

Spring Budget 2022 Pre-Budget Briefings

# **Housing and gender**

## Housing and gender

A pre-budget briefing from the UK Women's Budget Group – Spring 2022

### Key points:

- **Women's housing situation differs from that of men, and is generally poorer, in terms of affordability, ownership, safety and overcrowding.**
- **Housing is a known public health issue. Prior to the Covid-19 crisis, poor housing cost the NHS upwards of £1.4 billion per year.**
- **Private renters spend 32% on rent on average. Partly due to the gender pay gap, there is a distinctly gendered difference; average rents in England use up 43% of a woman's median earnings and only 28% of men's.**
- **In terms of home ownership, the median home in England costs over 12 times women's median wages (8 times for men).**
- **The Help to Buy initiative benefits the relatively privileged; in March 2021 average household income for those using the Help to Buy scheme was £63,229.**
- **The treatment of housing assets, rental income, and imputed rents (the flow of benefits homeowners get from their homes) in the taxation system is generous and has been an overlooked option for fiscal and housing policy goals.**
- **Although men are the vast majority of those sleeping rough (84%), women are the majority of people statutorily homeless (67%).**
- **Single mothers are two-thirds of homeless families with children (they are just one quarter of all families with children).**
- **Housing will be a key site of working towards an environmentally sustainable economy. Greenhouse gas emissions from housing contribute 22% of the UK's carbon footprint; 15% from heating and hot water.**

Housing is central to people's daily lives. It can contribute to living standards, opportunities, and wellbeing and so it has an impact on poverty risk, disadvantage, and poor health. It is also a key site for tackling climate change and moving towards a zero-carbon economy.

The Covid-19 pandemic and subsequent lockdowns have caused an economic crisis impacting all areas of life, including housing. It has exposed structural weaknesses in the UK housing system which impact vulnerable and poorer households. Problems of affordability have only got worse during the pandemic. Prices have increased, partly due to the stamp duty holiday and Help to Buy. Overcrowding has increased sharply, and the number of households accepted as homeless and in temporary accommodation has increased.<sup>1</sup>

<sup>1</sup> House of Commons Library (2022) Households in temporary accommodation (England) (<https://bit.ly/3JgLSWG>)

<sup>2</sup> For example Watson, S. (1986) 'Women and housing or feminist housing analysis?', *Housing Studies* 1(1), 1-10; Kennett, P. and Chan, K.W. (eds) *Women and Housing: An International Analysis*, London: Routledge

This briefing provides a gender analysis of the housing situation and housing policy in the UK.

### Women and housing

Understanding of housing differences between women and men remains limited.<sup>2</sup> Official data provides few breakdowns of women's and men's housing needs and circumstances.<sup>3</sup> The majority of individuals live in households with others and most data sources do not distinguish between experiences of individuals within households.

A few studies have found areas where men are disadvantaged in housing. Notably, single men dominate the numbers of people sleeping rough.<sup>4</sup> Women who are the Household Reference Person (HRP) are less likely than male HRPs to be in homes affected by damp. Lone-parent households (90% of

<sup>3</sup> Women's Budget Group (2017) Women, safety and the housing crisis: engagement with policy makers: report of a workshop hosted by the Women's Budget Group at City Hall (<https://bit.ly/35onASj>)

<sup>4</sup> Fitzpatrick, S.; Pawson, H.; Bramley, G.; Wilcox, S.; Watts, B. and Wood, J. (2018) *The Homelessness Monitor: England 2018*, London: Crisis

which are female headed),<sup>5</sup> are as likely or more likely than average to have good quality housing. However, lone-parent households consistently feel the least safe in their homes of all household types.<sup>6</sup>

Women experience housing disadvantage in many ways. On average, women have lower incomes and less capital than men. As a result, they tend to be disadvantaged in a housing system where access to housing is largely determined through the market.<sup>7</sup> Women HRPs, lone-parent households, and single women are overrepresented in poorer housing circumstances.

Due to their lower earnings, women find it more difficult to afford appropriate housing. No region in England is affordable to rent privately on women's median earnings, whereas men can afford every region except London. As for buying property, the median home in England costs over 12 times women's median salary (8 times for men), with housing affordability in different regions ranging from nearly 8 to 18 times women's median salary (5 to 14 times men's median salary).<sup>8</sup>

Whether or not they are part of a household including men, women may have distinctive housing needs. On average they have greater caring commitments, lower wages, and greater risk of intimate partner violence. These affect housing needs in terms of location, tenure, design, cost, housing-related support, and accessibility.

Disabled people<sup>9</sup> are less likely to own their own home than non-disabled people (42% compared to 53%) and are over three times as likely to live in social housing (25% compared with 8%).<sup>10</sup> 68% of local authorities report that developers do not always comply with disabled accessibility

requirements, and currently only 7% of English homes offer 'minimal accessibility' features.<sup>11</sup>

### **The changing UK housing system**

The UK housing system has undergone significant changes marked by a shift in tenure balance, increasing volatility and regional variations. Since the 1990s, each cohort of adults has been slower and less likely to enter home ownership. At times, change has been so rapid that siblings might have different odds of entering ownership.<sup>12</sup> Despite successive governments' professed support for working-class home ownership, the tenure has been increasingly dominated by the middle classes since the 1980s.<sup>13</sup>

Housing affordability, whether rented or purchased, is one of the biggest contemporary public policy issues. Households spending more than one third of their income on housing are often said to be in 'unaffordable' housing. By this definition, 17% of households cannot afford their homes, twice the proportion of twenty years ago.<sup>14</sup>

### **Privately rented accommodation**

The number of people in private rental properties has steadily increased over the past decade. It has slowly overtaken social housing, comprising 19% of housing tenure in England, Wales, and Northern Ireland, and 15% in Scotland.<sup>15</sup> Home ownership has dropped significantly between people aged 25-44 due to lack of affordability, pushing them towards private renting.<sup>16</sup>

The cost of privately rented accommodation has increased significantly over the past 20 years. The rise of housing costs has been the biggest driver of in-work poverty and the high cost of rent has undermined positive steps to increase incomes

<sup>5</sup> ONS (2019) Families and households in the UK (<https://bit.ly/33iiHpi>)

<sup>6</sup> MHCLG Livetables (2020) FA5211 (S706), FA5361 (<https://bit.ly/3hjaFl1>)

<sup>7</sup> For example, Watson, *ibid*; Kennet and Chan, *ibid*; The Guardian (6 Mar 2017) 'Housing is a women's issue: the facts' (<http://bit.ly/2ymRtiP>)

<sup>8</sup> WBG (2019) A home of her own: Housing and women (<http://bit.ly/2P6EwEB>)

<sup>9</sup> A person is considered to be disabled if they report a long-standing illness, disability or impairment which causes substantial difficulty with day-to-day activities, as defined by the Equality Act 2010. Both the Family Resources Survey and the Labour Market Survey identify individuals with disability through self-reporting against a set of criteria based on this definition.

<sup>10</sup> House of Commons Library (Nov 2020) The UN Convention on the Rights of Persons with Disabilities: UK implementation (<https://bit.ly/3pPz7QH>)

<sup>11</sup> Equality and Human Rights Commission (2018) Housing and disabled people: Britain's hidden crisis (<https://bit.ly/2ZpdGtN>)

<sup>12</sup> Joseph Rowntree Foundation (2014) What will the housing market look like in 2040? (<http://bit.ly/2zMXg2H>)

<sup>13</sup> Wallace, A. (2017) 'Financial resilience and security: the impacts of the housing market downturn on low-income home owners in Northern Ireland', pp.135-158 in eds Dewilde, C. and Ronald, R., *Housing, Wealth and Welfare*, Cheltenham: Edward Elgar (p.144)

<sup>14</sup> Institute for Fiscal Studies (2017) The cost of housing for low-income renters (<http://bit.ly/2zQZZGa>)

<sup>15</sup> Family Resources Survey (Mar 2021) Tenure data, Table 3:1 (<https://bit.ly/2YhMfES>)

<sup>16</sup> Affordable Housing Commission (Jul 2020) Making housing affordable after Covid-19 (<https://bit.ly/3iqNsyU>)

elsewhere, such as raising minimum wage levels.<sup>17</sup> Current private rental costs are the highest on record at a median monthly amount of £730, ranging from £500 in the North East to £1,430 in London.<sup>18</sup> On average, private renters spend 32% on rent,<sup>19</sup> however due in part to the gender pay gap, there is a distinctly gendered difference; average rents use up 43% of a woman's median earnings and only 28% of men's.<sup>20</sup>

### Supported housing

Supported accommodation used by women has been affected by cuts to local government funding. Prior to the Covid-19 crisis one in five refugees were already having to turn women away due to lack of capacity.<sup>21</sup>

In addition, 37% of households claiming Housing Benefit are women living on their own and another 14.5% are single mothers.<sup>22</sup>

### Homelessness

Street homelessness doubled from 2009/10 to 2016/17 to almost 5,000 in England and almost 6,000 across the UK.<sup>23</sup> The number of women sleeping rough grew slightly faster. Women make up a minority of street homeless people: 84% of people counted sleeping rough in London in 2020/21 were men.<sup>24</sup> In 2020 street homelessness decreased by a third compared to 2019,<sup>25</sup> in part as a result of the Covid-19 support the government put in place.

Rough-sleeping women tend to be younger than rough-sleeping men and are more likely to be suffering from mental health problems.<sup>26</sup> Black

British women are overrepresented in street homeless populations, representing 20% of street homeless UK citizens.<sup>27</sup>

Homeless women have tended to be overlooked in statistics, research, and policy.<sup>28</sup> Recent research shows that women's homelessness may be underestimated, as women rough sleepers make particular efforts to be inconspicuous. It has distinct causes, including abuse as children and domestic violence.<sup>29</sup>

Despite men making up the majority of street homeless people, women are more likely to experience homelessness at some point in their life.<sup>30</sup> At the start of 2020, female lone-parent households were the largest household type in temporary accommodation (38%).<sup>31</sup> Single mothers are two-thirds (67%) of all statutory homeless families with children.<sup>32</sup>

### Covid-19 and housing inequality

Housing is a known public health issue. Prior to the Covid-19 crisis, poor housing cost the NHS over £1.4 billion per year.<sup>33</sup> However the pandemic has highlighted the impact socio-economic inequalities can have on health, with inadequate housing a part of this debate. Areas with larger numbers of overcrowded housing have had the highest Covid-19 mortality rates.<sup>34</sup>

Overcrowding disproportionately impacts particular communities.<sup>35</sup> In England, Bangladeshi (24%), Pakistani (18%), Black African (16%) and Arab (15%)

<sup>17</sup> IFS (2019) Why has in-work poverty risen in Britain? (<https://bit.ly/3ldYBqE>)

<sup>18</sup> ONS (Jun 2021) Private rental market summary statistics in England: April 2020 to March 2021 (<https://bit.ly/3iAQUch>)

<sup>19</sup> MHCLG (Jul 2021) English Housing Survey: Private rented sector 2019-20 (<https://bit.ly/3oEBesp>)

<sup>20</sup> WBG (2019) A home of her own: housing and women (<https://bit.ly/2y0k3Jc>)

<sup>21</sup> WBG (2019) A home of her own: housing and women (<https://bit.ly/2y0k3Jc>)

<sup>22</sup> Department of Work and Pensions (May 2021) Stat-Xplore Dataset – Housing Benefit data, Table 4: Family type by gender, May 2021 (<https://bit.ly/3af6sd>)

<sup>23</sup> Fitzpatrick et al., op. cit.

<sup>24</sup> Mayor of London (2020) CHAIN Annual Bulletin Greater London: Quarter 3 2020/21 (<https://bit.ly/3swbcWG>)

<sup>25</sup> Homeless Link (2021) Rough sleeping: our analysis (<http://bit.ly/3swcdhs>)

<sup>26</sup> University of York (2018) Women and rough sleeping (<https://bit.ly/3kb2Srt>)

<sup>27</sup> Ibid.

<sup>28</sup> Pleace, N. (2016) 'Exclusion by definition: the under-representation of women in European homelessness statistics', pp.105-126 in eds Pleace, N. and Bretherton, J., *Women and Homelessness in Europe*, London: Palgrave Macmillan

<sup>29</sup> Reeve, K (2018) 'Women and homelessness: putting gender back on the agenda', *People, Place and Policy Online*, 11 (3), 165-174

<sup>30</sup> University of York (2018) Women and rough sleeping (<https://bit.ly/3kb2Srt>)

<sup>31</sup> MHCLG (Sep 2021) Statutory homelessness live table TA2 (<https://bit.ly/3iCryL6>)

<sup>32</sup> Ibid.

<sup>33</sup> Building Research Establishment (2016) The cost of poor housing to the NHS (<https://bit.ly/2ZmSt3V>)

<sup>34</sup> Inside Housing (May 2020) The housing pandemic: four graphs showing the link between Covid-19 deaths and the housing crisis (<https://bit.ly/2GHXc9I>)

<sup>35</sup> Ibid.

households are much more likely to experience overcrowding than White British households (2%).<sup>36</sup> Housing charities have criticised the government for not protecting BAME communities more during the pandemic.<sup>37</sup>

## Government housing policy pre-Covid

### Changes to social housing

Since the 1970s, social housing has been targeted at those on low incomes. By 2000, it was by far the most targeted and redistributive aspect of the entire welfare state.<sup>38</sup> Currently, social housing makes up 17% of housing tenure in England, 15% in Wales and Northern Ireland and 22% in Scotland.<sup>39</sup> Women are overrepresented amongst social renters, largely because they are overrepresented amongst those on lower incomes, and amongst homeless families. In 2019-20, almost a quarter (23%) of social renters were lone females (18% for lone men) and 43% of lone-parent households were social renters.<sup>40</sup>

From 2012, council landlords were no longer required to offer lifetime tenancies, which had been standard since 1980, offering two- to ten-year tenancies instead. This reduced the housing security of many social renters.

In 2012, the level of housing benefit paid to social tenants deemed to have more bedrooms than necessary for their household size was reduced. This reform, known as the 'bedroom tax', received widespread criticism due to the hardship it caused.<sup>41</sup> The Scottish government chose to fund the shortfall, protecting Scottish tenants from the penalty, and the reform was not applied in Northern Ireland.

In 2015, only just over half of housing associations, local authorities, and Arms-length Management Organisations (ALMOs)<sup>42</sup> said they focused on

housing the neediest.<sup>43</sup> A third of social landlords refused at least some tenants because they might be unable to afford social or 'affordable' housing.

Social housing stock has decreased markedly in recent years. From 2012-20 there was a net loss totalling almost 210,000<sup>44</sup> in England with shortages of up to half a million homes forecast by 2025.<sup>45</sup> Despite 70,000 new social rented homes being built, over 280,000 have either been sold, converted to higher rents, or demolished. There is a huge disparity in the number of social houses currently being built across the UK. In England only 11% of new homes have genuinely affordable social rents, compared with 70% for Scotland and over 80% in Wales.<sup>46</sup>

Changes over the past ten years have weakened the housing safety net, transferring risk to tenants and social housing providers. These are likely to have an ongoing negative effect on the most vulnerable women.

### Changes to Housing Benefit

Local Housing Allowance (LHA) rates determine the maximum amount of Housing Benefit that a private renter can claim to help them pay their rent. In the past, Housing Benefit met all the rent of those on low incomes. The number of social renters on Housing Benefit whose rent is fully covered by the benefit has fallen from 70% in 2010-12 to 50% in 2020.<sup>47</sup>

From its introduction in 2008 to 2011, LHA was based on the 50<sup>th</sup> percentile of local rented accommodation, but cut to the 30<sup>th</sup> percentile from 2012. From 2012 to 2016 LHA rates were uprated in line with the Consumer Prices Index (CPI) rather than in line with actual rents, and in 2016 they were frozen (falling in real terms). These changes to LHAs have broken the link between rent and benefit

<sup>36</sup> ONS (Sep 2020) Overcrowded houses (<https://bit.ly/2ZvdIR3>)

<sup>37</sup> Inside Housing (Jun 2020) BAME communities have not been protected during the Covid-19 outbreak, say housing groups (<https://bit.ly/3ioPrDQ>)

<sup>38</sup> Sefton, T. (2002) Recent changes in the distribution of the social wage (<http://bit.ly/2z2xNyX>)

<sup>39</sup> Resources Survey (Mar 2021) Tenure data, Table 3:1 (<https://bit.ly/2YhMfES>)

<sup>40</sup> MHCLG (Dec 2020) English Housing Survey: headline report 2019-20 (<https://bit.ly/3ad6iKY>)

<sup>41</sup> The Guardian (2014) Bedroom tax has failed on every count (<https://bit.ly/3kq3jvi>)

<sup>42</sup> Arm's length management organisations working with local authority owners of council housing

<sup>43</sup> Joseph Rowntree Foundation (2015) How do landlords address poverty? (<http://bit.ly/2j7SAKO>)

<sup>44</sup> Chartered Institute of Housing (Mar 2021) UK Housing Review 2021 highlights shocking fall in numbers of social rented homes (<https://bit.ly/3lgTGFo>)

<sup>45</sup> Affordable Housing Commission (Jul 2020) Making housing affordable after Covid-19 (<https://bit.ly/3iqNsYU>)

<sup>46</sup> Ibid.

<sup>47</sup> Ibid.



levels, creating a large group of people facing shortfalls.<sup>48</sup>

In 2013, the overall benefit payable to working-age households was capped, and the cap was reduced in 2016 to £20,000 per year (£23,000 in London, and £15,000 for single adults). Households in high-rent areas and those with several children were most affected. Furthermore, Housing Benefit is being subsumed into Universal Credit which has been criticised for delays in initial payments. There were further changes to LHA levels as a result of Covid (see below).

### Building new housing

For over two decades, new housing completions have been insufficient to meet actual and predicted need for additional homes,<sup>49</sup> and demand continues to grow. The government often refers to building 'affordable' housing. However, the exact parameters of the term are contested, leading some in parliament to request its usage be abandoned.<sup>50</sup>

Policymakers also tend to assume that increased housing supply will necessarily limit house prices increases, reduce affordability problems, and help disadvantaged groups.<sup>51</sup> Yet new housing may be less likely to positively impact those on low incomes, including poorer women. They will not be able to live in most, if any, new housing.<sup>52</sup> For example, the First Homes pilot launched in May 2021, in which houses will be sold to first time buyers with a 30% discount (which will remain on the property for future owners) will not benefit one-income households, such as lone parents, or couples with only one earner due to caring responsibilities due to lack of affordability.<sup>53</sup>

Building new social housing is more likely to ensure improved access to housing for disadvantaged

people. Yet housing has fared worse than almost any government spending area since 2010. The Autumn Budget in 2021 again reduced the capital 'departmental expenditure limit' for the key housing ministry (then the MHCLG). Previously set at £9bn, the Budget reduced it to £6.8bn by 2024/25. This remains less than the capital cap for the then DCLG in 2009/10 of £12bn which then fell to £3bn in 2012/13 (at 2020/21 prices)<sup>54</sup>.

It is likely that the cutbacks have had a disproportionate effect on women. Local authority spending on housing in England fell by 45.6% between 2010/11 and 2017/18, and there were greater absolute reductions in more deprived areas.<sup>55</sup> Whilst this rose by 4% in 2018/19<sup>56</sup> the number of 'affordable homes for rent in England has decreased year-on-year since 2014-15 from 78% to 65% in 2019-20.<sup>57</sup> JRF has found that the Affordable Homes Programme for 2021-26 would only be able to deliver 75,000 homes at social rent, around 375,000 short of the number needed in the next 5 years.<sup>58</sup>

An August 2020 White Paper outlined significant changes to the planning system<sup>59</sup> which could have a disproportionate gendered impact.<sup>60</sup> Local authorities will be required to split land into 'protected', 'renewal' and 'growth'. If designated for growth, developers will be granted automatic planning permission. This could see a deterioration of housing stock, prioritising volume over quality. It is expected that the government will reverse some of the proposed plans due to significant cross-party criticism. An official response due in Spring 2021 has been postponed.

In 2012, despite cuts overall, DCLG (now Ministry for Levelling Up, Housing and Communities)

<sup>48</sup> Joseph Rowntree Foundation (2015) How do landlords address poverty? (<http://bit.ly/2j7SAKO>)

<sup>49</sup> Chartered Institute of Housing (2017) UK housing review 2017 (<http://bit.ly/2AWOb5e>)

<sup>50</sup> House of Commons Library (2019) What is affordable housing? (<https://bit.ly/3klclHe>)

<sup>51</sup> Joseph Rowntree Foundation (2017) Tackling poverty through housing and planning policy in city regions (<http://bit.ly/2A7EiVi>)

<sup>52</sup> Ibid.

<sup>53</sup> Joseph Rowntree Foundation (Aug 2020) Build, build, build social housing (<https://bit.ly/3uPyNUL>)

<sup>54</sup> Tunstall, R (2016) 'Housing', in eds Lupton, R.; Burchardt, T.; Hills, J.; Stewart, K. and Vizard, P. *Social Policy In A Cold Climate: Policies And Their Consequences Since The Crisis*, Bristol: Policy Press

<sup>55</sup> National Audit Office (2018) Financial stability of local authorities 2018 (<https://bit.ly/35qyt4b>)

<sup>56</sup> MHCLG (Mar 2020) Local authority capital expenditure and receipts (<https://bit.ly/3bNEcCr>)

<sup>57</sup> MHCLG (2019) Affordable housing supply: April 2019 to March 2020 England (<https://bit.ly/3AdYUGb>)

<sup>58</sup> Joseph Rowntree Foundation (Aug 2020) Build, build, build social housing (<https://bit.ly/3uPyNUL>)

<sup>59</sup> MHCLG (Aug 2020) Planning for the future: White Paper August 2020 (<https://bit.ly/33oZzpU>)

<sup>60</sup> WBG (Dec 2020) Submission to the HGLG Committee on the Planning System in England (<https://bit.ly/3qTMejH>)

received among the largest absolute increases in capital budgets of any department to underwrite Help to Buy. Originally intended as a temporary housing market boost after the financial crisis, it has persisted. By March 2021, 328,506 households had used the Help to Buy equity scheme.<sup>61</sup> Whilst 82% were first-time buyers, they were mostly relatively advantaged.<sup>62</sup> The mean price of homes bought under the scheme rose from an average of £202,551 in 2013 to £329,274 by March 2021, and average purchasers' income by March 2021 was £63,229.<sup>63</sup>

### **The tax treatment of housing income and wealth**

Private homeowners and landlords benefit from net tax benefits from their housing relative to other investments, including the absence of tax on their imputed income, and the tax relief on rental income and capital gains.

The main tax on housing in terms of income is stamp duty, paid by house buyers. In 2015/16 the net tax benefits of housing ownership amounted to almost £22 billion, a dramatic 40% increase on 2014/15 (see Government response to Covid-19 section).<sup>64</sup>

Homeownership rates in England have fallen from 70.4% in 2001 to 65% in 2019/20.<sup>65</sup> Unequal distribution in inherited wealth for people born in the 1980s will have a significant impact on home ownership for this generation going forward. 20% of those born in the 1980s have parents with wealth 'per heir' of less than £10,000, whereas 25% will inherit £300,000 and 10% more than £530,000.<sup>66</sup>

Housing is the main source of wealth for individuals and households, and of wealth inequality. In 2016, mean net wealth among women was £176,000, 29% lower than for men (£248,000).<sup>67</sup> This partly

reflects gender differences in homeownership rates. There is little difference in personal wealth between men and women up to the age of 40, when homeownership rates are lowest. After this, a gap starts to develop, and in their late 60s the median man has £100,000 more wealth than the median woman.<sup>68</sup>

### **Grenfell Tower**

On 14 June 2017, a fire at Grenfell Tower in North Kensington in London became out of control, causing 72 deaths. The fire spread due to cheap and unsafe ACM cladding used to cut costs despite the building owners Kensington and Chelsea Tenant Management Organisation (TMO) being an arm of one of the richest councils in Britain.<sup>69</sup> An ongoing inquiry has heard how the cladding contractor repeatedly failed to respond to concerns and appoint fire safety officers. The government estimates 2,000 further buildings need dangerous cladding removed which MHCLG has pledged £600 million for.<sup>70</sup> However, by July 2021 only 57% of identified buildings had fully completed the remediation, the delay causing increased mental health strain to residents.<sup>71</sup>

The 2021 Autumn Budget preannounced funding for support for remediating 'the most dangerous' cladding through a tax on large developers, but this still leaves other fire safety issues unresolved almost 5 years after the Grenfell fire tragedy.

### **Government response to Covid-19**

#### **Housing benefit**

In March 2020, responding to the Covid-19 crisis, the government updated the LHA for Housing Benefit to match the 30<sup>th</sup> percentile of local housing rents. After a reset in April 2021 to September 2019 levels (real-terms cut in support), LHA rates from April 2022 are going to be reset to April 2020 levels.

<sup>61</sup> MHCLG (Aug 2021) Help to Buy (equity loan scheme): data to 31<sup>st</sup> March 2021 (<https://bit.ly/3l96Uns>)

<sup>62</sup> Ibid.

<sup>63</sup> MHCLG (Aug 2021) Help to Buy (equity loan scheme): data to 31<sup>st</sup> March 2021, Table 8 (<https://bit.ly/3l96Uns>)

<sup>64</sup> Chartered Institute of Housing (2017) UK housing review 2017 (<http://bit.ly/2AWOb5e>)

<sup>65</sup> MHCLG (Dec 2020) English Housing Survey: headline report 2019-20 (<https://bit.ly/3ad6iKY>)

<sup>66</sup> IFS (Jul 2020) Inheritances and inequality within generations (<https://bit.ly/3ilQuUO>)

<sup>67</sup> Resolution Foundation (2017) The generation of wealth: asset accumulation across and within cohorts (<http://bit.ly/2zaacjQ>)

<sup>68</sup> Ibid.

<sup>69</sup> The Guardian (Sep 2020) Grenfell Tower inquiry: what we have learned since July (<https://bit.ly/35WRCEu>)

<sup>70</sup> MHCLG (Jul 2021) Building Safety Programme monthly data release, England 31 July 2021 (<https://bit.ly/3lC51f>)

<sup>71</sup> The Guardian (Sep 2020) UK Government has failed to deliver on cladding promises (<https://bit.ly/2ZRGJeL>)

This is again a real-terms cut in support as private rents have increased 2% during 2021.<sup>72</sup>

These changes are likely to disproportionately affect women as they are more likely than men to be in receipt of Housing Benefit. 60% of adults in households claiming Housing Benefit are women.<sup>73</sup>

With the current cost of living crisis with inflation predicted to hit 7% in April 2022, a real-terms cut in housing support will leave more families struggling, particularly renters. In 2020-21, 60% of social housing and 26% of private renters received Housing Benefit.<sup>74</sup> This is up from 56% and 20% a year earlier, respectively.<sup>75</sup> Renting households (social or private) were more likely to struggle to pay their housing costs; 27% compared to 3% of homeowners paying a mortgage.<sup>76</sup>

### Private renting

At the start of the Covid-19 crisis, the government suspended evictions for rental tenants, which was in place until March 2021. This meant in practice that landlords had to provide three months' eviction notice before beginning court proceedings.

However, in December 2020 the Citizen's Advice Bureau found that half a million private renters in the UK were behind on their rents, owing an average of £700.<sup>77</sup> They found that this was a new challenge for many, with 58% in rent arrears having not been so before the pandemic.<sup>78</sup> This is not surprising, as 63% of private renters don't have savings to pay for housing or living costs if they were to lose income during the crisis.<sup>79</sup> This precarity has continued and a JRF report from Summer 2021 found that 1 million renting households are worried about being evicted. BAME renters, those with children, and those on low incomes (who are disproportionately women) are

particularly affected.<sup>80</sup> A quarter of BAME workers' pay housing costs that are unaffordable compared to 10% of white workers.<sup>81</sup>

With the cut to Universal Credit in early October 2021, those already struggling have faced continued and increased precarity.

### Homeowners

During the Covid-19 pandemic, the government implemented two significant policies for homeowners. The first was a 'mortgage holiday' which could be extended to six months if needed and was implemented across the four nations. Announced in March 2020, it was extended several times for 'struggling borrowers' that had yet to claim until 31 March 2021, with a six month 'top-up' to those that had already received a payment holiday. By the end of December 2020, £130,000 were still in place, down from a peak of £1.8 million in June 2020.<sup>82</sup> Now that payment holidays have ended, and higher mortgage payments are instated, homeowners may face greater household debt to cover the additional costs.

The second policy change was announced in July 2020, cutting Stamp Duty in England and Northern Ireland from 2% to 0% for properties under £500,000, rising from 5 to 12% on the remaining amount for properties above this.<sup>83</sup> Scotland and Wales<sup>84</sup> implemented a similar measure on properties up to £250,000. In Scotland this exempts 80% of buyers from the tax.<sup>85</sup> All changes were in place until June 2021 in Scotland and Wales, and September 2021 in England and Northern Ireland. It is estimated that in England and Northern Ireland alone, this saw the Government forego around £4.7 billion of tax revenues in 2020/21 and

<sup>72</sup> ONS (2022) Index of Private Housing Rental Prices, UK: January 2022 (<https://bit.ly/3HebkRO>)

<sup>73</sup> (Assuming couple household claimants include an equal total number of men and women) Department of Work and Pensions (May 2021) Stat-Xplore Dataset – Housing Benefit data, Table 4: family type by gender, May 2021 (<https://bit.ly/3afi6sd>)

<sup>74</sup> Department for Levelling Up, Housing and Communities (2021) English Housing Survey: headline report 2020-21 (<https://bit.ly/3JLmXkS>)

<sup>75</sup> MHCLG (Dec 2020) English Housing Survey: headline report 2019-20 (<https://bit.ly/3ad6iKY>)

<sup>76</sup> Ibid.

<sup>77</sup> Citizens Advice (Jan 2021) Half a million renters in arrears as evictions set to resume (<https://bit.ly/3dEJblu>)

<sup>78</sup> Ibid.

<sup>79</sup> Joseph Rowntree Foundation (Aug 2020) Build, build, build social housing (<https://bit.ly/2FilkOB>)

<sup>80</sup> Joseph Rowntree Foundation (May 2021) We can't allow renters to be locked out of our post-pandemic recovery (<https://bit.ly/3DggH19>)

<sup>81</sup> Joseph Rowntree Foundation (Sep 2021) New research highlights 'shameful' racial disparities in housing system (<https://bit.ly/2YIEEVG>)

<sup>82</sup> House of Commons Library (Feb 2021) Mortgage arrears and repossessions (England) (<https://bit.ly/3iHTZGW>)

<sup>83</sup> Gov.uk (Jul 2020) Stamp Duty Land Tax: temporary reduced rates (<https://bit.ly/32hckmY>)

<sup>84</sup> Gov.wales (Jul 2020) Guidance: Land Transaction Tax (<https://bit.ly/2Fj541b>)

<sup>85</sup> Gov.scot (Jul 2020) Help for homebuyers and employment support (<https://bit.ly/2Zqtlt9>)



2021/22.<sup>86</sup>

The Spring 2021 Budget introduced a mortgage guarantee to encourage banks to provide 95% mortgages on homes up to £600,000. It revived the 2013-16 version of the Help to Buy, with government again taking risk from lenders, even though the Public Accounts Committee described the original scheme as being ‘of uncertain value’.<sup>87</sup>

Whilst these schemes will be welcomed by many, they serve to create an even greater division between asset-owning homeowners and the renting class.

### Supported living

During the pandemic there has been a significant increase in domestic violence. In early April 2000, Refuge reported a 700% increase in calls to its helpline<sup>88</sup> and two-thirds of women in abusive relationships have suffered increased violence.<sup>89</sup> With long-term underfunding of the sector and limited refuge spaces, the government recognises that organisations are left with inadequate resources to respond to growing demand.<sup>90</sup>

### Tackling homelessness

In response to the worsening Covid-19 crisis, in March 2020 the government instructed all local authorities in England to house all rough sleepers and announced £3.2 million to fund the initiative. This was an unprecedented effort to end rough sleeping during a global health crisis. Local authorities were tasked with securing hotel rooms, B&Bs, student accommodation and holiday rentals to house people. By May 2020, over 14,500 people who had been, or were at risk of rough sleeping had been housed in England.<sup>91</sup>

However, the ‘Everyone In’ scheme to house homeless people was not renewed over winter

2020/21. At the start of the second lockdown in early November 2020, the MHCLG launched the ‘Protect Programme’, pledging an additional £15 million to protect the most vulnerable, including rough sleepers<sup>92</sup> and fund of £10 million in January 2021 for local authorities to support homelessness at the local level. However, organisations working to tackle homelessness are calling for a longer-term strategy to address the root causes of homelessness, noting that rough sleepers are very visible in many towns and cities, and the number of households accepted as homeless and in temporary accommodation has increased.<sup>93</sup>

### Housing and climate change

Housing will be a key site of tackling climate change and working towards an environmentally sustainable economy. Greenhouse gas emissions from housing contribute 22% of the UK’s carbon footprint; 15% from heating and hot water.<sup>94</sup>

Those most vulnerable to the physical and mental harm caused by poorly insulated and damp homes tend to be those that spend most time at home; disabled people, older people, children and caregivers (the majority of whom are women).<sup>95</sup> Retrofitting existing housing stock is vital to meet climate targets, yet current programmes are slow and insufficient. The 2021 Autumn Budget announced £0.95bn for the Home Upgrade Grant for low-income owners and landlords and £0.8bn for social housing decarbonisation. However, neither of these schemes or sums are new. They were both promised in the 2019 manifesto, and this funding represents a tapered start on the commitments. Both schemes aim to improve energy efficiency housing to EPC band C by 2030. However, neither offer support for changing heating systems away from gas, and while the social housing decarbonisation fund totals £3.8bn over ten years, the National Housing

<sup>86</sup> Resolution Foundation (Aug 2021) Housing outlook Q3 2021 (<https://bit.ly/2WQrQq4>)

<sup>87</sup> House of Commons Public Accounts Committee (2019) Help to Buy: equity loan scheme (<https://bit.ly/2OC49xh>), p. 3

<sup>88</sup> The Guardian (12 Apr 2020) Revealed: surge in domestic violence during Covid-19 crisis (<https://bit.ly/3cyMTz7>)

<sup>89</sup> The Guardian (Aug 2020) Domestic abuse surges in lockdown, Panorama investigation finds (<https://bit.ly/2RcQB9v>)

<sup>90</sup> House of Commons Home Affairs Committee (Apr 2020) Home Office preparedness for Covid-19 (Coronavirus) domestic abuse and risks of harm within the home (<https://bit.ly/2AO5ytw>)

<sup>91</sup> Gov.uk (May 2020) Dame Louise Casey to spearhead government taskforce on rough sleeping during pandemic (<https://bit.ly/3k7G0Jj>)

<sup>92</sup> Gov.uk (Nov 2020) Jenrick launches ‘Protect Programme’: the next step in winter rough sleeping plan (<https://bit.ly/32UIncd>)

<sup>93</sup> Homeless Link (Jan 2021) Government announces £10m additional funding for Local Authorities to bring in rough sleepers during third lockdown (<https://bit.ly/2ZQ1KRW>)

<sup>94</sup> London Energy Transformation Initiative (2020) Embodied carbon primer (<https://bit.ly/3FCXokM>)

<sup>95</sup> WBG (Aug 2021) Rethinking housing supply and design (<https://bit.ly/3v3rd8Z>)

Federation estimates that the cost of fully decarbonising housing association homes alone is £36bn.

## Conclusions

Women have distinct tenure circumstances and housing needs, because on average they have lower wages, greater caring roles, and greater risk of intimate partner violence. Greening housing design must reflect current life/work patterns, diversity of need and equal division of domestic labour.

The Covid-19 pandemic has exposed the deep structural failings and inequalities within the housing sector. Government interventions during the crisis such as the changes to Stamp Duty and mortgage payment moratoria prioritised the asset-owning class, whilst renters struggled to keep up with the highest rental costs on record. Whilst the prime minister is determined to ‘build build build’, it is unlikely this will come close to levelling the playing field.

Radical changes are needed to address the housing crisis, and these should be informed by feminist and environmental perspectives.<sup>96</sup>

## Recommendations

- **Prioritise the building of more social housing:** Social housing stock has decreased markedly in recent years. The government must pledge to ensure there is enough affordable housing for those in need.
- **Restore the link between LHA and actual rental prices, raise LHA to the 50<sup>th</sup> percentile** to ensure the most vulnerable are protected.
- **Increase the number of women’s refuges** and prioritise funding for specialist services.
- **Housing should be prioritised as a right rather than a financial asset** in accordance with recent UN guidelines.

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<sup>96</sup> WBG (Mar 2021) Draft roadmap for a feminist Green New Deal (<https://bit.ly/3oD7Q17>)