

IMPACT REPORT

2024/25





**THE HOUSING
SYSTEM IS BROKEN.
TOGETHER WE CAN
FIX IT. WE CAN
CREATE A BETTER
FUTURE WHERE
EVERYONE HAS
ACCESS TO A
SAFE AND
SECURE
HOME.**





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INTRODUCTION

FROM TIM GUTTERIDGE AND HELEN MACNAMARA

Over the past year, we have celebrated monumental victories in the fight for home. Following tireless campaigning from thousands of Shelter supporters like you, the new government made firm commitments to tackle the housing emergency, with a manifesto pledge to deliver “the biggest boost to social housing in a generation”.

However, commitments alone do little to help the thousands of people forced to sleep rough on the streets, and the hundreds of thousands of people trapped in unstable temporary accommodation, including over 169,000 children. This is the highest since records began. With many others at risk of homelessness, and as the housing emergency has continued to worsen, we have worked tirelessly to hold the new government to account and turn their words into meaningful action.

Activism and ambition for lasting change continues to be at the heart of everything we do. Alongside fighting on the national stage with campaigns, policy development and research, we’ve fought for people’s rights through our community-based services, national helpline and webchat. As you will read in this report, our services have transformed lives this year. Their lived experience underpins our activism and informs our approach every step of the way in driving meaningful and lasting change for generations to come.

CHANGE STARTS WITH COMMUNITIES

We know that social change is built on communities standing together. This year we have continued to stand with communities through our eleven local hubs in London, Manchester, Liverpool, Blackburn, Norwich, Bournemouth, Plymouth, Newcastle, Bristol, Birmingham and Sheffield.

Our community-based advice, advocacy and support is particularly vital for those who might otherwise fall through the cracks. To prevent this, we have delivered targeted outreach in locations like foodbanks, family hubs and job centres across the country. We have also delivered housing rights workshops to empower communities to navigate complex housing systems and advocate for themselves.

Through local lived experience groups, we have provided opportunities for those at the sharp end of the housing emergency to influence policy and practice on a local and national level. For example, this year Bristol City Council consulted our Women’s Action Group when designing their women’s rough sleeping census and local domestic abuse and housing policy.

Our Community Organisers have continued to support local campaigners to take action on local issues, like our Norwich Renters Collective’s massive victory in their Anglia Square development campaign. Back in 2022, a private developer was set to build less than 10% affordable housing at the site. After more than 2 years of campaigning, Norwich Council announced the purchase of Anglia Square and their ambition to build 50% social housing on the site. A huge win which will deliver truly affordable homes for those who need them most.

LEADING A NATIONAL MOVEMENT

During an overwhelming year of rapidly shifting news cycles and consecutive crises, our national platform has been critical to keep the housing emergency at the forefront of public and government conversations. Alongside highlighting the urgency and scale of England's housing emergency, we have presented clear, credible solutions which are beginning to take root in national policy.

In June, we welcomed the Government's announcement of their £39 billion investment into social and affordable housing. We've also played a key role in shaping the upcoming Renters Rights Act, which will bring vitally needed stability to the more than 11 million people in private rented accommodation across England. These are both huge steps in the right direction, but the Government must do more to meaningfully address, and end the housing emergency. You can read more about our campaign for renter's rights and our Investment in Social Housing campaign on page 11.

At her first Budget as Chancellor, Rachel Reeves cited Shelter when announcing limits to the Right-to-Buy Scheme, which are essential to protect England's existing social homes. During Labour's first party conference after forming government, Shelter hosted a packed event on tackling the housing emergency with Greater Manchester Mayor Andy Burnham, Housing Secretary Angela Rayner and

lived experience campaigner from our Liverpool Hub Ray. Reflecting on the experience, Ray said

"I've gone from sleeping in a freezing cold park in Liverpool to speaking about homelessness at the Labour Party Conference. Thank goodness for the beautiful people at Shelter – and its supporters – who can be there for people like me."

These are just some of the dozens of times over the past year where Shelter has played a leading role in the national movement for housing justice.

THANK YOU FOR FUELLING OUR FIGHT FOR HOME

From fighting for a safe and stable home for thousands of people through our frontline services, to campaigning for landmark legislation, everything we've achieved this year was made possible by generous supporters like you.

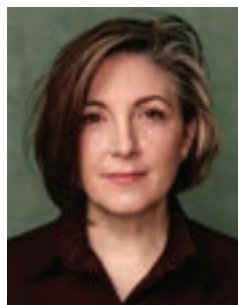
While we have much to celebrate, it is essential that we keep going. Over the past year, we have seen record high numbers of children in temporary accommodation and the building of social homes is yet to increase from historically low levels.

We hope you'll be inspired by the stories in the following pages, because they show that together, we can achieve transformational impact in the face of enormous challenges.



A blue ink signature of Tim Gutteridge, featuring a series of vertical lines followed by a horizontal stroke.

TIM GUTTERIDGE
CEO (INTERIM)



A blue ink signature of Helen Macnamara, featuring a stylized 'H' followed by a series of loops.

HELEN MACNAMARA
CHAIR OF TRUSTEES

OUR YEAR AT A GLANCE

ACROSS OUR SERVICES IN ENGLAND IN 2024/25

16,721

households received advice
from our emergency helpline

13,130

households came to our local hubs
in England for advice and support

Our legal advice services
worked with

4,950

HOUSEHOLDS

Our professional advice
services responded to

16,796

QUERIES

from other organisations
needing our housing expertise

Our justice services
assisted

4,974

CASES

with people in custody
and in the community

7.4 MILLION

visits to our Shelter England online
advice and services pages

18,043

conversations were had
on our webchat service

TOP 10 ONLINE ADVICE PAGES

- 1 Emergency housing from the council
- 2 Emergency grants loans and money help
- 3 Eviction section 21 eviction
- 4 Check if your home is overcrowded by law
- 5 Section 21 eviction: How to check a section 21 notice is valid
- 6 Damp and mould in rented homes
- 7 How to find landlords who accept benefits
- 8 Get help from the council
- 9 Section 21 eviction: How long a section 21 eviction takes
- 10 Section 21 eviction: Staying after a section 21 notice

13,700

households – representing 48% of those who received advice from the hubs or emergency helpline– saw a positive change in their housing situation and directly attributed this to the support they received.

UNDERSTANDING MORE ABOUT THE POSITIVE CHANGE

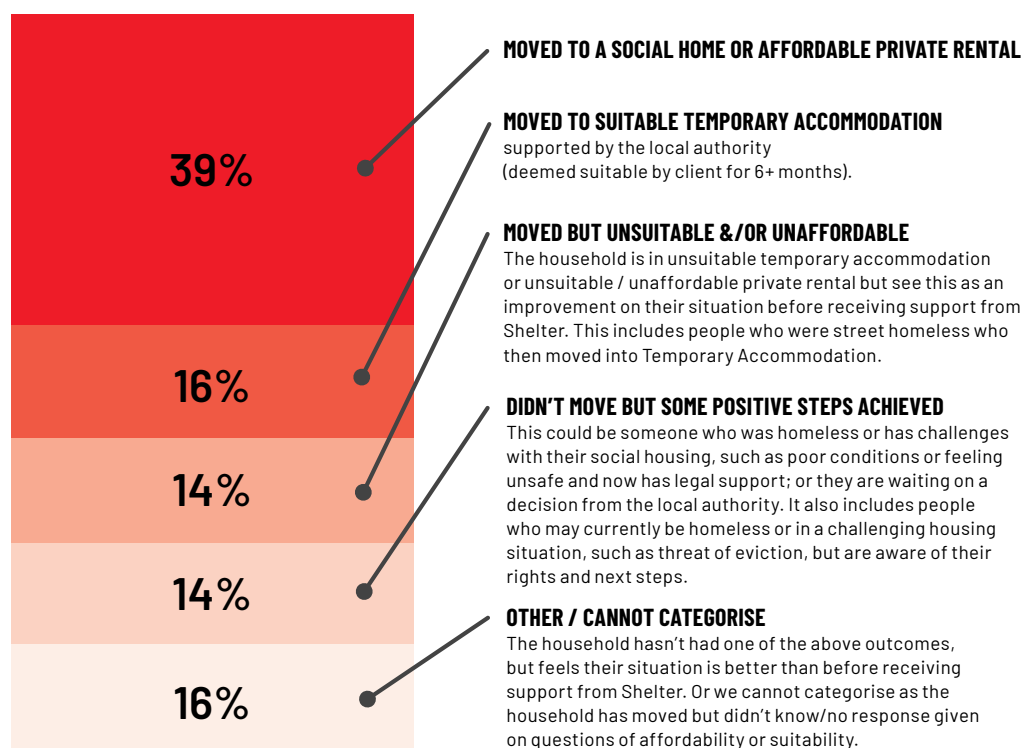
Our ambition for everyone is that they have a safe, settled and affordable home.

We wanted to know how many households who experienced a positive change in their housing situation had achieved this. Understanding this helps us assess the impact of our advice and what further action is needed to improve the system for people navigating the housing emergency.

We asked those who had seen an improvement in their housing situation to share more details about their experience. Their responses allowed us to assess the extent of their progress and categorise their positive outcomes using specific ranking levels.

Out of the 48% who had a positive outcome due to Shelter, the segment we asked achieved the following.

This was an unweighted base of 519 (valid responses). Outcomes Survey 2024-25



Due to systemic challenges such as the critical shortage of social housing, our results show that while advisory, support and legal service are vital for those at the sharp end of the housing emergency, there are limits to the impact our services alone can deliver in any one year. This is why it is so important that we continue to strive for systemic change. Your continued support to improve and enforce the rights of renters and ensure the Government builds enough social homes is crucial in the fight to end the housing emergency for good.

*Percentages add up to 99% due to rounding. Full data set can be found in the Methodology and Appendices report, which can be accessed using this link https://england.shelter.org.uk/what_we_do/our_impact. We asked households who reported a positive outcome in their housing due to our involvement and had either moved, decided they had to move but hadn't yet done so or were homeless when coming to Shelter. This represented a smaller section of the 698 households reporting a positive change in their housing situation because of Shelter (519) and did not include those that, as part of their positive change involved staying where they were.

BELINDA'S STORY

"Every day for the past four years I had to carry my son down the stairs. He is a tall person for his age and he can't hold himself well, so I had to hold him very tightly."

For Belinda, getting out the door every morning with her young son was a quiet act of perseverance, requiring strength, planning and patience. Despite her best efforts to engage with the local authority, Belinda had struggled to get her and Lawrence the social home which they were entitled to. She had been met with barrier after barrier, repeatedly bounced between different agencies. As a result they were living in a single small room, on the first floor of a house, crammed together with all their belongings.

"We shared the house with five other people not including us. My son has conditions which mean he has low immunity, so I couldn't take him around the house. Also he's disabled so couldn't use the staircase. He needs a lot of equipment to help with daily life and I had to keep everything inside the room which was already very small. We were struggling with giving him a bath because I had to be careful of infection. So I had to do everything literally in the room."

HOME IS EVERYTHING



Every day Belinda would do her best to wash her son in their room, pick out their clothes, carry her son's wheelchair and things for the day down the stairs, then go back up and carry her son out of the house. This routine had been grinding on for four years.

It is increasingly common for families with additional needs to be living in unsuitable properties. Over the past decade social housing building has been at its lowest levels since the 1940's. With over a million people on the waiting list for social homes, skyrocketing private rents and landlords often unwilling to install accessibility adaptations in their properties, families like Belinda and her son are forced to live in dangerous conditions.

Then one day, while carrying her son's wheelchair down the stairs, Belinda slipped and fell.

"My ankle was very, very hurt. I couldn't walk up the staircase and had to crawl. The pain was a lot and I couldn't stand on it".

"After the fall, we had a social worker and she introduced us to Karen at Shelter...she came to the place and she saw how it was. I felt like I had somebody to listen to me for the first time...That was the first time I actually thought I could get some help."



Karen, a Housing Rights Worker at Shelter's London hub, contacted the council on Belinda's behalf and explained how their home was not suitable, spelling out the many safety concerns, and stressing why it was not safe for them to continue living there.

"She was always calling to see if I have received anything. If I say no, she goes back to talk to them. Then somebody would call me within minutes. It was amazing. She kept me informed all the way and that helped."

The family now lives in a spacious two-bedroom flat on the ground floor.

"Mentally and physically we are now very good. This place is in a very peaceful area, my son is very calm and it's closer to his school too, so everything's very good here. Shelter also helped us get to beds to sleep on. We feel very happy, very, very happy."



It had taken me over four years to get nowhere. When Shelter took it on, after just a month everything was changed.



CHANGING THE HOUSING SYSTEM

Housing now has a prominent place in the national conversation, due to record levels of homelessness and thousands of people across the country struggling with soaring rents and unsuitable conditions. To change this, Shelter's priorities this year have been influencing the Renters Rights Bill and continuing to fight for the building of new social homes.



RENTERS' RIGHTS BILL

The introduction of the Renters' Reform Bill, as it was initially known, to Parliament in May 2023 was a major milestone in our campaign to secure lasting change for England's 11 million renters. However, turning that milestone into real and lasting change for renters has been a long, uphill battle. Over the past year we have worked with MPs, campaigners, and more than 100,000 supporters to maintain pressure on the Government to deliver meaningful change.

By providing feedback and evidence directly to politicians, we challenged proposed amendments to the bill that would have weakened its impact. With an average of 500 renters being served Section 21 "no-fault" eviction notices every day, rent hikes far exceeding inflation and people forced

to live in dangerous conditions for fear of retaliatory evictions, the stakes could not be higher.

Throughout our fight for a fair, just bill, our asks to the Government have been attainable, realistic and evidence based. And now, the Renters' Rights Bill is about to be turned into law.

With the new bill, we hope that unfair evictions, excessive advance rents and unjustified rent increases will soon be a thing of the past. The Government must improve security for private renters, meaningfully tackle discrimination within the housing system, and hold law-breaking landlords to account.



INVESTMENT IN SOCIAL HOUSING

Despite the UK being one of the richest countries in the world, the housing emergency continues to drive record numbers of homelessness. The number of households in England living in temporary accommodation has more than doubled since 2010, from 48,000 to 120,000. This is the highest figure since records began.

At the same time, the wait for family-size social housing has risen to more than 100 years in parts of England, and over 160,000 children are homeless, living in temporary accommodation. People living in temporary accommodation often live with rampant issues of disrepair, damp and mould, and no cooking or laundry facilities. Residents are frequently moved on short notice, often away from their home area, schools, workplaces and support networks.

Without enough safe and secure social homes, local authorities are unable to provide people with what they are entitled to.

Our Invest in Social Housing campaign had a clear, attainable and urgent message to the Government to fix this: commit to delivering 90,000 social rent homes a year until 2029.

The argument that the country cannot afford to build social homes no longer stands. Ahead of the Government's Spending Review, Shelter brought together top economists, industry leaders, and policy experts to make the fiscal and economic case for investing in social homes. [Their report](#) includes rigorous analyses of how the economy is damaged by the housing emergency and strengthened by building social housing.

We also amplified the voices of people with lived experience. To call for more social housing and highlight the value and benefits of social homes for people, musician [Craig David contributed his powerful story](#), revisiting the social home he grew up in. His message was shared widely on social media, reaching millions of people. We also sent an open letter to the Chancellor of the Exchequer Rachel Reeves, signed by more than 20,000 supporters, urging her to commit to social housing investment.

Through continued campaigning, collaboration with experts and the wider sector, we equipped people with the knowledge and resources needed to make their voices heard, which the Government could no longer ignore.

In June, Rachel Reeves announced a £39 billion investment over 10 years for social and affordable housing, a significant and positive step for people who are struggling with their housing.

In July, we heard that at least 60% of the homes being built using this investment will be social rent homes. Social rent homes are the only homes with rents linked to local incomes, and are the only homes affordable for many people. This is a hugely positive step in the fight to end the housing emergency.

But the fight isn't over. To truly tackle the root causes of the housing emergency, the government must build 90,000 social rent homes each year for the next 10 years. We will continue to push government to set this target and ensure that developers build their fair share of truly affordable homes. Together we can build a future where everyone has access to a safe, secure and decent home.



LOOKING AHEAD

We have celebrated major victories in our fight for home over the past year thanks to supporters like you. But we will not stop striving until everyone in England has a safe and stable home.

This year, Shelter is excited to welcome our new CEO Sarah Elliot.

Sarah has over 15 years of senior leadership experience in the non-profit sector and joins from the role of CEO of the National Council for Voluntary Organisations (NCVO) – England's largest membership organisation for the voluntary sector. She also brings a deep understanding of issues relating to homelessness and insecure housing from her service on the board at food poverty charity Trussell.

On joining as CEO, Sarah said

"I am honoured to have the opportunity to build on Shelter's incredible track record successfully campaigning for, and supporting, those affected by the housing emergency. Like everyone who is part of this incredible charity, I am impatient for change and am determined to help us deliver it."

SARAH ELLIOT



Sarah will lead the delivery of our new, four-year Strategic Plan. Between 2025 and 2029, we will focus on three strategic goals;

- 1 Demand and secure a new generation of social homes**
- 2 Strengthen and enforce the right to a safe home for all**
- 3 Build a coalition to secure long-term change**

These goals have been co-created with people with lived experience, building on the deliberative research that informed our 2024 general election manifesto in England.

Anti-racism, equity and inclusion is embedded in all three strategic goals. We will continue to call out racism and work with our supporters, fellow campaigners and politicians to break down the systemic racism that is part of our housing system. We will work alongside the people most affected and implement the recommendations of an extensive review into how race affects how people access and experience our services.



TO ACHIEVE OUR GOALS, WE WILL...

- Deliver unmissable campaign action. This year, figures like Suggs, Naomie Harris and Craig David shared their experiences of growing up in social housing, garnering national news coverage and millions of impressions across our platforms. We have more exciting campaign action and collaborations planned to build a national movement behind our strategy.

- Undertake cutting-edge research and policy development. We will continue to work closely with the government on the Renters Rights Act. We'll also progress our research to develop the economic case for building social rent homes.

- Provide vital national services. Shelter's free national helpline and webchat, and local advice services at our hubs will be there for people in urgent need of support with housing issues. We will continue to update and expand our directory of online advice pages, making complex housing legislation easy to understand.

- Drive local action. Like from our dedicated Family Services, which will continue to prevent and resolve child homelessness in Sheffield, Bristol and London, to our North-East Community Organiser who is supporting residents in the former mining town of Horden to campaign for a fairer regeneration process.

None of this will be possible without generous support from our partners and supporters. By standing with Shelter this year, you can help us to achieve our strategic goals and bring an end to the housing emergency. You'll also directly support thousands of people in immediate need of housing support, like the Marshall Family* in Birmingham.

The Marshalls were living in dangerous conditions, with two adults and four children confined to a tiny space which was covered in damp. Staff from Shelter's Birmingham hub visited the family and gathered evidence that their accommodation was damaging the family's health.

Their furniture, bedding and mattresses were soddened wet, and the family were suffering with a range of health issues including asthma, bronchitis, and sinus infections. After Shelter's legal team presented their case to the council, the family were quickly moved to a new home that was clean, safe and spacious. The Marshall family are now happy and settled with the stability and comfort they deserve.

**Name changed to protect anonymity.*



METHODOLOGY 24/25

This report is informed by the following:

- 1** Government official statistics on homelessness; rents, lettings and tenancies and government press releases/reports.
- 2** Research conducted by the Office for National Statistics and the Institute for Fiscal Studies.
- 3** Published research conducted, commissioned or joint commissioned by Shelter.
- 4** Shelter analysis of government figures on the private rented sector and housing benefit.
- 5** Shelter Advice and Support Outcomes Survey for England 2024/25: The Outcomes Survey is a quantitative telephone and online survey that was carried out with approximately 2,000 clients from England by research agency M·E·L Research.
- 6** Shelter internal management records provides the figures on how many people we help each year through our emergency helpline, digital, face-to-face, legal and professional advice services, as well as engagement figures for campaigns.
- 7** Shelter project data was also gathered from a number of projects that collect routine information on outcomes and outputs throughout their delivery.

The Methodology and Appendices report contains more detailed information and can be accessed via this link:

https://england.shelter.org.uk/what_we_do/our_impact

CONTACT US

To discuss supporting Shelter or to hear more about the projects and services in this report, please get in touch via the following:

For corporate partners:
corporate@shelter.org.uk

For philanthropic partners:
philanthropy@shelter.org.uk

For trusts and foundations:
trusts@shelter.org.uk

For information on leaving a gift in your will:
legacies@shelter.org.uk





We exist to defend the right to a safe home and fight the devastating impact the housing emergency has on people and society.

We believe that home is everything.

shelter.org.uk

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Photography by Michael Hani and Alexandra Smart. Where images feature people, model shots have been used to protect the privacy of people we support.