

People in housing need

The scale and shape of housing need in England

December 2021

Summary

- 8.5 million people in England are facing some form of unmet housing need.
- For more than 4.2 million people, social rented housing would be the most appropriate tenure to address that need.
- This equates to 1.6 million households – roughly 500,000 more than the 1.1 million households recorded on official waiting lists.
- Overcrowding is the largest problem in terms of population, affecting nearly 3.7 million people.
- Almost two million children are living in households that face some form of housing need.

For almost half of the people in housing need across the country, social rented housing is the only affordable option. This is why we need long-term investment in social housing, and housing associations are ready to work with the government to provide people with suitable homes they can afford.

Introduction

The National Housing Federation (NHF) is the voice of housing associations in England. With almost 700 housing association members, providing homes for around six million people, we are at the forefront of tackling the nation's housing crisis. Our vision is for a country where everyone can live in a good quality home they can afford. We work with our members to make this vision a reality – delivering ambitious programmes that lead to lasting, positive change.

It is essential to understand the true scale of housing need in order to plan appropriate policy responses, and to humanise and better inform the debate around the scale and dynamics of the need for new housing.

This is why we've refreshed our People in housing need work, outlining:

- The number of people affected by housing problems.
- The issues they are facing – such as affordability, overcrowding or poor conditions.
- The type of housing that would be most appropriate to meet their needs, based on their income and circumstances.

The number of people in need of social housing in England has now reached 4.2 million. This equates to 1.6 million households – 500,000 more than the 1.1 million households recorded on official waiting lists.

Long-term, sustained investment in social housing is the only solution to the problems identified in this report, to provide people with suitable homes they can afford.

Why we need this work

Measuring housing need across the country isn't straightforward, as there is currently no single official measure.

Commentators have typically looked to local housing registers – colloquially known as the 'waiting list' – to assess the scale of housing need. Local housing registers, maintained at local level by local authorities, are part of the process by which social housing is allocated to people in need. Households wishing to obtain a social rented home must join their local register in order to be able to bid on properties.

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However, registers are generally felt to be inadequate as a measure of housing need, particularly since the introduction of the Localism Act in 2011. There is now no consistent set of criteria for allowing households to join a register and – as the data on these registers is not necessarily reviewed for accuracy on a regular basis – it’s very difficult to arrive at a robust national figure.

While local registers do serve an important administrative function, they don’t give us the full picture of how many people are in need of a home.

This is further complicated by the fact that when we talk about the ‘housing crisis’, it isn’t one single crisis, but a series of interrelated and overlapping crises, including:

- Affordability.
- The suitability, size and condition of homes.
- The ability of people to find accommodation in the first place.

Some people will experience just one of these problems, while others will experience many at once.

That’s where our People in housing need work comes in. The figures we present here are the result of detailed analysis of the latest Understanding Society dataset, carried out by Professor Glen Bramley of Heriot Watt University. This analysis gives us a sense of the scale of different types of housing need around the country.

You can find out more about how the analysis was carried out in the [methodology section](#).

Results

Headline findings

We found that:

- 8.5 million people in England are experiencing some form of unmet housing need.
- For more than 4.2 million of these people, social rented housing would be the most appropriate tenure to address that need.
- While the overall number of households in need has fallen since 2015/16, the number of people in need has risen.
- More than 1.9 million households are hosting a 'concealed' household – for example, adult children still living with their parents.
- Overcrowding affects the largest proportion of people across the country, with 3.7 million people found to be living in overcrowded homes.
- Nearly two million children in England are experiencing some form of housing need.

You can find further information in the table below, and more detailed data is available in the [appendix](#). To find out more about the categories in this table, please see the [methodology](#) section.

2018/19	Households	People
Overcrowded	793,709	3,698,390
Concealed households	1,943,103	2,575,131
Affordability problem	536,244	1,669,346
Unaffordable PRS	347,612	772,555
Affordability issue total	883,856	2,441,901
Unsuitable family	88,310	303,756
Unsuitable health/age	236,171	610,158
Unsuitable total	324,480	913,914
External condition	217,209	661,988
Homeless	388,150	641,231
Any need	3,606,584	8,503,878
Any need, social rent most appropriate	1,637,150	4,217,053

Derived from tables 1A, 1C, 4A and 4C

Note that for 'concealed households', the 'households' figure refers to the number of households hosting a concealed household, while the 'people' figure refers to the number of people being hosted in concealed households.

It is important to understand that there is considerable overlap between the categories of housing need – they do not add up to the overall total, as many households face more than one type of housing problem.

A growing need for social housing

In doing this analysis, we applied affordability thresholds to the households found to have some form of housing need – we explain this in more detail in the [affordability thresholds](#) section of this report. This allowed us to understand which tenure would be most appropriate for meeting people’s housing needs.

Many of the 8.5 million people identified as being in housing need do have the resources to access market options to alleviate their problems. However, for a clear and substantial proportion of these people – 4.2 million, or 1.6 million households – social rented housing is the only option. This is a significantly larger figure than the 1.1 million households currently recorded on local housing registers. As a sector, we are ready to work with the government to provide much-needed new social homes.

When we previously published this work in autumn 2020, we identified an interesting feature within the figures at the time, for 2015/16 and 2017/18. Although the overall number of households and people in need had fallen, the number of people for whom social rent was the most appropriate tenure to address their need had risen. We described this as a ‘sharpening’ of need.

This is still the case – the table below shows that, while in three of the four quadrants figures have fallen and then risen again, in the bottom right quadrant, the figures have increased with each iteration. As with last year’s figures, this points to a growing concentration of people at the ‘sharp end’ – even where the number of households affected in the latest iteration is lower than in 2015/16, the actual number of people involved is higher.

	Households			People		
	2015/16	2017/18	2018/19	2015/16	2017/18	2018/19
Any need	3,674,487	3,514,829	3,606,584	8,370,870	7,916,278	8,503,878
Any need, social rent most appropriate	1,653,915	1,624,530	1,637,150	3,646,516	3,812,363	4,217,053

Derived from tables 1A, 1C, 4A, 4C and previous iterations thereof

The data which supports this analysis was collected before the coronavirus pandemic. While we expect that the impacts of the pandemic on the issues we outline will be significant – at least in the short term – it’s still too early to assess and quantify how they will affect housing need based on this data source.

Children

For the first time this year, we commissioned an analysis of the number of children in households affected by the different types of housing need, outlined in the table below.

2018/19	Children
Overcrowded	1,103,690
Concealed households	283,459
Affordability problem	699,935
Unaffordable PRS	313,391
Affordability issue total	1,013,326
Unsuitable family	142,329
Unsuitable health/age	150,429
Unsuitable total	292,758
External condition	209,210
Any need	1,957,308
Any need, social rent most appropriate	1,275,818

Derived from table 1D

Note that, due to the way in which the homelessness figures are calculated, figures are not available for children within this category.

Issues across tenures

While overcrowding is the most prevalent problem across all tenures, concealed households make up the second largest group. Nearly 2.6 million people are ‘concealed’ within a total of nearly two million ‘host’ households.

The vast majority of these people are within the ownership sector – likely to include many adult children still living with their parents – so they do not contribute greatly to the overall numbers for whom social housing would be most appropriate tenure. They do, however, illustrate that housing inaccessibility affects people across the income spectrum.

The largest number of people experiencing housing problems is within the owner-occupied sector, because this is the predominant tenure. However, if we examine the proportions relative to the size of each tenure, it becomes clear that problems are more prevalent in the rented sectors.

Proportion of households affected – by tenure	Own	Soc rent	Priv rent	All
Overcrowded	1.4%	6.8%	5.0%	3.4%
Concealed	7.3%	7.9%	5.4%	8.3%
Affordability problem	0.6%	5.7%	3.3%	2.3%
Unaffordable PRS	0.0%	0.0%	9.9%	1.5%
Affordability issue total	0.6%	5.7%	13.2%	3.8%
Unsuitable family	0.0%	1.0%	0.7%	0.4%
Unsuitable health/age	0.0%	0.0%	6.7%	1.0%
Unsuitable total	0.0%	1.0%	7.4%	1.4%
External condition	0.4%	1.7%	1.6%	0.9%
Any need	8.4%	15.6%	23.7%	13.8%
Any need, social rent most appropriate	1.1%	8.4%	16.9%	5.4%

Derived from table 1B

This is particularly the case in the private rented sector, where nearly a quarter of households face some form of housing need. In addition, when we look at those households for whom social rent is the most appropriate tenure, 16.9% of private renting households are in this position, compared to 8.4% of social renters, and just 1.1% of homeowner households.

As you would expect, residents in each tenure face different problems. The issue of concealed households is highly concentrated among homeowners, and this is by far the largest issue for that group. Although there will be exceptions, experience of this issue within this group is more likely to be an inconvenience than an issue that has a major negative impact, given the low rates of overcrowding within this sector.

The most common issues among social renters are affordability, overcrowding and concealed households. Overcrowding is a well-documented issue in this sector. A shortage of larger homes can make finding a suitably sized home more difficult for families. This is largely due to the sale of council housing and a decrease in government funding for building new social homes since 2010 – larger family homes are more expensive to build, and therefore more difficult to build with less government funding. The ‘spare bedroom subsidy’ has also acted as an incentive for developers to build smaller homes.

Affordability problems are also to be expected, given relative levels of poverty within the social rented sector, and especially given the freeze on working-age benefits, introduced in 2016 following the 2015 Budget. As a result, benefits sometimes no longer cover even the cheapest forms of social rent. Although this freeze has now ended, the impacts are still being felt.

The issue of concealed households is rooted in similar ground to overcrowding and affordability, but is likely to be more closely linked to these two issues than in the ownership sector.

For instance, adult children not being able to afford to move out will likely be a contributing factor to overcrowding – however, if those children bring additional income into the household, this could impact positively on affordability. This remains true even if they cannot afford to move out on their own, and may indeed make them more reluctant to do so.

Within the private rented sector, affordability and unsuitability are the most frequently encountered issues. In particular, the wider measure of affordability (using an additional higher threshold) shows up frequently, as does the measure of unsuitability for the age and health of the occupant. Please note that we only applied these two measures to the private rented sector. We used the first to illustrate the fact that, even where private tenants may not express difficulty in meeting their housing costs, they may still face much higher levels of rent in relation to their incomes. This certainly shows up in the findings.

We restricted the suitability measure relating to age or health to the private rental sector to reflect the lack of agency enjoyed by private tenants in comparison with homeowners – who in general can choose to sell and move – and social renters – who can request adaptations from their landlords with much more confidence.

Concealed households are also an issue among private renters, but with notably less frequency than in the other two groups. This is followed by overcrowding, which is less of a problem than in the social sector but, unsurprisingly, more common than among owner occupiers.

Regional findings

The data splits into four broad regions of England: London, the south, the Midlands and the north, giving us a general picture of how the issues are distributed across the country.

Proportion of households affected – by region	North	Mids	South	London	England
Overcrowded	3.0%	2.7%	2.6%	7.9%	3.4%
Concealed	7.3%	8.5%	8.0%	11.7%	8.3%
Affordability problem	2.8%	2.2%	1.9%	2.4%	2.3%
Unaffordable PRS	1.7%	1.1%	1.7%	0.8%	1.5%
Affordability issue total	4.5%	3.3%	3.7%	3.2%	3.8%
Unsuitable family	0.1%	0.5%	0.2%	1.4%	0.4%
Unsuitable health/age	1.0%	1.0%	1.0%	1.1%	1.0%
Unsuitable total	1.1%	1.5%	1.3%	2.4%	1.4%
External condition	0.8%	1.3%	0.9%	0.9%	0.9%
Any need	12.7%	13.0%	13.5%	18.9%	13.8%
Any need, social rent most appropriate	4.9%	4.5%	5.0%	8.9%	5.4%

Derived from table 1B

It is clear that these problems are felt in every part of the country. None of the regions are immune to any of the types of housing need identified. Looking just at the numbers of households affected, the region with the highest level of need is the south. However, this is because it is by far the most populous of these four regions. Similarly to when looking at the distribution of needs across tenures, when looking at the regional picture it is more helpful to examine the proportions than the overall numbers.

Looking at the proportions of households affected, London experiences these problems to a greater degree than the other regions across almost all the need categories. The exceptions to this rule are important: affordability problems are the greatest (i.e. affect the highest percentage of households) in the north, and private rented sector affordability is worst in both the north and the south. This will be the result of a range of factors including – but not limited to – lower levels of income in those regions, and the greater importance of the private rented sector in terms of scale in London, meaning it needs to cater for a wider range of the population.

Looking at poor external conditions, it is worth noting that the spread of frequencies across regions in this category is very small, ranging from 0.8% to 1.3% – a spread of just 0.5 percentage points. So while the Midlands figure is the highest at 1.3%, there isn't really a great variation across the regions. The assessment of condition in

this case is a purely visual external review undertaken by interviewers, rather than a full property inspection carried out to a technical benchmark.

Impact of different issues

We have added a new piece of analysis this time looking at the most appropriate tenure for households experiencing different types of housing need. This allows us to see which of the need categories are most likely to need to be addressed by social housing.

2018/19 (households)	Social rent most appropriate	Other tenures more appropriate
Overcrowded	48.8%	51.2%
Concealed households	18.6%	81.4%
Affordability problem	62.8%	37.2%
Unaffordable PRS	92.1%	7.9%
Affordability issue total	74.3%	25.7%
Unsuitable family	56.1%	43.9%
Unsuitable health/age	55.7%	44.3%
Unsuitable total	55.8%	44.2%
External condition	49.3%	50.7%
Any need (excl. homeless)	38.8%	61.2%
Any need (incl. homeless)	45.4%	54.6%

Derived from table 1E, headline table. Note that homelessness is not itemised here as the assumption is that everyone experiencing homelessness would be best helped by social rent.

Unsurprisingly, households experiencing affordability issues – in particular those in the private rented sector – are most likely to best have their need addressed through social housing. For 74% of households experiencing any affordability issue, social rent is the most appropriate tenure. This rises to 92% when we focus on our private rented sector-specific measure.

For nearly all of the rest of the measures, social housing would be the tenure to best address the need in nearly or more than half of cases. Concealed households are the outlier, with less than a fifth of households in this position needing social housing.

Methodology

The research in this report was carried out by Professor Glen Bramley of Heriot Watt University, who conducted detailed analysis of the Understanding Society dataset, along with a wealth of contextual housing market data.

The first step of the analysis involved estimating the scale of different types of housing need:

- **Concealed households** – where individuals or family units are living within another household, including adult children who wish to move out.
- **Overcrowding** – where a home is not big enough for the number of people living in it.
- **Affordability** – where a home is too expensive.
- **Suitability** – for instance where a family with children is in a home with no outside space, or where a home is not adapted to an older person's needs.
- **External condition** – where a home appears to be in poor condition¹.

In addition to these issues, we have included measures of homelessness based on additional analysis produced by Professor Bramley for Crisis.

The second step of the analysis involved working out which tenure (social rent, intermediate rent, private rent, shared ownership or homeownership) is the most appropriate for addressing housing need for a particular household. This is based on a household's income and average housing costs in their local area.

These estimates do not translate directly to the number of homes we need to build – that exercise requires a detailed dynamic analysis of the operation of housing markets. However, they do give an indication of the relative need for different types of home.

¹ This is the only condition assessment allowed for in the Understanding Society dataset and should not be confused with other more widely used condition measures such as the Decent Homes Standard.

Data source

The main basis for our estimate of housing need is an analysis of the large scale household panel survey known as Understanding Society (referred to in this report as UKHLS due to its history as the UK Household Longitudinal Study). In this iteration we have used the most recent wave of UKHLS available, relating to the financial year 2018/19.

In addition to this analysis, needs relating to homelessness – which are not covered in the main part of the analysis – are estimated using the measures of core and wider homelessness developed for Crisis.

Approach to analysing the categories of need

The need categories used in this report derive from those featured in a paper published by Housing Studies in 2016². The approach was also inspired and influenced by the major 2008-10 government study, Estimating Housing Need.

Although the proportions and numbers of households experiencing particular needs are reported separately, it is important to allow for overlaps when presenting the overall picture. In other words, particular households experiencing more than one need are only counted once in the overall count of households affected.

Of the specific need indicators included in this analysis (excluding homelessness) the average adjustment for overlap is about 20% (i.e. the number of households with any need is about 80% of the sum of the individual need flags). This adjustment is greater in areas and tenures where need incidence is higher (e.g. private renting in London).

On the following pages we outline the criteria used for assessing whether a household is experiencing each of the types of housing need.

² Bramley, G. (2016). Housing need outcomes in England through changing times: demographic, market and policy drivers of change. *Housing Studies*, 31(3), 243-268. <https://doi.org/10.1080/02673037.2015.1080817>

Concealed households

These are households within other households. This could include, for example, adult children who want to move out, or households that have temporarily moved in with others due to housing problems.

Criteria

Concealed households comprise cases where couples or lone parent family units live within other household units, plus individual concealed potential households comprising other adult household members (apart from head of household and partner) where the individual indicates a wish to move.

Notes

Concealed households, which are the largest category of need in terms of affected households, require special treatment in this analysis. Firstly, we adjust for an estimate of the proportion of (single adult) concealed households who indicate a wish to move (in UKHLS). Secondly, we count the number of people involved based on the concealed adult groups within the households, not the whole of their host household. Thirdly, we count the proportion able to afford different tenure options, or only social housing, based on evidence of the characteristics of newly emerging households, not the host households. The newly emerging households are identified and profiled (in terms of affordability) based on flags for new household heads over last five years who were, in the previous year, a concealed household.

Overcrowded households

This refers to households whose homes are not big enough for their needs, as measured against the 'bedroom standard'.

Criteria

The number of bedrooms required by the household depends on the number of couples, plus the number of additional adults, plus the number of bedrooms required for children, assuming two children may share a room, but only if of the same sex when aged over 10. This is compared with the number of bedrooms in the dwelling occupied, and if the actual number is less than the required number the household is deemed overcrowded.

Notes

In summer 2020 we [published analysis](#) also putting the number of people in overcrowded conditions at 3.7m, but with a different number of children. This was based on analysis of a different data source – the English Housing Survey.

Affordability

This is composed of two related but distinct measures which are mutually exclusive, allowing us to add them together.

1. Affordability problem

Households whose housing costs relative to their incomes exceed norms and who also report problems with housing-related payments.

Criteria

Households whose ratio of housing costs (rent/mortgage payment) to gross household income exceeds 25% or for whom residual net income less housing costs exceeds their housing benefit applicable amount by less than 20%, and who report any difficulty meeting housing payments or other related bills (e.g. Council Tax, utilities) in the last year.

Notes

The general spirit of this approach is similar to that employed when assessing what alternative tenures households could afford in the future, but the second part of the ratio criterion is based on an earlier approach whereby the net residual income is assessed against the then main relevant official administrative poverty line, embedded in the Housing Benefit system. Also, for consistency with earlier studies, we have used the 25% ratio to gross income.

In the forward-looking assessment of most suitable tenure for provision, an alternative poverty criterion is used, that of 60% of median net equivalised household income 'after housing costs' (AHC). It should also be noted that this definition of affordability problems experienced goes beyond the 'theoretical' approach based on normative ratios to include the fact that households are actually reporting problems maintaining payments.

2. Unaffordable private rented sector

In addition to the above, this category includes those households in the private rented sector whose housing costs relative to incomes would exceed the general norms set for this study in respect of future provision.

Criteria

Following on from the previous note, this uses the forward-looking normative ratio criteria of affordability, namely households whose ratio of housing costs (rent/mortgage payment) to gross household income exceeds 27.5%, or whose net

equivalised household income after housing costs (AHC) would fall short of 60% of the national median.

Notes

This group includes additional households who have not, at the time of the survey, reported housing payment problems, but who are deemed at risk given that their housing payment to income ratio is higher than our prudent level and/or their AHC income implies that they are in relative poverty or at risk of poverty. Given current tenancy conditions in the private rented sector, this group would be inherently at higher risk than social renters or owner occupiers. In addition to the switch to the 60% of AHC median criterion, this definition also moves from 25% to 27.5% of gross income.

Suitability

Again, this problem area is composed of two separate measures which are mutually exclusive and can thus be added together.

1. Unsuitable (family)

Family households who are living in homes which are not suitable for their needs, particularly in terms of access to outside space.

Criteria

Families with children aged under 10 living in a flat who have expressed a wish or intention to move.

Notes

'Flat' here includes any dwelling other than house or bungalow, including purpose-built and converted, maisonettes, bedsitters/rooms, dwellings over business premises, and unconventional structures. It may be that some of these do have access to garden but often not directly from inside the home or to a shared space.

2. Unsuitable (health/age)

Households living in homes which are unsuitable for people of their age or health condition.

Criteria

Households in the private rented sector with member(s) in poor health or with long-term limiting conditions or disabilities affecting mobility or the ability to lift or move

objects, or who are caring for sick, disabled or elderly person(s) in the household, and who wish to move.

Notes

The focus here is on households in private rented housing because it is assumed that, broadly speaking, owner occupiers would have the ability to sell and move to a more suitable property, while social renters would be given priority to move to more suitable accommodation.

External condition problem

Households wanting to move out of homes which externally appear to be in poor condition.

Criteria

Household wants to move and properties in the immediate block are mainly in bad or very bad condition or this property is in worse external condition than those around it.

Notes

The wish to move is identified by the household head, but the condition of the property is assessed visually from the exterior by the interviewer. This is clearly not a complete or detailed inspection-based assessment of house condition and does not attempt to assess internal conditions. As such it should not be confused with the technical measure of housing condition – the Decent Homes Standard – found in the English Housing Survey.

Homelessness

The main approach here is to draw on the analysis of ‘core’ and ‘wider’ homelessness carried out for Crisis, taking account of the overlap with Statutory Homelessness. By using the breakdown of sub-categories under these headings, and evidence from both administrative and survey sources on the composition of these groups, it is generally possible to apportion core and statutory homelessness between households already enumerated in the private household population with existing needs, and those who are not.

With wider homelessness, we also look at the estimated risk of their situation crystallising into actual (core or statutory) homelessness within one year. Within this category, there may be a slight but unknown degree of overlap with concealed households, but we believe it is important to highlight this group likely to experience homelessness as a particularly high priority.

It does not make sense to break the homelessness data down by existing tenure, so the tables including these numbers are simpler. It is also assumed that social renting is the appropriate tenure for all of the homeless households counted.

Affordability thresholds

Once the scale of each need has been identified, the next step is to align each household in need with an appropriate tenure, based on a series of affordability thresholds. These are based on housing costs within the local authority area in which the household resides in the year of the survey.

The basic affordability criteria are as follows:

- The central, primary criterion of affordability is a ratio of housing cost to gross income of 27.5% or less.
- A secondary criterion is that residual income after tax and housing cost should exceed a threshold, related to standard UK relative low income poverty definition (60% of median net equivalised income AHC).
- For house purchase, the primary criterion may be expressed as a lending multiplier, 4 times gross income (single earner), which can be shown to be compatible with the 27.5% standard on prudent assumptions about repayment and interest rates. Assumptions are also made around access to deposits.

Using the criteria above, each household is allotted to the first tenure on the list below which is affordable to them.

- **Market sale owner occupation** – based on whole market lower quartile, including secondhand.
- **Low cost home-ownership** – represented by a typical new build shared ownership product, with a 40% tranche purchased.
- **Market rent** – at lower quartile market rent by size.
- **Intermediate rent** – effectively the same as the current 'Affordable' Rent and Rent to Buy schemes, 80% of (median) market rent or 65% in London.

If none of these are affordable, then **social rent** is judged to be the only affordable option. The actual level of social rent is not considered in this process.

Appendix

Tables

Notes on the tables

The main analysis of particular backlog needs within the household population is shown in tables 1A to 1C:

- [Table 1A](#) shows the number of households with each type of need at a point in time, together with the number of households experiencing any one (or more) of these needs (i.e. this discounts for overlap where households have multiple needs). The next column shows those households with any need for which we estimate that social renting is the most appropriate solution based on our normative affordability standards. The next two columns highlight households in need who could afford intermediate rent or shared ownership, if available. The final column shows the estimated total number of households in each region and tenure category at that date.
- [Table 1B](#) looks at percentage rates relative to the total number of households in each region and tenure.
- [Table 1C](#) looks at population affected. It is worth noting that some needs have much larger numbers of people affected (especially overcrowding), while the numbers associated with concealed households are less striking, as these newly forming households tend to be smaller.

Tables 1D to 1F are new tables we have not included previously.

- [Table 1D](#) looks at the numbers of children affected regionally in each of the need categories, allowing us for the first time to put an estimate on the number of children affected.
- [Table 1E](#) breaks down the households, people and children figures for each need category by whether social rent or another tenure is most appropriate for them, based on the overall normative affordability standards.
- [Table 1F](#) breaks down the overall need figures, and the need for social renting and other tenures, by household type.

Tables 2A to 3B look at 'core' and 'wider homeless' numbers as developed in recent studies for Crisis, based on figures for 2018/19.

Tables 4A to 4C bring the analysis together by combining the net household needs requiring social renting numbers with the core and wider homeless net numbers. As noted above, we assume that social renting is the most appropriate (initial) tenure for homeless households, but we show the intermediate tenure numbers in the need backlog in these tables as well.

Appendix - tables

Table 1A
Number of households by specific needs and overall need by broad region by existing tenure, England 2018/19

Present tenure	Broad region	Over-crowded	Concealed single	Concealed Cpl/LPF	Affordability problem	Unsuitable family	External condition	Unsuitable health/age	Unaffordable PRS	Any need	Any need Soc Rent	Any need Inter Rent	Any need Shr Own	Total households
<i>ten3</i>	<i>breguk</i>	<i>anyneed6xc</i>	<i>anyneed6xcscr</i>	<i>anyneed6xcir</i>	<i>anyneed6xcso</i>	<i>anyneed6c</i>	<i>anyneed6csr</i>	<i>anyneed6cso</i>	<i>ten3</i>	<i>breguk</i>	<i>anyneed6sr</i>	<i>anyneed6ir</i>	<i>anyneed6so</i>	<i>nhhd</i>
Own	North	65,363	300,376	41,425	34,372	2,005	10,896	0	0	402,676	54,348	13,814	2,611	4,543,354
	Midlands	47,122	228,275	44,405	17,467	0	16,388	0	0	300,110	39,170	10,150	1,556	3,150,114
	South	72,130	464,595	53,084	39,084	3,618	36,183	0	0	602,906	65,893	8,138	3,548	6,347,023
	London	62,994	161,787	27,491	17,226	1,467	3,365	0	0	228,143	35,821	7,515	2,029	1,607,031
	England	247,608	1,155,032	166,405	108,149	7,090	66,832	0	0	1,533,834	195,233	39,616	9,744	18,217,234
Social	North	94,480	59,809	46,720	116,117	3,354	27,320	0	0	232,427	110,266	105,126	2,254	1,485,423
	Midlands	51,981	58,836	23,566	46,449	14,543	20,863	0	0	148,258	79,525	47,131	4,486	805,825
	South	95,692	104,233	33,892	112,346	6,246	29,985	0	0	288,442	153,683	80,724	10,570	1,480,066
	London	127,925	75,458	28,190	36,219	31,410	14,777	0	0	183,064	115,227	78,744	4,462	780,196
	England	370,078	298,336	132,369	311,131	55,553	92,945	0	0	852,192	458,701	311,724	21,772	5,464,210
Priv Rent	North	48,908	37,256	12,397	41,659	0	17,054	67,737	117,863	236,749	171,364	20,680	2,791	816,719
	Midlands	22,361	20,261	4,054	35,362	6,525	20,818	44,694	50,076	131,702	80,661	9,201	11,829	516,642
	South	68,669	59,210	12,185	24,466	12,088	11,139	93,057	155,831	330,534	236,995	15,934	15,003	1,249,460
	London	36,085	33,364	12,234	15,477	7,054	8,422	30,682	23,842	133,423	106,046	8,564	23,330	495,303
	England	176,023	150,092	40,869	116,964	25,667	57,432	236,171	347,612	832,408	595,066	54,380	52,953	3,515,011
All tenures	North	208,751	397,441	100,542	192,147	5,359	55,270	67,737	117,863	871,852	335,978	139,620	7,655	6,845,495
	Midlands	121,463	307,372	72,025	99,278	21,068	58,068	44,694	50,076	580,070	199,356	66,482	17,872	4,472,582
	South	236,490	628,039	99,161	175,896	21,952	77,307	93,057	155,831	1,221,882	456,571	104,795	29,121	9,076,549
	London	227,005	270,609	67,915	68,923	39,931	26,564	30,682	23,842	544,630	257,094	94,823	29,821	2,882,530
	England	793,709	1,603,461	339,643	536,244	88,310	217,209	236,171	347,612	3,218,434	1,249,000	405,720	84,468	23,277,156

Table 1B
Percentage of households by specific needs and overall need by broad region by existing tenure, England
2018/19

Present tenure	Broad region	Over-crowded	Concealed single	Concealed Cpl / LPF	Affordability problem	Unsuitable family	External condition	Unsuitable health/age	Unaffordable PRS	Any need	Any need Soc Rent	Any need Inter Rent	Any need Shr Own	Total households
<i>ten3</i>	<i>breguk</i>	<i>ocrowd2</i>	<i>indconceal2h</i>	<i>concfam</i>	<i>affprob1</i>	<i>unsuitfam4h</i>	<i>condprb4h</i>	<i>unsuithlth4h pr</i>	<i>unaffpr</i>	<i>anyneed6</i>	<i>anyneed6 sr</i>	<i>anyneed6 ir</i>	<i>anyneed6s o</i>	<i>nhhd</i>
Own	North	1.4%	6.6%	0.9%	0.8%	0.0%	0.2%	0.0%	0.0%	8.9%	1.2%	0.3%	0.1%	100.0%
	Midlands	1.5%	7.2%	1.4%	0.6%	0.0%	0.5%	0.0%	0.0%	9.5%	1.2%	0.3%	0.0%	100.0%
	South	1.1%	7.3%	0.8%	0.6%	0.1%	0.6%	0.0%	0.0%	9.5%	1.0%	0.1%	0.1%	100.0%
	London	3.9%	10.1%	1.7%	1.1%	0.1%	0.2%	0.0%	0.0%	14.2%	2.2%	0.5%	0.1%	100.0%
	England	1.4%	6.3%	0.9%	0.6%	0.0%	0.4%	0.0%	0.0%	8.4%	1.1%	0.2%	0.1%	100.0%
Social	North	6.4%	4.0%	3.1%	7.8%	0.2%	1.8%	0.0%	0.0%	15.6%	7.4%	7.1%	0.2%	100.0%
	Midlands	6.5%	7.3%	2.9%	5.8%	1.8%	2.6%	0.0%	0.0%	18.4%	9.9%	5.8%	0.6%	100.0%
	South	6.5%	7.0%	2.3%	7.6%	0.4%	2.0%	0.0%	0.0%	19.5%	10.4%	5.5%	0.7%	100.0%
	London	16.4%	9.7%	3.6%	4.6%	4.0%	1.9%	0.0%	0.0%	23.5%	14.8%	10.1%	0.6%	100.0%
	England	6.8%	5.5%	2.4%	5.7%	1.0%	1.7%	0.0%	0.0%	15.6%	8.4%	5.7%	0.4%	100.0%
Priv Rent	North	6.0%	4.6%	1.5%	5.1%	0.0%	2.1%	8.3%	14.4%	29.0%	21.0%	2.5%	0.3%	100.0%
	Midlands	4.3%	3.9%	0.8%	6.8%	1.3%	4.0%	8.7%	9.7%	25.5%	15.6%	1.8%	2.3%	100.0%
	South	5.5%	4.7%	1.0%	2.0%	1.0%	0.9%	7.4%	12.5%	26.5%	19.0%	1.3%	1.2%	100.0%
	London	7.3%	6.7%	2.5%	3.1%	1.4%	1.7%	6.2%	4.8%	26.9%	21.4%	1.7%	4.7%	100.0%
	England	5.0%	4.3%	1.2%	3.3%	0.7%	1.6%	6.7%	9.9%	23.7%	16.9%	1.5%	1.5%	100.0%
All Tenures	North	3.0%	5.8%	1.5%	2.8%	0.1%	0.8%	1.0%	1.7%	12.7%	4.9%	2.0%	0.1%	100.0%
	Midlands	2.7%	6.9%	1.6%	2.2%	0.5%	1.3%	1.0%	1.1%	13.0%	4.5%	1.5%	0.4%	100.0%
	South	2.6%	6.9%	1.1%	1.9%	0.2%	0.9%	1.0%	1.7%	13.5%	5.0%	1.2%	0.3%	100.0%
	London	7.9%	9.4%	2.4%	2.4%	1.4%	0.9%	0.9%	0.8%	18.9%	8.9%	3.3%	1.0%	100.0%
	England	3.4%	6.9%	1.5%	2.3%	0.4%	0.9%	1.0%	1.5%	13.8%	5.4%	1.7%	0.4%	100.0%

Table 1C

Number of people in households by specific needs and overall need by broad region by existing tenure, England 2018/19

Present tenure	Broad region	Over-crowded	Concealed all	Affordability problem	Unsuitable family	External condition	Unsuitable health/age	Unaffordable PRS	Any need	Any need Soc Rent	Any need Inter Rent	Any need Shr Own
<i>ten3</i>	<i>breguk</i>	<i>ocrowd2</i>	<i>indconceal2h</i>	<i>affprob1</i>	<i>unsuitfam4h</i>	<i>condprb4h</i>	<i>unsuithlth4hpr</i>	<i>unaffpr</i>	<i>anyneed6</i>	<i>anyneed6sr</i>	<i>anyneed6ir</i>	<i>anyneed6so</i>
Own	North	312,692	458,104	125,814	6,014	22,751	0	0	853,375	163,054	28,983	11,464
	Mids	265,974	351,309	75,449	0	37,859	0	0	633,638	140,732	15,123	2,319
	South	360,340	698,892	130,691	12,379	79,307	0	0	1,207,197	170,773	12,125	11,419
	GLA	309,564	231,253	43,502	5,869	11,564	0	0	530,928	86,744	10,897	2,942
	England	1,248,569	1,739,558	375,456	24,262	151,481	0	0	3,225,138	561,302	67,129	28,143
Social	North	435,692	148,509	338,044	10,062	69,248	0	0	682,795	384,031	245,733	6,092
	Mids	284,560	107,645	118,161	43,884	46,582	0	0	437,712	267,064	98,597	15,837
	South	505,635	135,687	336,485	25,079	98,479	0	0	811,613	491,660	175,569	47,360
	GLA	604,834	153,001	149,417	116,377	141,087	0	0	635,640	425,502	237,161	9,637
	England	1,830,721	544,843	942,107	195,401	355,396	0	0	2,567,761	1,568,257	757,060	78,927
Priv Rent	North	230,313	81,148	124,165	0	58,629	186,185	223,275	610,817	431,203	30,879	5,679
	Mids	99,347	33,150	94,899	19,575	50,563	113,131	129,564	337,450	191,080	35,651	45,258
	South	150,608	77,826	66,248	36,217	37,497	214,260	357,403	714,101	449,442	21,230	44,855
	GLA	138,833	98,607	66,471	28,300	8,422	96,583	62,312	407,381	324,536	30,343	63,242
	England	619,101	290,731	351,783	84,093	155,111	610,158	772,555	2,069,749	1,396,262	118,104	159,033
All Tenures	North	978,697	687,761	588,023	16,076	150,628	186,185	223,275	2,146,987	978,289	305,596	23,234
	Mids	649,881	492,104	288,508	63,459	135,004	113,131	129,564	1,408,800	598,875	149,371	63,414
	South	1,016,582	912,405	533,424	73,675	215,283	214,260	357,403	2,732,911	1,161,876	208,924	103,634
	GLA	1,053,231	482,861	259,390	150,546	161,073	96,583	62,312	1,573,948	836,783	278,401	75,821
	England	3,698,390	2,575,131	1,669,346	303,756	661,988	610,158	772,555	7,862,647	3,575,822	942,292	266,103

Table 1D

Number of children in households by specific needs and overall need by broad region by existing tenure, England 2018/19

Present tenure	Broad region	Over-crowded	Concealed all	Affordability problem	Unsuitable family	External condition	Unsuitable health/age	Unaffordable PRS	Any need	Any need Soc Rent	Any need Inter Rent	Any need Shr Own
<i>ten3</i>	<i>breguk</i>	<i>ocrowd2</i>	<i>indconceal2h</i>	<i>affprob1</i>	<i>unsuitfam4h</i>	<i>condprb4h</i>	<i>unsuithlth4hpr</i>	<i>unaffpr</i>	<i>anyneed6</i>	<i>anyneed6sr</i>	<i>anyneed6ir</i>	<i>anyneed6so</i>
Own	North	65,813	33,594	58,128	2,005	0	0	0	131,385	50,986	8,662	6,519
	Mids	56,064	30,651	16,817	0	1,779	0	0	85,122	35,011	1,319	202
	South	69,144	70,358	48,240	5,144	10,172	0	0	181,405	46,849	1,221	5,052
	GLA	38,674	7,974	11,169	2,935	3,541	0	0	51,184	21,794	376	101
	England	229,695	142,578	134,354	10,083	15,491	0	0	449,096	154,640	11,578	11,875
Social	North	142,473	46,309	140,074	3,354	16,075	0	0	228,939	132,175	82,472	341
	Mids	105,361	20,416	53,875	18,376	12,442	0	0	147,004	113,282	20,496	3,131
	South	207,115	2,206	147,714	14,637	35,712	0	0	270,601	205,033	49,609	8,997
	GLA	220,593	48,167	65,303	58,743	78,811	0	0	225,012	164,902	70,788	3,034
	England	675,542	117,098	406,965	95,110	143,040	0	0	871,556	615,392	223,366	15,503
Priv Rent	North	64,906	18,336	51,947	0	23,938	46,065	64,651	173,271	142,052	1,240	572
	Mids	62,866	1,326	42,655	13,050	15,499	24,255	69,093	129,704	87,226	17,825	21,929
	South	18,923	1,782	35,377	17,032	11,243	45,231	150,230	211,175	173,158	53	5,104
	GLA	51,757	2,339	28,636	7,054	0	34,879	29,416	122,506	103,349	6,327	11,726
	England	198,452	23,783	158,615	37,136	50,680	150,429	313,391	636,656	505,785	25,445	39,330
All Tenures	North	273,191	98,240	250,150	5,359	40,012	46,065	64,651	533,596	325,213	92,374	7,432
	Mids	224,292	52,393	113,346	31,426	29,720	24,255	69,093	361,830	235,520	39,641	25,262
	South	295,182	74,347	231,331	36,813	57,127	45,231	150,230	663,181	425,040	50,883	19,153
	GLA	311,024	58,480	105,108	68,731	82,351	34,879	29,416	398,702	290,045	77,491	14,861
	England	1,103,690	283,459	699,935	142,329	209,210	150,429	313,391	1,957,308	1,275,818	260,388	66,708

Table 1E**Number of households, people and children by specific needs by whether can only afford social renting, England 2018/19**

Demographic	Affordability Band	Over-Crowded	Concealed all	Affordability Problem	Unsuitable Family	External Condition	Unsuitable Health /age	Unaffordable PRS	Any Need
Households	Other tenures	406,998	1,583,189	199,595	38,782	110,183	104,552	27,306	1,969,434
	Social Rent	387,690	362,335	337,303	49,528	107,026	131,618	320,306	1,249,000
People	Other Tenures	1,827,644	1,981,002	509,981	121,778	255,470	278,045	58,592	4,286,825
	Social rent	1,874,662	594,129	1,163,289	181,979	406,518	332,113	713,963	3,575,822
Children	Other tenures	363,099	194,200	150,603	57,183	15,398	68,597	22,754	681,490
	Social Rent	740,590	89,259	550,640	85,146	193,812	81,833	290,636	1,275,818

Table 1F

Household type breakdown of households, people and children in need by whether can only afford social renting, England

2018/19

All in need

Household Type	Households	%	People	%	Children	%
Single	1,095,550	34%	1,103,143	14%	0	0%
Couple / 2 Adults	470,195	15%	949,573	12%	0	0%
Lone Parent	446,080	14%	1,163,140	15%	647,798	33%
Couple with children	401,236	12%	1,796,340	23%	893,187	46%
Multi Adult	503,635	16%	2,448,872	31%	416,322	21%
1-2 Pensioner	301,738	9%	401,579	5%	0	0%
Total	3,218,434	100%	7,862,647	100%	1,957,308	100%

Need for social renting

Household Type	Households	%	People	%	Children	%
Single	332,863	27%	387,330	11%	0	0%
Couple / 2 Adults	53,207	4%	119,867	3%	0	0%
Lone Parent	271,888	22%	749,870	21%	430,149	34%
Couple with children	232,434	19%	1,158,581	32%	617,661	48%
Multi Adult	173,167	14%	915,673	26%	228,008	18%
1-2 Pensioner	185,440	15%	244,501	7%	0	0%
Total	1,249,000	100%	3,575,822	100%	1,275,818	100%

Need for other tenures

Household Type	Households	%	People	%	Children	%
Single	762,686	39%	715,813	17%	0	0%
Couple / 2 Adults	416,988	21%	829,706	19%	0	0%
Lone Parent	174,192	9%	413,271	10%	217,649	32%
Couple with children	168,802	9%	637,759	15%	275,527	40%
Multi Adult	330,468	17%	1,533,199	36%	188,314	28%
1-2 Pensioner	116,298	6%	157,078	4%	0	0%
Total	1,969,434	100%	4,286,825	100%	681,490	100%

Table 2A**Number of core homeless households by category and whether additional to household needs numbers by broad region, England 2018/19.**

Broad Region	Rough Sleepers	Unconventional Accommodation	Hostel, etc.	Unsuitable Temp Acc	Sofa Surfer	Total Core Homeless	Core H'less not in Hshld
North	4,102	4,432	11,722	1,045	21,112	42,413	28,268
Midlands	2,132	3,540	15,291	656	16,536	38,060	27,076
South	4,718	7,708	9,825	4,816	38,773	65,987	39,861
London	2,509	3,640	4,585	12,227	41,421	63,948	36,631
England	13,460	19,319	41,424	18,744	117,842	210,409	131,836

Note: final column excludes 2/3rd of sofa surfers assumed to be captured in household surveys

Table 2B**Percentage of core homeless households by category and whether additional to household needs numbers by broad region, England 2018/19.**

Broad Region	Rough Sleepers	Unconventional Accommodation	Hostel, etc.	Unsuitable Temp Acc	Sofa Surfer	Total Core Homeless	Core H'less not in Hshld
North	0.06%	0.06%	0.17%	0.02%	0.31%	0.62%	0.41%
Midlands	0.05%	0.08%	0.34%	0.01%	0.37%	0.85%	0.85%
South	0.05%	0.08%	0.11%	0.05%	0.43%	0.73%	0.73%
London	0.09%	0.13%	0.16%	0.42%	1.44%	2.22%	2.22%
England	0.06%	0.08%	0.18%	0.08%	0.51%	0.90%	0.90%

Table 2C**Number of core homeless population by category and whether additional to household needs numbers by broad region, England 2018/19.**

Broad Region	Rough Sleepers	Unconventional Accommodation	Hostel, etc.	Unsuitable Temp Acc	Sofa Surfer	Total Core Homeless	Core H'less not in Hshld
North	4,389	5,318	17,584	1,881	40,113	69,285	42,409
Midlands	2,281	4,248	22,937	1,181	31,418	62,064	41,014
South	5,048	9,249	14,738	8,668	73,668	111,372	62,014
London	2,685	4,368	6,878	22,009	78,701	114,641	61,911
England	14,402	23,183	62,137	33,740	223,900	357,362	207,349

Table 3A**Number of other statutory and wider homeless households at risk deemed additional to household needs numbers by broad region, England 2018/19.**

Broad Region	Concealed Households	Sharing Households	Ex-PR Tenants	Suitable Temp Acc	Non-Perm/ Ex Instit/	Net Total Wider Homeless
North	15,219	6,141	11,132	3,829	11,201	47,522
Midlands	9,987	6,199	8,682	3,714	11,565	40,147
South	16,045	8,811	22,198	18,970	33,683	99,706
London	8,623	9,813	8,506	36,682	5,316	68,940
England	49,874	30,963	50,517	63,195	53,856	248,404

Note: Households at risk of becoming homeless within one year from different situations, plus
 statutorily homeless households not within core homeless but in these situations

Table 3B**Percentage of households who are other statutory and wider homeless at risk deemed additional to household needs numbers by broad region, England 2018/19.**

Broad Region	Concealed Households	Sharing Households	Ex-PR Tenants	Suitable Temp Acc	Non-Perm/ Ex Instit/	Net Total Wider Homeless
North	0.22%	0.09%	0.16%	0.06%	0.16%	0.69%
Midlands	0.22%	0.14%	0.19%	0.08%	0.26%	0.90%
South	0.18%	0.10%	0.24%	0.21%	0.37%	1.10%
London	0.30%	0.34%	0.30%	1.27%	0.18%	2.39%
England	0.21%	0.13%	0.22%	0.27%	0.23%	1.07%

Table 3C**Number of people in other statutory and wider homeless households at risk deemed additional to household needs numbers by broad region, England 2018/19.**

Broad Region	Concealed Households	Sharing Households	Ex-PR Tenants	Suitable Temp Acc	Non-Perm/ Ex Instit/	Net Total Wider Homeless
North	27,394	8,720	20,593	7,658	14,562	78,927
Midlands	17,977	8,802	16,062	7,428	15,035	65,304
South	28,881	12,511	41,066	37,940	43,787	164,185
London	15,521	13,934	15,735	73,365	6,911	125,466
England	89,773	43,967	93,457	126,390	70,012	423,599

Table 4A**Overall number of households in need including homeless where social renting is most appropriate tenure, by broad region, England 2018/19**

Broad Region	Any Hshld Need and Soc Rent	Core or Wider Homeless	Total in Need & Social Rent	Total in Need & Inter Rent	Total in Need & Shr Own
North	335,978	75,790	411,767	139,620	7,655
Midlands	199,356	67,223	266,579	66,482	17,872
South	456,571	139,567	596,138	104,795	29,121
London	257,094	105,571	362,665	94,823	29,821
England	1,249,000	388,150	1,637,150	405,720	84,468

Table 4B**Overall percentage of households in need including homeless for whom social renting is most appropriate tenure, by broad region, England 2018/19**

Broad Region	Any Hshld Need and Soc Rent	Core or Wider Homeless	Total in Need & Social Rent	Total in Need & Inter Rent	Total in Need & Shr Own
North	4.9%	1.1%	6.0%	2.0%	0.1%
Midlands	4.5%	1.5%	6.0%	1.5%	0.4%
South	5.0%	1.5%	6.6%	1.2%	0.3%
London	8.9%	3.7%	12.6%	3.3%	1.0%
England	5.4%	1.7%	7.0%	1.7%	0.4%

Table 4C

Overall population in households in need including homeless where social renting is most appropriate tenure, by broad region, England 2018/19

Broad Region	Any Hshld Need and Soc Rent	Core or Wider Homeless	Total in Need & Social Rent	Total in Need & Inter Rent	Total in Need & Shr Own
North	978,289	121,336	1,099,625	305,596	23,234
Midlands	598,875	106,318	705,193	149,371	63,414
South	1,161,876	226,199	1,388,074	208,924	103,634
London	836,783	187,377	1,024,160	278,401	75,821
England	3,575,822	641,231	4,217,052	942,292	266,103