

Homelessness in Jersey Report Second Quarter 2024



Minister for Housing

October 2024



Introduction

The Minister for Housing collects data on people who are homeless or at risk of experiencing homelessness in Jersey. This anonymised data is collected from organisations involved in providing homelessness accommodation and support services.¹ The organisations who have contributed to this quarterly report are:

- FREEDA
- Housing Advice Service²
- Sanctuary Trust
- The Shelter Trust

Information about the accommodation and services that these organisations provide is set out at [Appendix A](#).

The data has been analysed by Strategic Housing and Regeneration (SHR), in the Cabinet Office, and reviewed by the organisations above before the Minister published this quarterly report. Statistics Jersey has also provided independent advice about the analysis and publication of the data set out in this report. The first report covers the second quarter from 1 April to 30 June 2024 (“Q2 2024”).

The purpose of the report is to start generating an understanding about homelessness in Jersey, its causes, and the type and level of needs within the community. This data will support future policy design and service delivery in relation to homelessness, and to help ensure that appropriate accommodation and support services are in place over time to assist Islanders who are homeless or at risk of experiencing homelessness.

The report supports the recommendation of the Jersey Homelessness Strategy (2020) to evidence the scale and nature of homelessness in the Island.³ The content of future quarterly reports will be developed as more organisations provide data, and the number of reports increase over time, allowing comparisons to be made between quarters and on an annual basis. Information about how the report was compiled is set out in the ‘Notes’ section at the end of the report.



¹ The report does not currently include data from the Jersey Association of Youth and Friendship who provide accommodation to young people aged 18 to 25 experiencing homelessness. Data from JAYF will be included in the third quarter report for 2024. <https://jayf.org.je/>

² The Housing Advice Service has also provided data about people registered to access social housing through the Partnership Pathway, which is administered by Andium Homes.

³ Jersey Homelessness Strategy (November 2020) – https://homelessness.je/wp-content/uploads/2022/09/Jersey-Homelessness-Strategy_January-2022

Q2 2024 Summary



220 service visits by **204** Islanders to homeless accommodation and service providers



180 Islanders living in temporary shelter accommodation



75% of Islanders recorded as homeless were male and **25%** were female



85% of Islanders recorded as homeless had 'Entitled' residential status. **61%** were unemployed



Substance use was the main recorded reason for homelessness among males in 14% of cases



At risk, experience of, or escaping domestic abuse was the main recorded reason for homelessness among females in 39% of cases



34% of males were engaging with a service for over 500 days. 39% of females were engaging with a service for 50 days or less



61% of people were still resident or engaging with the service at the end of Q2

Homelessness report

The Homelessness in Jersey Report is based on data from the second quarter of 2024, which has been provided by homelessness accommodation and service providers. It allows the Minister for Housing, for the first time, to report on homelessness in Jersey.

The report provides information on the following key aspects of homelessness:

- The definition of homelessness and the number of people identified in each category of homelessness.
- The characteristics of people who are homeless in Jersey, including their age, gender and residential status.
- The reasons for homelessness – the factors that contributed towards a person becoming homeless or threatened with homelessness.
- The number of people and their length of residence or engagement with homelessness accommodation providers and support services.
- The person's journey, including pre-service living conditions, their referral to services, and engagement with service providers.

The nature of this information is sensitive, and it is important to protect the privacy of individuals when publishing statistics and prevent disclosure of information that may lead to identification, harm and distress.

The data received was anonymised by removing personal details that could identify an individual. Further disclosure control methods have been applied, which has resulted in some grouping of categories and rounding of numbers where required. The report, therefore, includes counts of five or more to ensure that confidentiality of individuals is maintained while still providing insightful information about homelessness in Jersey. Where this has occurred, footnotes are provided to outline the process of grouping and rounding of numbers.

Definition of homelessness

Of the 220⁴ service visits in Q2 2024, 180 people are classed as being ‘**houseless**’ under the homelessness definition framework. More information on the definition framework is provided in the ‘[Notes](#)’ section. This means they have a temporary place to sleep in institutional or shelter accommodation. 40 people were classed as living in ‘**insecure housing**,’ which is the result of situations such as where a person is living in an insecure tenancy, under an eviction order, living temporarily with friends or family, or living in a domestic abuse situation.

Fewer than five people were classed as being ‘**roofless**,’ which includes situations such as rough sleeping.

There were no people identified as living in ‘**inadequate housing**.’ This may be due to the nature of the people engaging with the organisations who have provided data. This reflects the challenge of reporting on “hidden” forms of homelessness.

High level definition of homelessness	Count
Houselessness	180
Insecure	40
Roofless	<5
Not recorded	<5
Total*	220

Table 1: number of people recorded as homeless

**all numbers are independently rounded to the nearest five, so rows may not add up to the total*

⁴ This number has been independently rounded to the nearest five for the purposes of anonymity and avoidance of disclosing personal information.

Characteristics

Gender profile

Of the 204 people recorded as homeless in Q2 2024, 75% were male and 25% were female.⁵

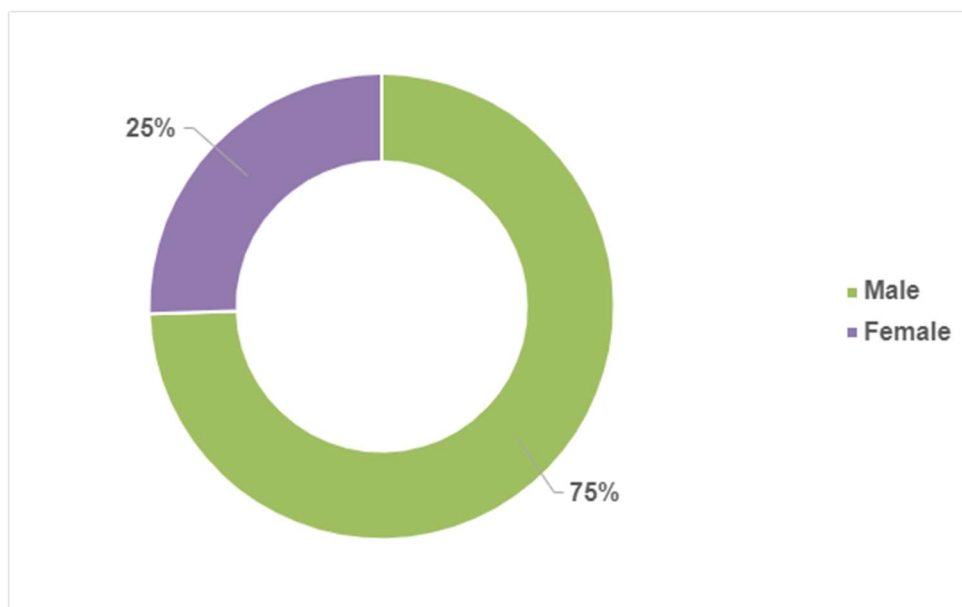


Figure 1: gender of people recorded as homeless by percentage (%)

Age profile

Of those people who provided their age, the age range was spread predominantly across the ranges of 26 to 65. However, there is a notable difference in the age range by gender. Figure 2 shows that the age range of males gradually increases, peaking in the 56 to 65 band.

⁵ In this reporting quarter, there was a count of less than 5 for individuals who identified as transgender or non-binary and who are affected by homelessness. For the purposes of anonymity and avoidance of disclosing personal information, this count has been incorporated into the reported count of gender.

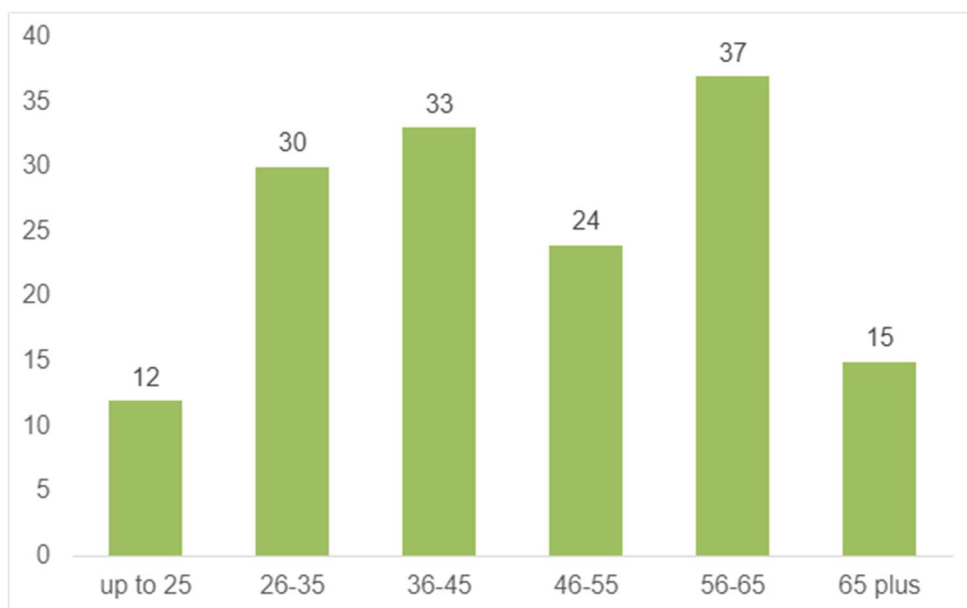


Figure 2: age range of males recorded as homeless

In contrast, Figure 3 shows the age range of females is predominantly in the 26 to 35 band, which gradually reduces across the older age ranges.⁶

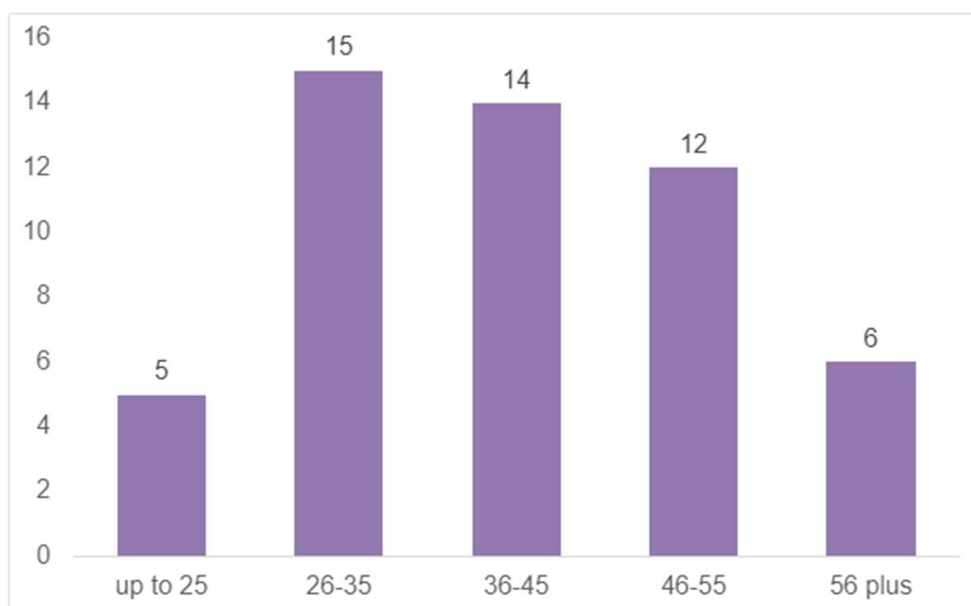


Figure 3: age range of females recorded as homeless

Residential and employment status

The residential status of those people identified as homeless in quarter 2 shows that:

- 85% had 'Entitled' residential status;
- 6% had 'Entitled to Work' status; and

⁶ Note that the horizontal x-axis ('age') for figures 2 and 3 do not allow for a direct comparison between the ages of males and females as Figure 2 groups 65+, whereas Figure 3 groups 56+ for the purposes of avoiding disclosure.

- 9% were grouped as having 'Registered' status or 'unknown,' where the person's status was not recorded. This shows that the majority of homeless people have long-term residency in Jersey.⁷

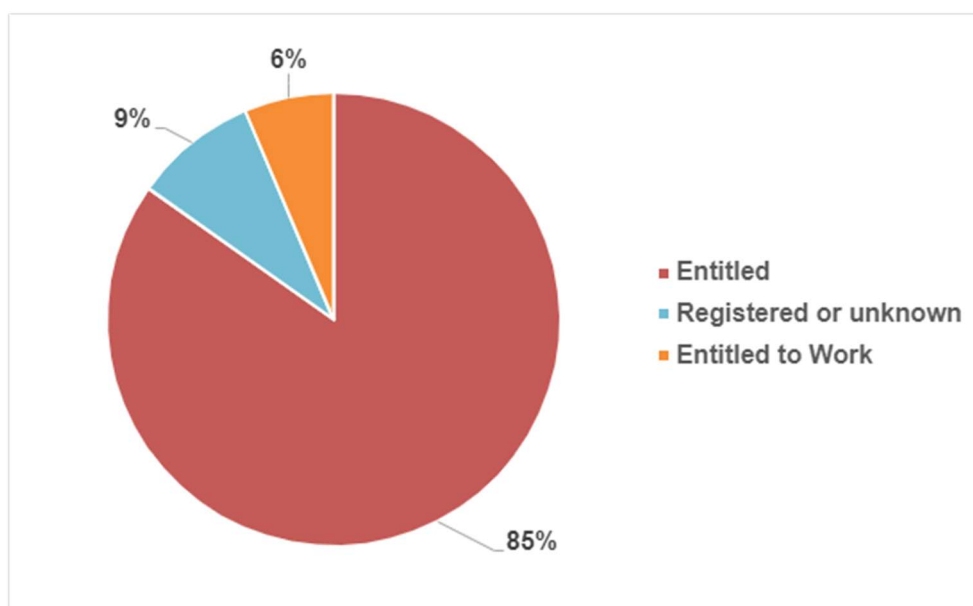


Figure 4: residential status of people recorded as homeless by percentage (%)

The employment status of homeless people in Q2 2024 shows that:

- 124 people (61%) were recorded as being unemployed;
- 59 people (29%) were recorded as being employed, including in part-time work;
- 12 people (6%) were recorded as retired; and
- 9 people (4%) recorded as 'other,' which includes those in education.

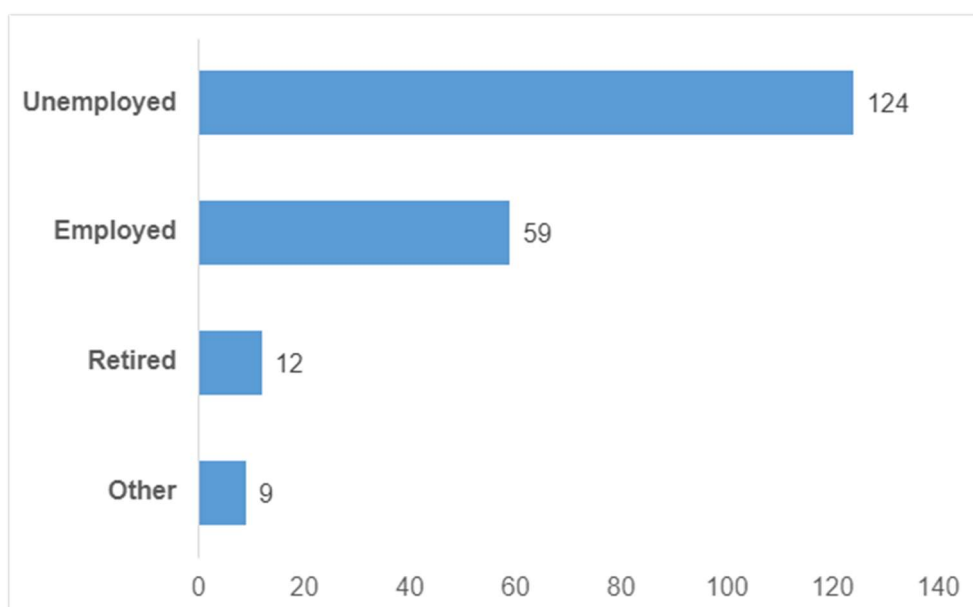


Figure 5: number of people who are homeless by employment status

⁷ An explanation of residential statuses and what they mean is available at: <https://www.gov.je/ Working/Contributions/RegistrationCards/pages/residentialstatus>

Reasons for homelessness

The reporting process allowed organisations to submit up to three reasons to describe a person's reason for homelessness from a pre-defined set of 33 reasons. This recognises that there is often more than one reason why a person becomes homeless or at risk of experiencing homelessness, allowing for the complexity of these situations to be recorded. There were over 470 reasons for homelessness recorded in Q2 2024.⁸

Reason for homelessness	%
Substance use (alcohol and drug use)	13
At risk of, has experienced, or is escaping domestic abuse	11
Mental health problems	11
Lack of affordable accommodation	10
Breakdown of relationships	8
History of offending	7
Unemployment or unstable employment	7
Breakdown of relationships – abusive behaviour	7
Uncategorised	6
Family breakdowns	5
Other	5
Physical disability / ill-health	4
Parent, family or friend no longer willing or able to accommodate	4
Mortgage, rent arrears or low income	3
Total	100

Table 2: reasons for homelessness by percentage (%)⁹

The reasons for homelessness differed between males and females. There were over 340 reasons for homelessness recorded for males, as illustrated in Table 3. The table shows that 'substance use' is the main reason for homelessness recorded amongst males at 14%.

⁸ Where a person's reason for homelessness did not match a listed description, or included factors not listed, this has been recorded as 'uncategorised' in Tables 2 to 4. 'Other' reasons in these tables are categories that have low counts and are grouped together for purposes of anonymity and avoidance of disclosure. For the purposes of anonymity and avoidance of disclosure, and for presentation purposes, categories have been grouped together where it is felt that the reasons were similar in nature, for example, grouping together alcohol and drug use under substance use.

⁹ Tables 2 to 4 are presented as percentages of the total of recorded reasons for homelessness. These percentages were derived from counts that have been subject to groupings for the purposes of anonymity and avoidance of disclosing personal information.

Reasons for homelessness amongst males	%
Substance use (alcohol and drug use)	14
Lack of affordable accommodation	13
Mental health problems	12
Breakdown of relationships	9
Unemployment or unstable employment	9
History of offending	9
Other	8
Family breakdowns	6
Uncategorised	6
Physical disability and/or ill-health	5
Parent, family or friend no longer willing or able to accommodate	5
Mortgage or rent arrears	4
Total	100

Table 3: reasons for homelessness amongst males by percentage (%)¹⁰

There were over 130 reasons for homelessness recorded for females, as illustrated in Table 4. The table shows that 'at risk of, has experienced or escaping domestic abuse' is the main reason for homelessness recorded amongst females at 39%, followed by breakdown of relationships characterised by abusive behaviour at 20%.

Reasons for homelessness amongst females	%
At risk of, has experienced, or is escaping domestic abuse	39
Breakdown of relationships – abusive behaviour	20
Other	16
Substance use (alcohol and drug use)	8
Mental health problems	7
Uncategorised	5
Breakdown of relationships	4
Total	100

Table 4: reasons for homelessness amongst females by percentage (%)¹¹

¹⁰ Table 3 shows the percentages of reasons for homelessness based on the count for males only, recorded as over 340.

¹¹ Table 4 shows the percentage of reasons for homelessness based on the count for females only, recorded as over 130.

Service visits to providers

Of the 220 recorded service visits by Islanders in Q2 2024, the Shelter Trust received 57% of visits; the Housing Advice Service received 17% of visits; Sanctuary received 15% of visits; and FREEDA received 11% of visits. Further information about these organisations is provided at [Appendix A](#).

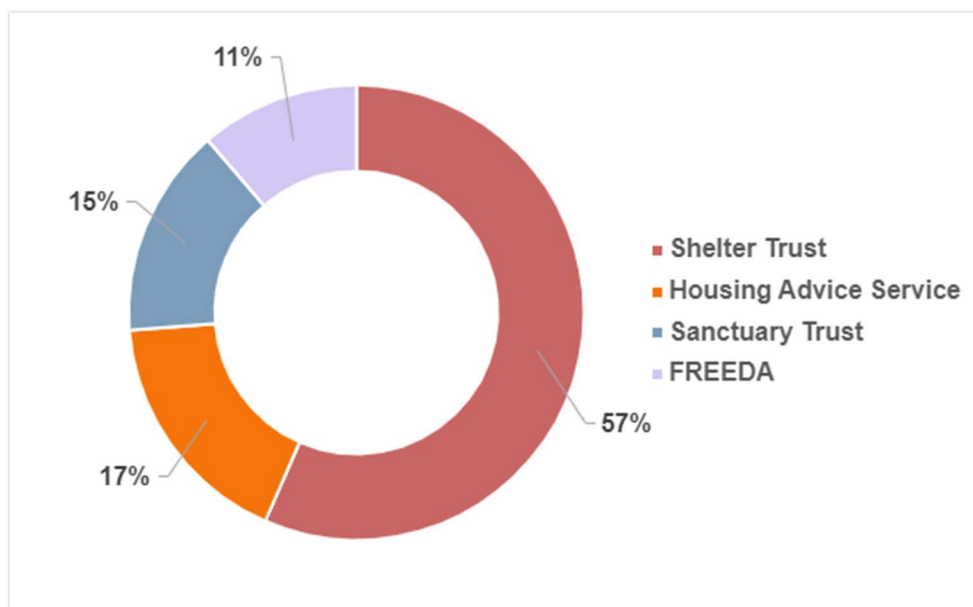


Figure 6: service visits by service provider (%)

The service providers recorded the number of days that a person has been a 'continuous resident' with their organisation. In the case of the homelessness accommodation and support services – FREEDA, Sanctuary Trust and the Shelter Trust – this means the period of time that a person had been accommodated by the organisation. Whereas, in the case of the Housing Advice Service, which provides guidance and support for people to access and maintain accommodation, this refers to the length of time that a person had an active case with the service.

The start date of a person's residency or engagement has been recorded, and the length of this continuous residency or engagement is calculated by measuring up to the end date, or the end of Q2 if they are still resident, engaged or have an active case with the service.

Figure 7 shows the median number of days of continuous residency or engagement by service provider. Clients of the Sanctuary Trust and the Shelter Trust experienced longer-term continuous residency or engagement, with a median of over 10-months and 9-months respectively, whilst those at FREEDA experienced a shorter term with a median of just over two weeks.

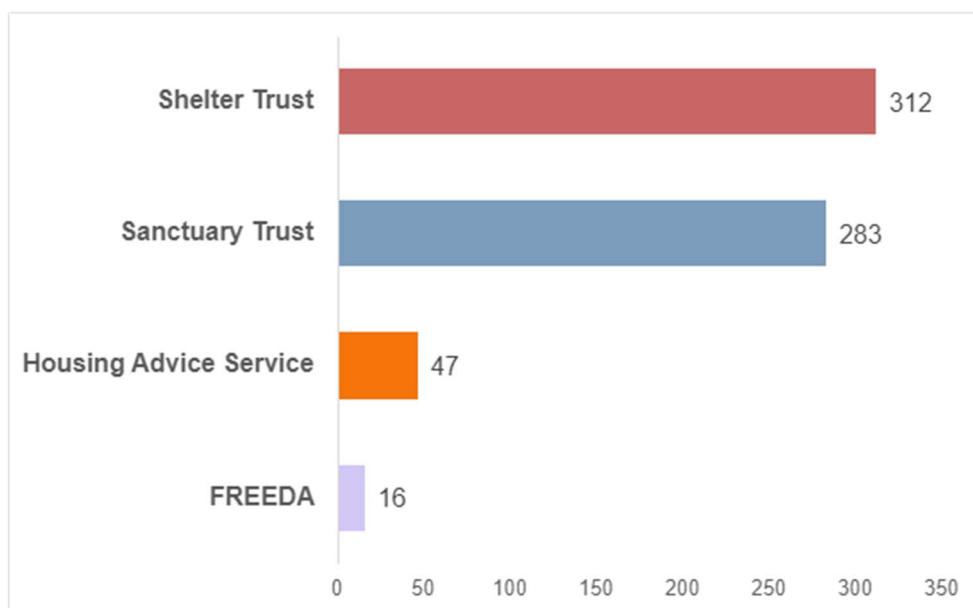


Figure 7: median number of days as a continuous resident or engagement with service by service provider¹²

These continuous residencies or engagements have been broken down further to the number of people engaged for number of days and separated into groups. Figure 8 shows that there is a concentration of engagement in the group 50 days or less, with this tapering down across the bands showing 51 to 200 days, and then an increase at 500 days plus. This would indicate that there are those who require engagement on a shorter term, and those that require this for a longer period, potentially due to the nature of their homelessness and the need for ongoing support.

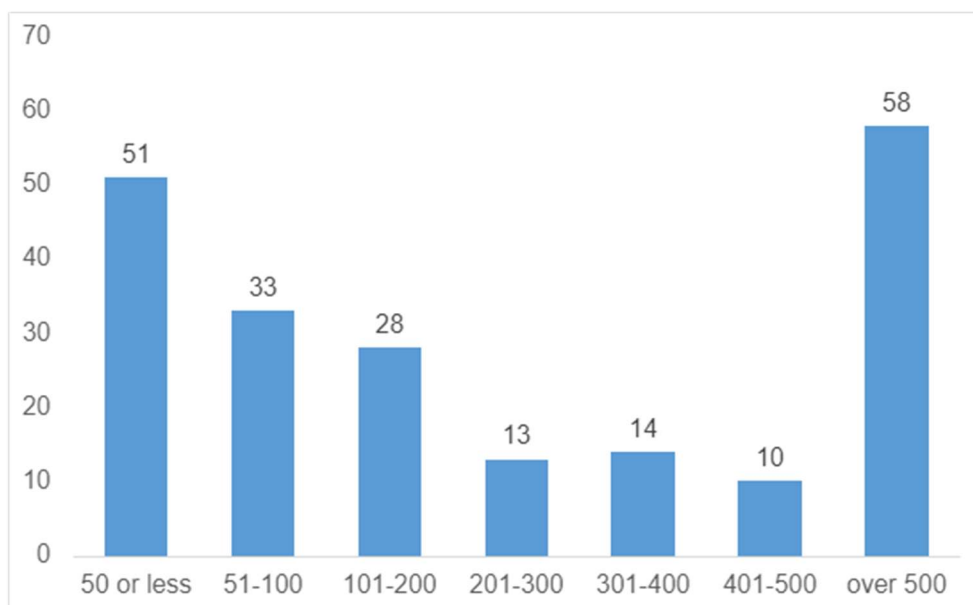


Figure 8: continuous residency or engagement with service across service providers by number of days

¹² The nature of engagement can be varied. For example, this does not necessarily result in residency with a service provider but may be a support service. This also includes the services provided by the Housing Advice Service.

Comparing the length of continuous residence or engagement by gender shows that there is a tendency for this to be shorter for females and longer for males. Figure 9 shows that 39% of females have a continuous residence or engagement of 50 days or below compared to 19% of males and that 34% of males have a continuous residence or engagement of over 500 days compared to 17% of females.

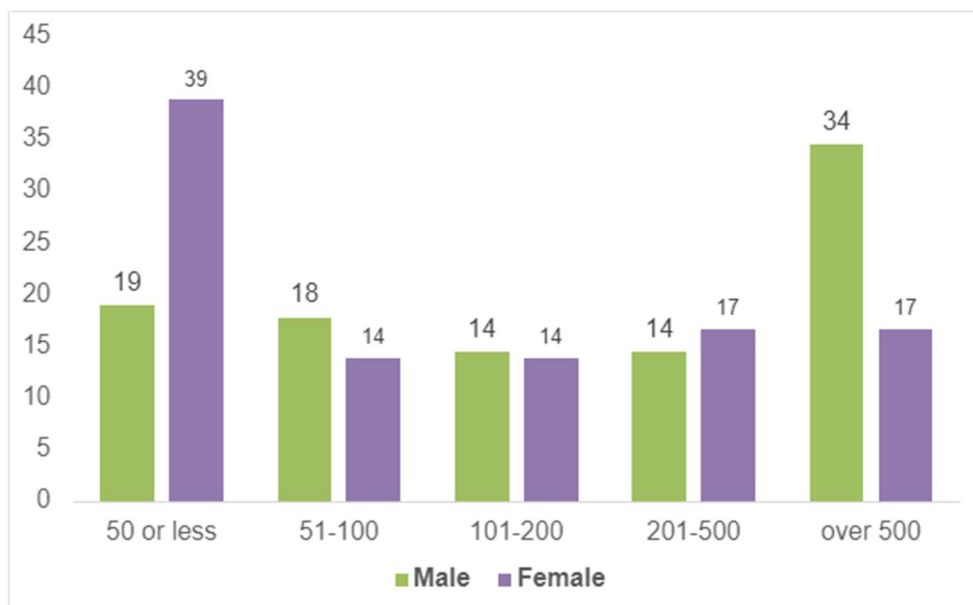


Figure 9: male and female continuous residence or engagement by percentage (%)¹³

¹³ Note that the horizontal x-axis of Figure 9 has different banding ranges. As with Figure 8 reporting can be shown for the two bands up to 100 days at 50 day intervals, 100 day interval for the 101-200 band and a 300 day interval for the 201-500 band. Continuous residence or engagement is shown as a percentage. This is in part for the purposes of anonymity and avoidance of disclosure, but also allowing for a comparison between continuous residence or engagement by gender. The percentages are derived from the total of number of days of continuous residency for males compared to the total of number of days of continuous residency for females. The percentages have been rounded to a whole number and as such do not add up to exactly 100.

A person's journey

Information has been provided in relation to the pre-service living situation of the people who made up the 220 service visits recorded in Q2. This records both the pre-service living situations of those people who commenced continuous residency or engagement during Q2, as well as the pre-service living situations of those who commenced residency or engagement before Q2, but who were still using the service in Q2. There were 35 people who became resident in Q2.

Figure 10 shows that the two most common pre-service living situations were living in private rented accommodation (55 persons) or living with family or friends (55 persons).

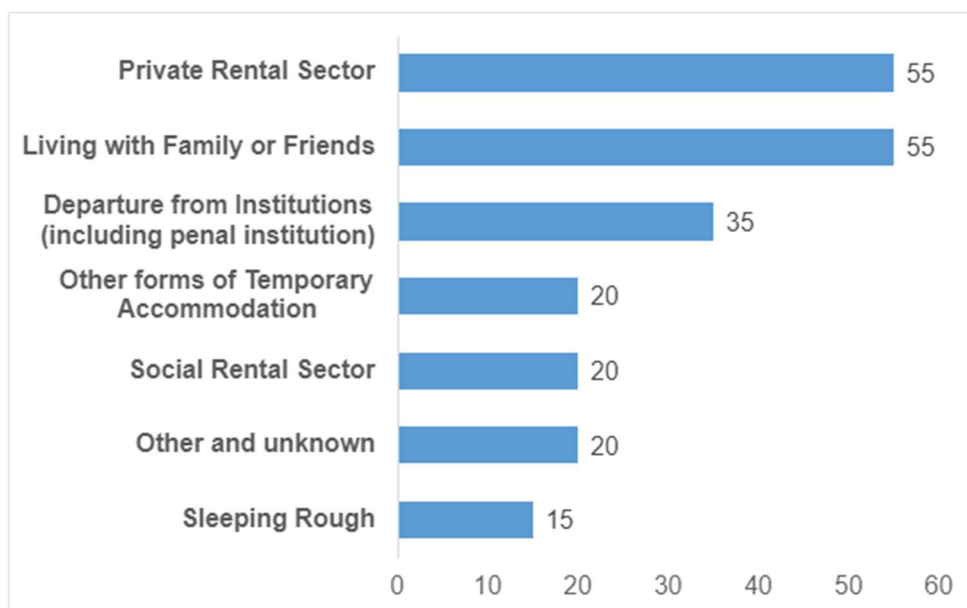


Figure 10: Pre-service living situations¹⁴

Figure 11 shows that 'self-referral' to the service providers makes up the majority of referral routes for people who are homeless or threatened with homelessness, followed by an agency referral.

¹⁴ The numbers in Figure 10 have been rounded to the nearest 5 for the purposes of anonymity and avoidance of disclosure and for consistency with the reporting of the number of service visits.

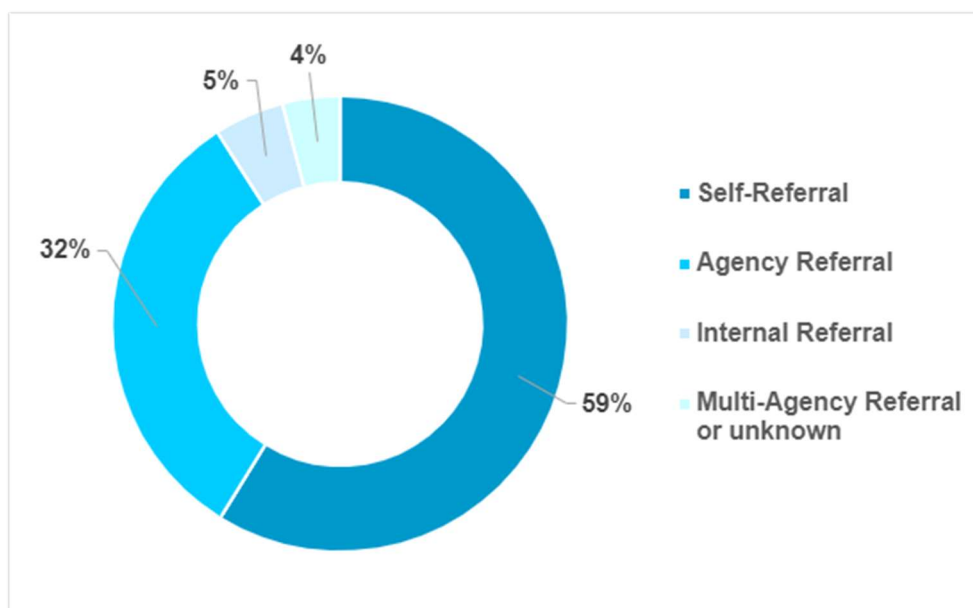


Figure 11: service referral route by percentage (%)

The living situation of people at the end of Q2 has been recorded and shows that 61% are still resident or have an active case with a homelessness accommodation and support service provider, 15% are on a waiting list for social housing through the Affordable Housing Gateway or Partnership Pathway, or awaiting capacity on site with a provider, and that 8% have been found suitable accommodation with no further assistance required.

Current living situation	%
Still resident	61
Waiting list	15
Suitable accommodation secured (no further assistance required)	8
Suitable accommodation secured (ongoing assistance required)	5
Referred to other service	4
Other	3
Unknown	3
Total	100

Table 5: current living situation of persons by percentage (%)

People engaging with service providers may also be referred to external services to support their needs. Service providers were able to select up to three external service referrals. This, again, can reflect the complex nature of addressing homelessness and the multiple agencies and services that may be involved in supporting an individual to access and maintain suitable housing. Just under 200 counts of referrals to external services were recorded in Q2.

Table 6 shows that the most frequent external service is the grouped ‘other government agency/service’,¹⁵ representing 30% of external services used. This reflects that a person may be referred to a range of government agencies, and that

¹⁵ ‘Other government agency/service’ refers to Government services that have not been specifically categorised as a particular Government service in the reporting process.

this category may not be the primary external service used by a person but for many will be included as part of the external services package.

Engagement with external services	%
Other government agency/service	30
Adult Mental Health	15
Alcohol and Drugs Service	14
Charitable organisations	10
Probation & Aftercare Service	9
Domestic Abuse	8
Adult Social Services	5
Children's Social Care Services	5
Housing Advice Service	3
Total	100

Table 6: engagement with external services used by percentage (%)¹⁶

If the 'other government agency/service' grouping is removed to allow reporting on specific external service engagement, there is a noticeable difference in services used by the gender that engaged with them¹⁷.

Figure 12 shows the remaining agencies and services used as a percentage by males:

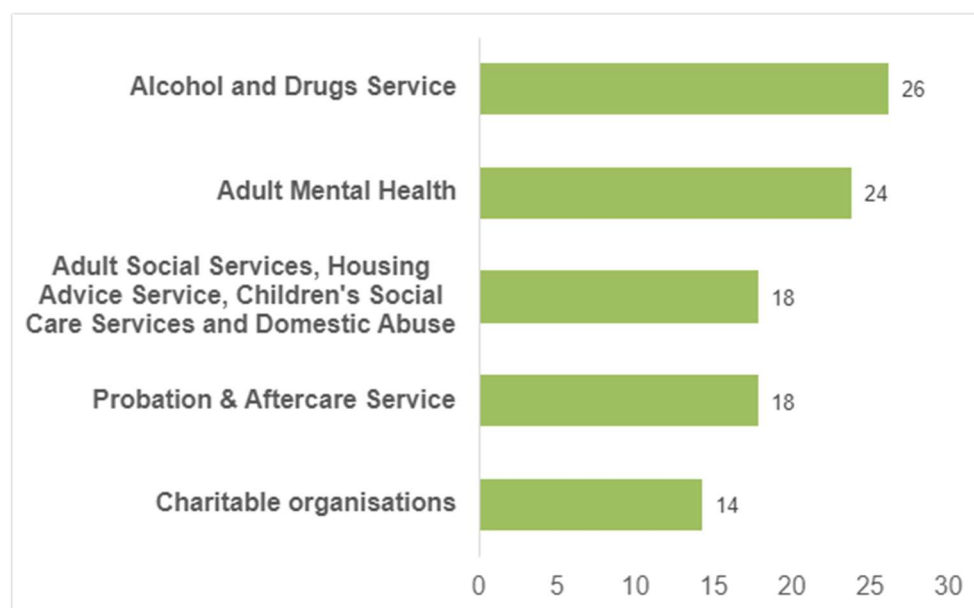


Figure 12: external services used by males by percentage (%)

Figure 13 shows the remaining agencies used as a percentage by females with agencies and services connected to supporting victims of domestic abuse recorded at 28% of visits.

¹⁶ The external services listed in Table 6 are presented as percentages of the total of recorded external services used. These percentages were derived from counts that have been subject to groupings for the purposes of anonymity and avoidance of disclosure.

¹⁷ The same process of deriving a percentage from grouping for Table 6 has been used for Figures 12 and 13. Due to rounding, the total for Figure 13 does not equal 100. The groupings are different for males and females which reflects the different service requirements.

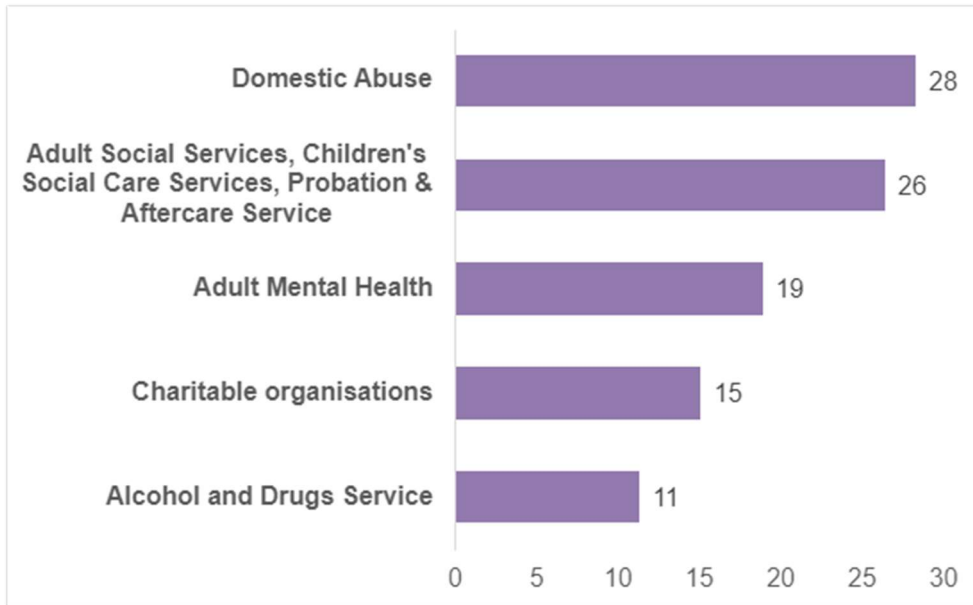


Figure 13: external services used by females by percentage (%)

Service provider update

The organisations who have contributed to this report have provided the following comments on the operation of their services in Q2 2024.

Sanctuary Trust

- Sanctuary Trust has observed a year-on-year decrease in the number of individuals being asked to leave due to non-compliance with rules. This marks a positive trend in resident engagement and adherence to the support services offered. This has led to an increase in the average length of stay for residents. This reflects improved stability and outcomes for those accessing the services.
- A key priority for Sanctuary Trust remains the achievement of long-term, stable housing for residents, with continued support provided through the community outreach service. The number of individuals receiving community outreach has increased and the Trust has increased the size of its team to ensure the need can be met.
- In Q2 2024, the Trust observed a reduction in the number of assessments conducted, compared to Q2 2023.
- During Q2, Sanctuary Trust's entry property, Sanctuary House, along with its town property, operated at full capacity. However, there were vacancies at the secondary property in St Peter, as no residents were yet ready to transition. Due to the unstaffed nature of the secondary properties, careful consideration is given to ensure residents are fully prepared for the move.
- At the end of Q2, there were 7 individuals on Sanctuary House's waiting list in need of accommodation and support.
- At the end of Q2, 50% of Sanctuary Trust's residents were in either part-time or full-time employment.
- Sanctuary Trust's counselling service has developed and grown. In Q2, 30 counselling sessions were provided per month.

The Shelter Trust

- The nature of cases experienced by the Trust has changed in the year-to-date. It is seeing more people accessing outreach and resettlement services, and a slight reduction in the number of people accessing residential accommodation. In practical terms, this will result in the closure of Hollies House, which the Trust has leased from the Government of Jersey since the coronavirus (COVID-19) pandemic.

- The Trust's present focus is on developing its outreach and resettlement services, which supports people to secure and sustainable tenancies, and to live independently. The Trust expects that the trend of increasing numbers of people accessing these services will continue.
- Emergency accommodation: the Trust has not seen an increase in people presenting to Aztec House with less than five-years residency in Jersey.
- The Trust has seen an increase in Q2 in homeless people presenting to Aztec House who had previously been unknown to the Trust.
- Fewer than five people were turned away from Aztec House in Q2. The Trust turned away these individuals for reasons including alcohol intoxication (with the option to return when sober) and accommodation accessed with another provider.
- One unit of accommodation at the Trust's Resettlement Project, Midvale Road, is to be converted to include disabled access, subject to planning permission.
- All individuals who applied for accommodation at the Strathmore young person's project (16-25 years) received offers from the Trust. The Trust has noted a reduction in the number of referrals to Strathmore reduced in Q2 compared to the same period in 2023.
- Strathmore has an ongoing issue of placing under-18s into independent accommodation, as there are no alternative accommodation options to support young people while under 18-years. The solution is to facilitate these individuals' stay at Strathmore until they reach 18-years old. While residing at Strathmore, young people have in some cases successfully rebuilt previously diminished or lost family relationships, resulting in a return to the family home.
- There has been an increase in referrals to the women's-only accommodation provision, Venetia House in Q2, including both agency and self-referrals from women.

Notes

The Q2 2024 report is based on the definition of homelessness adopted through the Minister for Housing’s Homelessness Definition Framework (2022).¹⁸ The four-tier framework sets out the range of living situations and operational categories that amount to homelessness in Jersey:

Rooflessness	Living without a shelter of any kind; sleeping rough.
Houselessness	With a place to sleep but temporarily in institutions or shelters.
Insecure housing	Threatened with exclusion because of insecure tenancies, evictions, living temporarily with friends or family, or domestic violence.
Inadequate housing	Living in caravans or illegal campsites, in unfit housing or in extreme overcrowding.

At the end of Q2 2024, a worksheet was sent out by SHR to the organisations listed in paragraph 1.1 who provided information on Islanders who had engaged with their services during the quarter. This information included details on age, gender, living situations, reasons for homelessness and engagement with other services. This data was anonymised and returned to SHR for analysis and further processed to ensure anonymity and avoidance of disclosing personal information.

It is important to note that the report is based on data from Islanders who seek and/or receive assistance from homelessness accommodation and support services. However, the nature, complexity and uniqueness of experiences creates a number of challenges for collecting data on homelessness. The challenges include:

- Limited data on “hidden” forms of homelessness such as sofa surfing where Islanders may not perceive themselves as homeless and be less likely to access services¹⁹ as a result.
- Double counting where people are counted more than once because they have sought and/or received accommodation and support from multiple organisations over the quarter. Measures have been introduced as part of the analysis process to reduce the incidence of double counting across organisations as far as possible.

¹⁸ Homelessness Definition Framework (October 2022) – <https://www.gov.je/SiteCollectionDocuments/Home%20and%20community/Homeless%20Definition>

¹⁹ For information on the challenges of collecting data in relation to “hidden” homelessness, see the Office for National Statistics evidence review (2023) – <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/hiddenhomelessnessintheukevidencereview/2023-03-29>



Next steps

The Minister for Housing, working in partnership with the Homelessness Cluster, will use the data from this and future reports to help develop services and housing options for Islanders who are homeless or at risk of homelessness. The next report will be published in December 2024.

Any comments or suggestions about this report can be sent to: Homelessnessdata@gov.je

Appendix A

The Q2 2024 report has been compiled from data provided by the following homelessness accommodation and support service providers.

<p>Andium Homes Partnership Pathway</p>	<p>The Partnership Pathway is managed by Andium Homes and provides a mechanism for individuals who have complex housing needs to access social housing, and to help them maintain a successful tenancy with agency support.</p> <p>https://www.andiumhomes.je/</p>
<p>FREEDA</p>	<p>FREEDA provides access to safe accommodation and support for women and children who have experienced domestic abuse, as well as outreach support in the community. The FREEDA safehouse can accommodate up to 22 women and their children (up to the age of 18).</p> <p>https://www.freeda.org.je/</p>
<p>Housing Advice Service</p>	<p>The Housing Advice Service provides information, advice and support for islanders who are homeless or at risk of experiencing homelessness. The Housing Advice Service also manages the Affordable Housing Gateway, the point of access for social housing in Jersey.</p> <p>https://www.gov.je/home/housingadvice/service/</p>
<p>Sanctuary Trust</p>	<p>Sanctuary Trust provides accommodation and support to men who are experiencing hardship and homelessness, as well as outreach support for those who left accommodation provided by the Trust. The Trust provides accommodation for up to 30 residents across three facilities in St. Aubin, Beaumont and New Street.</p> <p>http://www.sanctuarytrust.org.je/</p>
<p>The Shelter Trust</p>	<p>The Shelter Trust is the largest homelessness service provider in Jersey. The Trust provides accommodation and support across a number of premises, including:</p> <ul style="list-style-type: none"> ▪ outreach service to support individuals who are sleeping rough; ▪ emergency accommodation for homeless individuals; ▪ resettlement accommodation and after care support to help individuals move on to independent living; ▪ accommodation and support for individuals aged 16 to 25; ▪ dedicated women’s only accommodation and support. <p>https://www.shelter.org.je/</p>