessness Prevention Through the Provision of Housing Advice*, December 2004, <http://www.london.gov.uk/mayor/housing/docs/housingadvice.pdf>, [accessed 29 January 2007].

274 Off the Streets and Into Work, *Equality and Diversity Good Practice Guide*, n.d., http://www.4inclusion.org/downloads/OSW_Equality_and_Diversity_Good_Practice_Guide.pdf [accessed 29 January 2007].

or in temporary accommodation.²⁷⁵ The programme, entitled “Tackling Multiple Disadvantage in London by Improving Employability” (TMD London), is funded in part by the European Social Fund under the EQUAL Community Initiative Programme.²⁷⁶ TMD London consistently focuses on some of the most needy and thereby peaks awareness of homeless and BAME needs throughout the capital. Race on the Agenda’s TMD-London project, Linking Services for BAME Individuals, orchestrates job training and develops links between mainstream homeless and BAME organisations that address homelessness and joblessness in London. Such extensive cooperation across organisations in metropolitan London inescapably raises awareness of the BAME homeless.

Large London employers such as Transport for London have followed suit through programmes like Valuing People Through Fairness and Inclusion, a course designed to give non-operational staff an insight into social identity strands such as faith, gender, disability, sexual orientation, and age that comprise workplace culture. Although Transport for London does not deal specifically with the BAME homeless, TFL runs a continuing campaign aimed at recruiting more BAME drivers to become licensed taxi and private hire drivers. Transport for London invests extensively in helping its own staff and those employed by its contractors to fulfil their professional and personal potential. For example, TFL has been running two BTEC qualifications in partnership with London’s bus operators, training providers, and trade unions since 2002. One course is designed for service controllers and the second for drivers. With around 24,000 frontline staff on London’s buses, bringing them all up to BTEC standard has always been a major undertaking that includes many of London’s ethnic minority employees. When such massive employers undertake specific diversity sensitivity training programmes, most organisations involved in the daily operation of the capital take notice.

Another London transportation firm’s Managing Diversity Competence Programme (MDCP) has been instrumental in equipping its managers to understand and meet the needs of all its customers while ensuring that its culture is welcoming and inclusive to everyone. In April 2005, the programme received a vote of confidence at the highest level when it was voted the overall winner in the public sector category at the Opportunity Now

²⁷⁵ Office of the Deputy Prime Minister, *Housing, Planning, Local Government and the Regions Committee: Homelessness: third report of session 2004-05, Volume 1*, 18 January 2005, <http://www.publications.parliament.uk/pa/cm200405/cmselect/cmopdm/61/6102.htm>, [accessed 28 March 2007].

²⁷⁶ ROTA, *Supplement: London’s Wellbeing* (London: ROTA, 2003), p. 6.

Awards.²⁷⁷ Public and private concerns continue to raise awareness of BAME needs and appreciation of diversity, although not always exclusively focused on the BAME homeless.

9. IDENTIFICATION OF GOOD PRACTICES TO AMELIORATE BAME HOMELESSNESS

The literature reveals that there is considerable support for increased cooperation between BAME organisations and the homeless agency sector. Most initiatives are designed to mitigate homelessness in general rather than BAME homelessness in particular. Therefore, an overview of best practices to reduce homelessness in general along with BAME homelessness in particular will be outlined. An overview of trans-European best practices first will illuminate what future courses the government of London might take to resolve BAME homelessness.

(1) Spain: Associació RAUXA → attempts to alleviate chronic homelessness by offering a systematic treatment system for addicts. RAUXA reaches out to the homeless on the streets and provides them with both temporary and permanent accommodation throughout an extensive addiction treatment and employment rehabilitation process.²⁷⁸

(2) Netherlands: Centrum voor Dienstverlening → created boards that include the homeless themselves who sit beside homeless agency officials when making decisions about how homeless services should be administered. The Dutch government will not endorse homelessness amelioration policies without the support of homeless agency users' input. These "client boards" exist across the social services sector in the Netherlands, and their input is taken very seriously. Their input helps to perfect service performance.

(3) Denmark: Council for Socially Marginalized People → includes a formerly homeless person, a person who has suffered from mental illness, mental and physical health workers, and various service provider representatives. The body prepares an annual report on the situation of the weakest groups in society and presents proposals for

277 Mayor of London: Transport for London, *Annual Report and Accounts 2005/06*, 2006, [http://www.tfl.gov.uk/assets/downloads/corporate/06_Annual_Report_\(Report\).pdf](http://www.tfl.gov.uk/assets/downloads/corporate/06_Annual_Report_(Report).pdf), [accessed 28 March 2007].

278 No Author, *Involving Homeless People in Decision-Making Affecting the Services that They Use, An Overview of Participation Practices Among Service Providers in Europe*, 2005, http://www.4inclusion.org/downloads/FEANTSA_European_Participation_Audit_2005.pdf/ [accessed 29 January 2007].

improvements for such groups. The Council raises long-term awareness of the needs of these socially marginalised people as well as ensuring social inclusion, a reasonable living standard, and participation in social and labour market activities.

(4) UK and Ireland: Groundswell UK and Heartcare Ireland → Groundswell UK utilises people with experiences of homelessness to conduct questionnaires, focus groups, etc., with currently homeless people to perfectly understand their needs and employment struggles. The entire process has exhibited multiple benefits, including a very accurate survey and gainful employment for the formerly homeless who had become skilled researchers. The respondents said that they felt they could be completely open since they were communicating with those who had suffered like they had, and the interviewees even felt inspired to pursue training for survey employment. The Irish HEART Project followed suit when using peer researchers to assess the effectiveness of homelessness services and the need for reform. This surveying format ensures that homeless needs are being met.

(5) Germany: the Federal Service Users Initiative → has existed as an independent organisation for ten years and was formed by and represents the concerns of the homeless to the German federal government. Although the Federal Service Users Initiative almost collapsed due to internal bickering, it has managed to reformulate itself with professional help and now proffers concrete feedback on social and expulsion policies in Germany and promotes increased communication with homeless organisations and newspapers.²⁷⁹

In summary, participation of the homeless themselves is almost written into law in many European countries. Direct participation not only has helped improve key services for the homeless, but also has empowered many homeless to take more initiative to improve their own lot in life – as they see that effort can lead to meaningful improvements. Being interviewed about how they want homelessness policy to be improved can mean that disillusioned homeless become willing to plug into the system again.²⁸⁰

Permanent amelioration of homelessness ultimately requires finding gainful employment for the homeless. Most homeless claimed that they found jobs through word of mouth or

279 No Author, *Involving Homeless People in Decision-Making Affecting the Services that They Use, An Overview of Participation Practices Among Service Providers in Europe*, 2005, http://www.4inclusion.org/downloads/FEANTSA_European_Participation_Audit_2005.pdf/ [accessed 29 January 2007].

280 *Idem*.

with the assistance of public or voluntary agencies. Volunteering has even helped many homeless to find jobs because they were able to build up their repertoire through volunteer work before applying for paid work. The Homeless People and Volunteering Report indicated that many homeless pursued volunteer work because it increased their employability, self-confidence, and widened their social circle.²⁸¹ Although most jobs the homeless found were ultimately fixed/short-term, tenures normally came to an end due to housing issues, medical issues, and adverse working conditions. The report “No Home, No Job: Moving on From Transitional Spaces” confirms that the need for suitable accommodation, for the lowering of travel costs to and from work, for closing the gap between benefits and wages, and for suitable work clothing might only guarantee the long-term employability of the homeless.²⁸²

The Scottish Executive outlines the most comprehensive strategy to date to ensure best practices in meeting BAME homeless needs in particular. The Executive first advises local authorities to engage in accurate problem assessment with BAME communities directly. Foremost, information about homelessness services, housing options and rights should be accessible to the BAME homeless in their own languages. Homeless agencies must constantly remain aware of the “hidden homeless” and the subtle power of racial discrimination, and self-monitoring should be tantamount. Regular reviews of data gathered from such monitoring systems will help local authorities and agencies to revise and alter their directions for the benefit of the BAME homeless. Staff must be trained to communicate effectively at all stages of the allocation process. Local authorities should also make the inclusion of BAME women a priority since they sometimes remain invisible vis-à-vis BAME males. Local authorities must consider how to offer real choices to the BAME homeless so that they are not “ghetto-ised” in quarantined districts of cities. Choice-based lettings should ensure a better outcome in the long term.

National authorities should also support local authorities in concrete ways. The Home Office needs to reform immigration legislation relating to the two year rule and access to public funds so that the BAME homeless are not intentionally excluded from public assistance when needed. The national government should aim for parity between the conditions of renting a pitch and those applied to renting a council house. The national government might also reconsider how the Race Relations Act could, through clear

281 Kate Bowgett, *Homeless People and Volunteering*, n.d., http://www.4inclusion.org/downloads/Homeless_People_and_Volunteering_Report.pdf/, [accessed 28 January 2007].

282 P. Singh, *No Home, No Job: Moving on from Transitional Spaces* (London: Off the Streets and Into Work, 2005).

organisational responsibility within itself and housing organisations, prioritise the needs of refugees in the allocations process and support the development of black and minority-led regional homelessness agencies to widen access to affordable housing. Simon Tanner points out that clear organisational responsibility might be achieved through the development of hard and electronic directories that outline the details of all national homeless and BAME organisations, and such a directory should entail a communication infrastructure that will promote newsletters, websites, conferences, and seminars.²⁸³

Tanner lays out a plan for solidifying communication between BAME and homeless organisations, arguing for the creation of referral networks across urban areas like London so that individual organisations can easily follow a cross-sector referral protocol. A Partnership Development Brokerage could manage such cross-sector communication. The Brokerage should also continue development work with the Federation of Black Housing Associations to raise awareness of BAME homeless agencies and related groups. All of this linking should enable services to better utilise available accommodations and to create more carefully orchestrated and comprehensive service provision.²⁸⁴

In summary, the Office of the Deputy Prime Minister's Supporting People report concludes that its plan to ameliorate homelessness will include the following initiatives:

- Comprehensive needs assessments.
- Referral protocols with other agencies in contact with homeless people.
- The identification of particular groups of homeless people who are likely to be in need of high support.
- Tenancy support services working with a case management approach and in multi-disciplinary teams for complex cases.
- A range of specialist support for people with high needs.
- The extension of support to people at risk of homelessness, including those in private sector accommodation.

²⁸³ Simon Tanner, *Linking Services for BME Homeless Individuals: Final Report*, 29 April 2005, http://www.4inclusion.org/downloads/Linking_Services_for_BME_Homeless_Individuals.pdf, [accessed 29 January 2007].

²⁸⁴ *Idem*.

- Action to alleviate money problems: services include money advice and mediation with landlords in cases of rent arrears. Policy developments could include reducing housing benefit delays and pooled welfare budgets for financial help.
 - The provision of high standard temporary accommodation with support services and some specialist temporary accommodation for particular groups such as young people and families with high needs.
 - Reducing the exclusion of people from social housing through the provision of support and measures to ensure compliance with tenancy conditions.
 - Joint work with a wide range of other support agencies.²⁸⁵
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285 Office of the Deputy Prime Minister: Supporting People, *The Support Needs of Homeless Households*, November 2003, http://www.spkweb.org.uk/NR/rdonlyres/5F5E2152-1110-4EB5-B2F9-853E8537278/0/Supporting_People_The_Support_needs_of_homeless_households_Summary.pdf/, [accessed 28 January 2007].

CHAPTER 3 – RESULTS OF LONDON BAME ORGANISATION INTERVIEWS REGARDING PROBLEMS FACED BY THE BAME HOMELESS

1. METHODOLOGY

The literature review and policy recommendations in the previous two chapters required verification through a qualitative survey of London ethnic minority organisations that assist the BAME homeless. The surveys gauged the concerns of BAME organisation leaders with a series of questions about the most challenging issues facing the BAME homeless. The questions posed are:

- (1) What are the main barriers faced by BAME groups trying to access homeless provisions?
- (2) Do you think that provisions for the BAME homeless differ in any way from the provisions provided to the mainstream, white homeless? Are there any sensitivities surrounding the BAME homeless?
- (3) Which of these barriers is the most important or critical?
- (4) Are there measures aimed at overcoming these barriers? What has been the rate of success of these measures?
- (5) Are there or have there been any awareness raising campaigns focused on the needs of BAME homeless individuals?
- (6) What needs to be done in terms of raising awareness of BAME homeless needs?
- (7) Has your organisation worked with any mainstream homeless organisations in the past and how?
- (8) What challenges does your organisation face in catering to the needs of the BAME homeless, and what is the importance of these challenges?
- (9) What are your opinions about local and national policies that cater to the needs of the BAME homeless? Have these measures improved the situation of the BAME homeless or not? How so?

The survey's stratified sample included 74 of the most ethnically diverse BAME organisations in metropolitan London. Interviewees were chosen on the basis of ethnic, cultural, or organisational (e.g., voluntary versus official) differences. Polar differences between groups ensured that the sample was sufficiently diverse.

All interviewees were contacted over a 2-month period commencing in January of 2007. Contact was made first by telephone and later by E-mail; although some organisations were only contacted by E-mail since their telephone numbers could not be found through British Telecom. After initial telephone and/or E-mail contact, surveys were E-mailed to the interviewees who did not agree to an immediate telephone interview.

2. RESULTS

Despite E-mailing the surveys, all interviewees had to be contacted repeatedly by telephone until the survey was completed. Out of 74 attempted contacts, a mere 6 interviews were completed. A table describing the BAME organisations contacted, the dates contact was made, the method of contact, the reasons for successful or failed contact, and a summary of responses is located under table 1 at the end of this report. The responses provided by the members of BAME organisations interviewed will be summarised below.

(1) Main Barriers Faced by BAME Groups Accessing Homeless Provisions

- Ethiopian Community in Britain → language barriers
- Harrow Iranian Community Association → being single and unmarried means that the BAME homeless cannot get expedited help from the authorities; the BAME homeless get more efficient help if they are married or have children
- Hindu Forum of Britain → lack of knowledge about their rights, language barriers, and cultural barriers (e.g., Hindus being asked to eat meat when in foster care)
- Kurdish Advice Centre Interview → language and cultural barriers
- Lambeth Somali Community Association → language and cultural barriers, lack of knowledge about how the social service system works, and lack of financial means to even access the social service system
- Waltham Forest BME Alliance → language barriers and housing regulations that are almost incomprehensible to a person trying to obtain social assistance

(2) Any differences in provisions for the white homeless as opposed to the BAME homeless?

- Ethiopian Community in Britain → no differences
- Harrow Iranian Community Association → there is a form of discrimination in that BAME groups don't know how to access social services and the services don't cater to non-native homeless very effectively
- Hindu Forum of Britain → homelessness agency and government officials are sometimes unaware of Hindu cultural needs, leading to despair amongst homeless Hindus
- Kurdish Advice Centre Interview → there are many cross-cultural problems that cause differences
- Lambeth Somali Community Association → unsure
- Waltham Forest BME Alliance → indirect discrimination such as white, fluent English-speaking homeless getting better service; service agency providers sometimes overtly discriminate because they are sceptical of foreigners' motives

(3) Which of these barriers is the most important or critical?

- Ethiopian Community in Britain → language
- Harrow Iranian Community Association → the BAME homeless don't receive enough guidance on time; they become homeless because they cannot negotiate the social services quickly and effectively enough before losing their homes
- Hindu Forum of Britain → lack of education about how to access the system, the cultural insensitivity of officials, and ignorance of sub-groups within cultures (e.g., the difference between Indian Muslims and Hindus)
- Kurdish Advice Centre Interview → cultural
- Lambeth Somali Community Association → unsure
- Waltham Forest BME Alliance → the greatest barrier is the process of finding housing itself; the housing service system is hard to navigate

(4) Are there measures aimed at overcoming these barriers and are they successful?

- Ethiopian Community in Britain → BAME homeless should study English more to better negotiate their lives in Britain
- Harrow Iranian Community Association → Multi-lingual printed information helps resolve many of these barriers, and more needs to be printed in Farsi; printing information in the languages of old and new immigrants as well helps; advanced housing preparation programmes help prevent homelessness from creeping up on BAME individuals
- Hindu Forum of Britain → good first-tier consultations with community leaders but not very successful because there is little follow-up with second and third tier community members who should offer their feedback
- Kurdish Advice Centre Interview → local BAME organisations try to eliminate such barriers and make steady progress in so doing
- Lambeth Somali Community Association → younger Somalis learn English and overcome social barriers quickly; older Somalis struggle to learn English and integrate well but BAME organisations help them
- Waltham Forest BME Alliance → special programmes that help the BAME homeless find private housing in areas that are not ghettos have been helpful

(5) Have there been any awareness raising campaigns for the BAME homeless?

- Ethiopian Community in Britain → unsure but charities receiving grants do help raise awareness
- Harrow Iranian Community Association → the surgeries for the homeless in Harrow serve as a good awareness raising campaign
- Hindu Forum of Britain → one organisation that builds subsidized homes for the homeless of Indian origin has helped to raise awareness
- Kurdish Advice Centre Interview → doesn't know of any
- Lambeth Somali Community Association → doesn't know of any
- Waltham Forest BME Alliance → BAME organisations have tried to raise awareness more than the public sector has

(6) What needs to be done in terms of raising awareness of BAME homeless needs?

- Ethiopian Community in Britain → focus on the needs of asylum seekers and refugees would help to raise awareness of BAME homeless needs
- Harrow Iranian Community Association → the authorities need a greater budget to raise awareness and cater to the BAME homeless; the general population needs cross-cultural sensitivity training; landlords need to be more lenient with BAME tenants and not require excessive deposits and external financial backing just to obtain a residence
- Hindu Forum of Britain → direct contact with an entire community and BAME organisations is essential to ensure that information cascades down throughout an entire community; the distribution of a few pamphlets won't achieve any effect
- Kurdish Advice Centre Interview → the government needs to support anti-discrimination initiatives more
- Lambeth Somali Community Association → all social service agencies must be better trained to assist BAME individuals; overcoming language and cultural barriers must be the priority
- Waltham Forest BME Alliance → advocacy groups need to inform the public that BAME homelessness often occurs through no fault of the homeless person; e.g., the BAME homeless might lose a home due to factors outside of their control but this does not mean they are not socially useful or productive

(7) Has your organisation worked with any mainstream homeless organisations?

- Ethiopian Community in Britain → worked with Harrow Council, various housing services, and individual solicitors; they tried to work with the Home Office, but had problems since the Immigration Service needs to be re-organised
- Harrow Iranian Community Association → only refers BAME homeless to other services
- Hindu Forum of Britain → no
- Kurdish Advice Centre Interview → worked with the local Council
- Lambeth Somali Community Association → there were some partnerships in the past but he is not aware of the details
- Waltham Forest BME Alliance → no

(8) What challenges does your organisation face in catering to BAME homeless needs?

- Ethiopian Community in Britain → Need to educate the BAME homeless about the British social service system and British law
- Harrow Iranian Community Association → struggling to get service from the system for the BAME homeless; it's hard to get temporary housing and hard to obtain permanent housing in Harrow for the BAME homeless
- Hindu Forum of Britain → they don't do much work with BAME homeless
- Kurdish Advice Centre Interview → explaining how to use housing services
- Lambeth Somali Community Association → referrals to the social services don't necessarily lead to concrete outcomes for the BAME homeless
- Waltham Forest BME Alliance → it's hard to get equal treatment for the BAME homeless from certain public services, such as the health care system

(9) What are your opinions about local and national policies that cater to the BAME homeless?

- Ethiopian Community in Britain → Housing policy should not mean that the BAME homeless get placed in ghettos.
 - Harrow Iranian Community Association → Homelessness issues must be localised so that BAME homelessness can be adequately dealt with at the local level. There is too much information on homelessness but not enough well-structured local programmes to resolve homelessness.
 - Hindu Forum of Britain → there needs to be a greater focus on sub-groups rather than "sweeping categories" such as the whole Asian community; need to differentiate between Indians of different regional and religious backgrounds
 - Kurdish Advice Centre Interview → National policy tries to resolve BAME homelessness but needs more funding.
 - Lambeth Somali Community Association → doesn't want to speculate
 - Waltham Forest BME Alliance → the authorities do not sufficiently prioritise the BAME homeless; venues such as the Millennium Dome could be a service point for the homeless in general
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3. DISCUSSION

Most respondents agreed that language and cultural barriers form the greatest obstacles for the BAME homeless trying to access provisions. Other handicaps, such as not having a family support network or not having the means to enter the social service system, exacerbated the normal blockades. Most BAME organisations did not claim that systemic discrimination was always overt, but sometimes indirect because help was not extended to the BAME homeless in ways they could easily access. The deficiencies in the housing system as well as BAME unawareness of the social service system can mean that the BAME homeless unnecessarily fall through the cracks of a system that could have helped them if services were better structured and BAME persons better informed.

BAME organisations have had varying degrees of contact with mainstream homeless agencies. Most had engaged in serious work with local councils and housing services, and a few used solicitors to help their clients. The Home Office and national government initiatives seemed more remote than local help to some London BAME organisations.

Raising awareness of BAME homeless needs might entail public campaigns and innovative initiatives designed by charities. The special needs of refugees and of low-income BAME renters could be advertised along with anti-discrimination campaigns focused on all those involved in the housing process for BAME individuals. Officials assisting the BAME homeless should also be better educated about sub-groups within broad cultural categories so that special needs can be met. Current services for the BAME homeless should be advertised more broadly to peak public awareness of what is already available and prove that the BAME homeless can become productive members of society. Public monies for all of these initiatives must be set aside.

BAME organisations have established agendas for meeting the aforementioned challenges. Educating BAME persons about the British social service system and British law should help ameliorate some of the root causes of homelessness. BAME groups also want measurable outcomes from home providers in local London districts. Gauging response rates and effectiveness can elucidate where breakdowns occur and how to maximise efficient responses. Such measurements should always include the views of the homeless being served so that the system knows clearly where it fails the homeless and is also aware of the positive and negative impressions that it is generating.

CONCLUSION

Starting with one of Europe's most cosmopolitan cities, this research draws concentric circles around the issue of BAME homelessness at the city (London), country (United Kingdom), and somewhat global (European Union) levels. How policy initiatives and legal principles affect assistance to BAME persons and the homeless have been explored. EQUAL principles and UK legislative Acts that have preserved the rights and quality of life of both minorities and the needy have been found helpful but wanting a concentrated focus on BAME homeless individuals.

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Yet equality and diversity agendas have earnestly attempted to assimilate black, Asian, and ethnic minorities into mainstream British society. From volunteer opportunities for the disadvantaged to construction job programmes for the homeless, many UK organisations have made a concerted effort to give some of the neediest members of society a shot at a career and stable life. Despite such valiant integration proposals, BAME individuals remain underrepresented in management positions in the British public services and also suffer both financial and housing disadvantages vis-à-vis their white fellow citizens. Being disadvantaged, BAME groups sometimes put up with social exclusion that fractures fragile community cohesion. School education programmes and cultural sensitivity trainings try to repair a sense of community cohesion that is critical for peace in ideologically conflicted times.

This overarching London-United Kingdom-European view of the plight BAME persons and the homeless is grounded in a very comprehensive theoretical and practical framework. The interior, subtle, and exterior barriers that BAME groups confront when trying to access provisions are plumbed from multi-dimensional angles. Interior barriers include systemic discrimination that originates in basic anthropological misunderstandings between those of diverse cultural backgrounds and subtle, perhaps inadvertent or unintentional, discrimination based on a general unawareness of assistance possibilities on both sides. Exterior barriers entail more blatant obstacles such as overt racism and linguistic walls. In contrast to these perceived impediments, awareness raising initiatives not only attempt to educate both majority and minority British citizens about the unique public service needs of BAME and homeless groups, but also endeavour to reinvigorate systematic links between BAME and mainstream service organisations.

These BAME issues were tested against the experience of BAME community leaders in London. Many of the research findings, such as the problems of language barriers and

cultural misunderstandings, were reconfirmed as valid by BAME group leaders. Yet these representatives of BAME communities also clarified that the ongoing disadvantages that BAME and homeless persons meet are not always obvious. Pairing a traditional Pakistani woman with an assertive male employment counsellor might cause a communication breakdown. Pairing the same client with a woman might be more productive. Furthermore, unless housing programmes are local and are actively resolving the immediate challenges to BAME homeless persons, public awareness campaigns and exceptional pamphleteering remain unimpressive or even annoying to BAME community leaders.

Four motifs continually re-emerge in this paper that pave future research paths. These four themes are: the need to link BAME and mainstream organisations through a structured, comprehensive referral system; finding ways to improve the working relationship between BAME individuals and the public services; entrenching workable employment and housing alternatives for BAME and homeless persons in the UK social system; and instituting needed legal and policy reforms to help BAME and homeless persons.

First, both research and the London Mayor's Office have confirmed that the plethora of competing public and voluntary organisations that offer assistance to BAME and homeless persons would confound even astute observers. The attempt to develop a comprehensive database that stores information on all of these different organisations is an ample start to clarifying a complex system. Public forums that bring all of these organisations together and, perhaps, force them to develop a common communication and referral platform to facilitate smooth cooperation is mandatory. Research on this potential database and platform must be developed to the fullest extent.

Secondly, anthropologists might conduct research on communication and service delivery methods for various BAME minorities. For example, which and how public servants should communicate with certain ethnic minorities might be considered in greater detail. The proper translation of all government forms might also be reviewed. Innovative, new methods of government service delivery directly through BAME organisations could be another research option.

Third, ensuring greater housing and employment opportunities for underprivileged BAME persons in the United Kingdom might remain the greatest research challenge. The traditional research topics of making the housing system more effective and creating new job opportunities for BAME persons offer infinite avenues for study. Yet creativity might

endow BAME citizens with greater hope for real change. Research on possible business enterprises formed by lower-income BAME individuals could build futures more expeditiously than toiling over corporate employment or social housing first.

Fourth, although the British government has made tremendous legal and policy strides towards the total inclusion of BAME and homeless persons in society, additional legal and policy reform should always be considered. Research on the concrete effects of current legislation might help elucidate the successes and failures of current agendas. How reforms might help to further resolve BAME homelessness could be considered.

This juncture in history is rife with cultural and religious conflict that begs for exceptional cultural sensitivity to guarantee peace and stable communities. The complete integration of BAME minorities into British society is the step required to solidify community cohesion and keep the peace. As one of the BAME community leaders explained, mutual understanding now demands intricate and deep knowledge of one another rather than mere superciliousness and bureaucratic efficiency. Taking the time to fully embrace the BAME and the homeless will not only benefit the community at large, but should promise harmony where there could be discord.

Table 1 – Results of BAME Organisation Contacts

BAME Organisations Contacted	Date(s) Contacted	Method of Contact	Did Contact Fail or Succeed? Why?	Summary Respons
(1) Hindu Forum of Britain	(1) 9/1/2007 (2) 11/1/2007 (3) 16/1/2007 (4) 18/1/2007 (5) 23/1/2007	(1) 0208 89650671 (invalid number) (2) 07915 383103 (3) info@hinduforum.org	Succeeded, and the Hindu Forum wants to see the results of IARS' research. 15/2/2007 – completed survey.	Very detailed answers focus on recognizing sub-groups for larger groups
(2) Jewish Women's Aid	(1) 9/1/2007	(1) 0800 591203	Succeeded, but referred me to Streetwise because Jewish Women's Aid could not answer intelligently.	Not Applicabl
(3) Streetwise	(1) 9/1/2007 (2) 11/1/2007 (3) 18/1/2007	(1) 020 8457 2331 (2) Jessica@streetwisegb.org	At first Streetwise said they would answer questions but then later decided against answering questions and wished IARS good luck.	Not Applicabl
(4) Kurdish Advice Centre	(1) 9/1/2007 (2) 11/1/2007 (3) 16/1/2007 (4) 23/1/2007	(1) 0208 3478657 (2) info@kurdishadvicecentre.org.uk	Completed interview on 23/1/2007	General Ansv – refer to rest section
(5) London Ethnic Minority Deaf Association	(1) 9/1/2007	(1) 0208 5221700 (2) lemda@lemda.org.uk	Failed because number is incorrect and British Telecom Directory Assistance does not have a listing. Sent E-mail anyway.	Not Applicabl
(6) Afghan Association of London	(1) 11/1/2007 (2) 18/1/2007	(1) 0208 9035617 (2) Aalbrent2000@yahoo.co.uk	Failed because number is incorrect and British Telecom Directory Assistance does not have a listing. Sent E-mail anyway.	Not Applicabl
(7) African Caribbean Emancipation Trust	(1) 9/1/2007 (2) 11/1/2007 (3) 16/1/2007 (4) 23/1/2 007	(1) 0208 9622738 (2) info@raschofmusic.co.uk	Failed because no one ever answers the telephone and could not leave a message. Sent E-mail and E-mail was rejected.	Not Applicabl

(8) Black Disabled Peoples Association	(1) 9/1/2007	(1) 0208 4527122 (2) P.O. Box 51866, London, NW2 9BL	Succeeded, but she wanted to complete a survey that had been posted to her. Posted the survey.	Not Applicabl
(9) Black Women's Mental Health Project	(1) 9/1/2007 (2) 11/1/2007 (3) 18/1/2007 (4) 15/2/2007	(1) 0208 9616324 (2) bwmhp@yahoo.com	Succeeded, but they cannot respond until after February 1st because they are now organizing a conference. 6/2 - Asked me to call back since they are in a meeting. 15/2 - left another message	Not Applicabl
(10) Vietnamese Community Association in SW London	(1) 9/1/2007 (2) 16/1/2007 (3) 23/1/2007 (4) 9/2/2007 (5) 15/2/2007	(1) 0208 9434842 (2) vietnamcomlondon@btconnect.com	Despite telephoning 3 times and sending the survey by E-mail, they have not yet read the survey and asked me to call again. 9/2/07 - Asked me to E-mail the survey again. 15/2/2007 - Called 02086750320 Lien Viet Housing Center and was asked to telephone before noon on Fridays	Not Applicabl
(11) Black Women's Health and Family Support	(1) 9/1/2007	(1) 0208 9803503 (2) bwhafs@btconnect.com	Failed because refused to answer survey since don't deal with homelessness issues.	Not Applicabl
(12) Lambeth Somali Community Association	(1) 9/1/2007 (2) 18/1/2007 (3) 23/1/2007	(1) 0207 7386372 (2) lamsom@lamsom.org.uk	Succeeded, but had to call 3 times and make an appointment to interview the director. 23/1/2007 - completed interview.	Good, genera answers - set results
(13) Migrant and Refugee Communities Forum	(1) 9/1/2007 (2) 11/1/2007 (3) 16/1/2007 (4) 23/1/2007 (5) 8/2/2007 (6) 15/2/2007	(1) 0208 9644815 (2) info@mrcf.org.uk	Telephoned four times, finally connected to Sandra, Sandra connected me to their advocacy services, and I had to leave a message. No response yet. 8/2/2007 - asked to call on Monday. 15/2/2007 - asked to call back.	Not Applicabl

(14) Network of Sikh Organisations UK	(1) 4/1/2007 (2) 9/1/2007 (3) 11/1/2007 (4) 16/1/2007 (5) 23/1/2007	(1) 208 540 4148 (home telephone number) (2) sikhmessenger@aol.com	Telephoned five times and referred from the Sikh Organisation to Southhall Temple to the temple president to "all of the social services of all temples in London"	Not Applicabl
(15) African Caribbean Women's Development Centre	(1) 9/1/2007 (2) 11/1/2007 (3) 16/1/2007 (4) 23/1/2007	(1) 0208 5564053 (2) adwa@freeuk.com	Message mailbox full, then left two messages about survey, and E-mail to Centre rejected.	Not Applicabl
(16) Camden Chinese Community Centre	(1) 4/1/2007 (2) 6/1/2007 (3) 9/1/2007	(1) 0207 3888883 (2) info@camdenccc.co.uk	Failed. Telephoned three times and sent E-mail, but final response was that the Chinese community did not have a problem with homelessness.	Not Applicabl
(17) Eritrean Community in the UK	(1) 4/1/2007 (2) 9/1/2007 (3) 11/1/2007 (4) 16/1/2007 (5) 23/1/2007 (6) 8/2/2007 (7) 15/2/2007	(1) 0207 7007995 (2) ecuk.office@btconnect.com	Called repeatedly and asked to speak with Hyat Ciom, their social services coordinator. Ms. Ciom is in training all week and must telephone again next week. 8/2/2007 - asked to call again tomorrow. 15/2/2007 – asked to call again tomorrow.	Not Applicabl
(18) Ethiopian Community in Britain	(1) 16/1/2007	(1) 0207 7944265 (2) postmaster@ethiopiancommunity.co.uk	Succeeded in completing the interview immediately.	Thorough interview - se results
(19) Congolese Community Council	(1) 9/1/2007 (2) 11/1/2007 (3) 16/1/2007 (4) 23/1/2007 (5) 15/2/2007	(1) 0207 5617480 (2) izrg_coordinator@yahoo.co.uk	Called on four different occasions and was asked to speak to different individuals. Finally referred to Mr. Itango Gwando, who wanted me to call back after he reviewed the survey.	Not Applicabl
(20) Harrow Iranian Community Association	(1) 11/1/2007 (2) 16/1/2007 (3) 23/1/2007	(1) 0208 4264308	Successful after leaving two telephone messages. They answered all of the questions on the third try.	Exceptionally thorough interview - se results

(21) London Irish Centre	(1) 11/1/2007 (2) 23/1/2007 (3) 15/2/2007	(1) 020 7916 2222 (2) info@irishcentre.org	Asked to rectify any redundancies and then left them another message. 8/2/2007 - asked to telephone tomorrow.	Not Applicabl
(22) Pakistani Workers Association	(1) 11/1/2007 (2) 16/1/2007 (3) 23/1/2007	(1) 0207 8452 4103	Failed because telephoned three times but no one answered. 8/2/2007 - Gave Up	Not Applicabl
(23) Black and Ethnic Minority Working Group	(1) 23/1/2007	(1) 020 7923 2229 (2) post@bemwy.fsnet.co. uk	Failed because no one answers the phone and E-mail was rejected.	Not Applicabl
(24) Ethnic Minority Partnership Agency	(1) 23/1/2007 (2) 15/2/2007	(1) 020 8507 3477 (2) o.jarrett@empa.org.uk	Left a message and sent E-mail.	Not Applicabl
(25) Bexley Council for Racial Equality	(1) 23/1/2007 (2) 15/2/2007	(1) 01322 340316 (2) bexleycre@hotmail.com	Left a message and sent E-mail.	Not Applicabl
(26) Lewisham Ethnic Minority Partnership	(1) 23/1/2007 (2) 15/2/2007	(1) 020 8692 5274 (2) Traceyjarrett27@yahoo.co.uk	Spoke with Matthew and sent E-mail. 8/2/2007 - left another message	Not Applicabl
(27) Black and Ethnic Minority Community Care Forum	(1) 23/1/2007 (2) 15/2/2007	(1) 020 7474 3176 (2) Sahdia.warraich@bemccf.org.uk	Left a message and sent E-mail. 8/2/2007 - left another message	Not Applicabl
(28) Newham African Caribbean Resource Center	(1) 23/1/2007	(1) 020 8471 2258 (2) David_nacrc@yahoo.co. uk	Sent E-mail but told me to go to the Local Council.	Not Applicabl
(29) African Health for Empowerment and Development	(1) 23/1/2007	(1) 020 8316 4868 (2) rrenvoize@africanhealth.org.uk	Sent E-mail although error with the phone network. 8/2/2007 - Informed me that this is his personal phone and he has no connection to African Health for Empowerment	Not Applicabl
(30) Greenwich CRE	(1) 23/1/2007	(1) 020 8855 7191 (2) gcre@supanet.com	Sent E-mail although it was rejected. 8/2/2007 - No answer.	Not Applicabl
(31) Redbridge Ethnic Minority Network	(1) 23/1/2007 (2) 15/2/2007	(1) 020 8514 0706 (2) leagueofbm@btconnect. com	Left a message and sent E-mail. 8/2/2007 - Left another message.	Not Applicabl
(32) Tower Hamlets Involvement Consortium	(1) 23/1/2007 (2) 15/2/2007	(1) 020 8880 7111 (2) involveconsort@btconnect.com	Responded saying would complete survey and send it.15/2/2007 – told me he would respond next week	Not Applicabl

(33) Black, Asian, and Minority Ethnic Network c/o Community Regeneration Team	(1) 23/1/2007	(1) 01708 432 494 (2) Joyce.tapper@havering.gov.uk	Responded explaining that the BAME team in Havering has yet to be organised, but that she passed my survey onto Barry Kendler - head of Housing and Health - and to Stephanie Leger - Area Housing Manager of the Arms Length Management Organisation. 8/2/2007 - asked to call on Monday after 15:30.	Not Applicabl
(34) Havering Association for Voluntary Sector Organisations	(1) 23/1/2007	(1) 01708 778060 (2) Anne.baughen@havco.org.uk	Sent E-mail but rejected. 8/2/2007 - no answer	Not Applicabl
(35) Organisation North London CVS Partnership	(1) 23/1/2007 (2) 15/2/2007	(1) 020 8364 8400 (2) mary@barnetvsc.org.uk	Sent E-mail 15/2/2007 – left another message	Not Applicabl
(36) Barnet Refugee Service	(1) 23/1/2007	(1) 020 8209 3692 (2) advice@barnetrefugeeservice.org.uk	Sent E-mail 8/2/2007- the number has been changed and must check new number.	Not Applicabl
(37) Enfield BME Sub-Group	(1) 23/1/2007 (2) 15/2/2007	(1) 020 8373 6269 (2) s.wilkinson@enfielddva.org.uk	Sent E-mail but rejected. 8/2/2007 - telephoned but could not leave message. 15/2/2007 – left message	Not Applicabl
(38) Enfield REC	(1) 23/1/2007	(1) 020 8373 6271 (2) info@enfieldrec.org.uk	Sent E-mail	Not Applicabl
(39) Pyramid Health and Social Care Association	(1) 23/1/2007	(1) info@phasca.com	Sent E-mail	Not Applicabl
(40) North London Partnership Consortium	(1) 23/1/2007	(1) John.egbo@nlpctd.org.uk	Sent E-mail	Not Applicabl
(41) Haringey Association of Voluntary & Community Organisations	(1) 23/1/2007	(1) pp@havcoharingey.org.uk	Sent E-mail	Not Applicabl
(42) Waltham Forest BME Alliance	(1) 23/1/2007 (2) 15/2/2007	(1) 020 8509 8338 (2) bmealliance@yahoo.co.uk Dr. Nihab Fathi	Sent E-mail 8/2/2007 - no answer; 15/2/2007 – Completed survey	Not Applicabl
(43) The Star Centre	(1) 23/1/2007	(1) thestarcentre@btconnect.com	Sent E-mail	Not Applicabl
(44) Hounslow Refugee Forum	(1) 23/1/2007	(1) Hounslowforum@hotmail.com	Sent E-mail	Not Applicabl
(45) Refugee Arrivals Project	(1) 23/1/2007	(1) Negeen.zohari@refugee-arrivals.org.uk	Sent E-mail	Not Applicabl
(46) The TeeShirt	(1) 23/1/2007	(1) cc.attheteeshirt@btopenworld.com	Sent E-mail	Not Applicabl

(47) Zimbabwe Women's Network	(1) 23/1/2007	(1) zimwomenuk@aol.com	Sent E-mail	Not Applicabl
(48) Hillingdon Change Up	(1) 23/1/2007	(1) sagal@havs.org.uk	Sent E-mail	Not Applicabl
(49) Hillingdon Refugee Forum	(1) 23/1/2007	(1) hillingdonforum@hotmail.com	Sent E-mail	Not Applicabl
(50) Hammersmith & Fulham	(1) 23/1/2007	(1) bmen@btconnect.com	Sent E-mail	Not Applicabl
(51) Hammersmith & Fulham Refugee Forum	(1) 23/1/2007	(1) info@hfrf.org	Sent E-mail	Not Applicabl
(52) Somali Integrated Relief Organisation	(1) 23/1/2007	(1) aamohamed@btinternet.com	Sent E-mail	Not Applicabl
(53) Canons Cluster Project	(1) 23/1/2007	(1) canonscluster@yahoo.co.uk	Sent E-mail	Not Applicabl
(54) Harrow Refugee Forum	(1) 23/1/2007	(1) info@harf.org.uk	Sent E-mail	Not Applicabl
(55) Somali Disabled Association	(1) 23/1/2007	(1) lwanaaj99@hotmail.com (2)020 74826899	Sent E-mail	Not Applicabl
(56) Harrow Family Learning Network	(1) 23/1/2007	(1) harrowfamilylearning@yahoo.co.uk	Sent E-mail	Not Applicabl
(57) Community Link Up	(1) 23/1/2007	(1) mike@linkup.org.uk	Sent E-mail	Not Applicabl
(58) CEO Brent Black African & Caribbean Mental Consortium	(1) 23/1/2007	(1) Office.manager1@btconnect.com	Sent E-mail	Not Applicabl
(59) Brent Refugee Forum	(1) 23/1/2007	(1) brentrefugeeforum@yahoo.co.uk	Sent E-mail	Not Applicabl
(60) Hounslow African Health Project	(1) 23/1/2007	(1) Hounslowafricahp@aol.com	Sent E-mail	Not Applicabl
(61) Refugee Advancement and Healthcare Promotion	(1) 23/1/2007	(1) RAAHCP@FSMAIL.NET	Sent E-mail	Not Applicabl
(62) Takaful Trust	(1) 23/1/2007	(1) AhmedGhumel@yahoo.com	Sent E-mail	Not Applicabl
(63) Active Planet Ltd.	(1) 23/1/2007	(1) ally@activeplanet.org.uk	Sent E-mail	Not Applicabl
(64) Acton Community Forum	(1) 23/1/2007	(1) Steve_acf@yahoo.co.uk	Sent E-mail	Not Applicabl
(65) Ealing CVS	(1) 23/1/2007	(1) Andy@ealingcvs.org.uk	Sent E-mail	Not Applicabl
(66) Great Lakes Development Network	(1) 23/1/2007	(1) Pano26@hotmail.com	Sent E-mail	Not Applicabl
(67) Ealing Connecting Communities Project	(1) 23/1/2007	(1) Eccp_1@hotmail.com	Sent E-mail	Not Applicabl
(68) Ealing Women's Aid	(1) 23/1/2007	(1) ealingwomen@btconnect.com	E-mail rejected due to too many hops.	Not Applicabl
(69) Ealing Refugee Forum	(1) 23/1/2007	(1) erfadmin@btconnect.com	Sent E-mail	Not Applicabl
(70) Croydon BME Forum	(1) 23/1/2007	(1) nero@bmeforum.org	Sent E-mail	Not Applicabl
(71) Refugees in Effective and Active Partnership	(1) 23/1/2007	(1) enquiries@reap.org.uk	Sent E-mail	Not Applicabl
(72) PPI Forum for WLMHT	(1) 23/1/2007	(1) anne@afmm.org.uk	Sent E-mail	Not Applicabl
(73) Refugee Advice & Support Centre	(1) 23/1/2007	(1) info@rascentre.org.uk	Sent E-mail	Not Applicabl
(74) Camden BME		(1) info@cbmea.org.uk	E-mail rejected.	Not Applicabl



Alliance	(1) 23/1/2007		
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Appendix A: Local Authorities' Action Under the Homeless Provisions of 1985 and 1996 Housing

Acts: Third Quarter 2006 (REPORTED DATA AND ESTIMATED DATA WHERE THERE WAS NO

RESPONSE from http://www.communities.gov.uk/pub/312/Table627_id1156312.xls)

LONDON – Local Authority Area	# of Quarters Covered 4	# of Households (2003 estimate) 3,235	White 8,090	African- Caribbean 6,610	Indian- Pakistani- Bangladeshi 2,350	Oth Ethni Orig 2,51
Inner London						
Camden	4	99	265	163	74	4
City of London	4	4	13	4	1	
Hackney	3	92	..	..	..
Hammersmith and Fulham	4	86	152	151	35	5
Haringey	4	101	437	403	86	15
Islington	2	85	..	..	..
Kensington and Chelsea	4	91	120	75	16	8
Lambeth	4	130	303	768	25	16
Lewisham	4	112	322	532	19	12
Wenham	4	98	..	..	..
Southwark	4	117	325	458	45	17
Tower Hamlets	4	90	206	132	399	3
Wandsworth	4	130	224	238	62	10
Westminster	4	111	301	188	129	26
Outer London						
Barking and Dagenham	4	67	247	82	12	
Barnet	3	135	..	..	..
Bexley	4	91	204	36	5	2
Brent	3	114	..	..	..
Bromley	4	129	547	82	14	4
Croydon	4	142	227	208	43	4
Ealing	4	130	188	210	126	12
Enfield	4	116	467	247	30	4
Greenwich	4	96	622	261	30	5
Harrow	4	86	35	27	29	
Havering	3	93	..	..	..
Hillingdon	4	102	212	84	65	3
Hounslow	4	89	..	..	..
Kingston upon Thames	3	64	..	..	..
Merton	4	84	95	57	16	3
Redbridge	4	99	..	..	..
Richmond upon Thames	4	81	180	28	16	2
Sutton	4	77	164	26	10	1
Waltham Forest	4	96	276	264	131	7
