

Cabinet

Tuesday 18 September 2018

4.00 pm

Ground Floor Meeting Room G02C - 160 Tooley Street, London
SE1 2QH

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SOUTHWARK HOMELESSNESS STRATEGY

2018-2022

Draft 5 September 2018



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Foreword

I am proud to introduce this strategy for preventing and addressing homelessness in Southwark. Having access to good quality, affordable and secure housing sits at the very heart of every community and impacts every aspect from health through to education. Homelessness is the most extreme form of housing need which can have a devastating impact on people's lives and the wider community.

I am proud to say that Southwark Council and its partners led the way as an early adopter trailblazer, as England prepared for the introduction of the Homelessness Reduction Act. We have made a significant impact on preventing homelessness, but there is still a great deal to do.

The challenging national economic circumstances, welfare reforms and limited supply of affordable homes has created unprecedented and extremely difficult housing conditions for many households, and the problems a number of local vulnerable households face remain profound.

In response to these challenges, this new Strategy allows us to develop a comprehensive, longer-term vision for homelessness and housing advice services by going further than ever before with our prevention work. By working with partners in Children's & Adults' Services, Environment and Social Regeneration, other statutory and voluntary sector services, and neighbouring boroughs, we aim to deliver real improvements in the quality of life for homeless and potentially homeless people.

The cause and effect of homelessness and the provision of affordable, quality housing impacts on nearly every public service and sector of society. That is why this strategy has been developed to listen to all the stakeholders and to win the hearts and minds of all those that can help end homelessness in Southwark. Simply put, homelessness is everyone's responsibility.

Part of the homelessness solution is building on the solid foundation we have, celebrating the diversity and strengths across our public, private, voluntary and charitable sector partnerships. This strategy has therefore been developed in partnership with local residents and a wide range of valued partners.

The strategy reflects our strong commitment to early intervention and prevention, by continuing to invest in and improve the effectiveness and responsiveness of front line homelessness services, and through working

with partners to ensure that homelessness is prevented as early as possible whenever possible.

This strategy was developed with the help of the Southwark Homelessness Forum, a body made up of many statutory and voluntary agencies working to prevent and tackle homelessness in Southwark. It is endorsed by Southwark Council, which provides strategic leadership on homelessness across the borough. I can assure you of the council's ongoing commitment to this agenda.

I look forward to continuing to work with all people involved to continue to reduce and tackle homelessness across Southwark. It's been a long time since we had a stand-alone Homelessness Strategy in Southwark, but we will use this to help us take a big step forward to an even more coordinated approach to engage and work with as many people as we can to help end homelessness in the borough.



Cllr Stephanie Cryan

Cabinet Member for Housing Management and

“Simply put, homelessness is everyone's responsibility.”

Modernisation

1. Introduction

The Homelessness Act 2002 places a statutory obligation on local authorities to undertake a review of homelessness in their area, and develop and publish a strategy to prevent homelessness, based on the findings of the review.

Southwark last produced a stand-alone Homelessness Strategy in 2003. Following this, the Council took the decision to incorporate the homelessness strategy within the Housing Strategy, with a separate homelessness action plan. Southwark published its current Housing Strategy to 2043 which incorporated homelessness and housing advice.

Much has changed in that short space of time and with the backdrop of homeless applications increasing nationally, regionally and locally; it is time for a new strategy to coherently and comprehensively address this.

The timing of this strategy is particularly relevant as the Homelessness Reduction Act 2017 came into force in April 2018 and represents the biggest changes to homelessness legislation in 40 years.

The effectiveness of the Act, which has an emphasis on the prevention of homelessness, is twinned with the effectiveness of partnership work with statutory, voluntary and third sector agencies. This ensures households' needs are met and that they are assisted as they engage and work through their personalised plans.

The Act also has a focus on helping households to access housing and we need to make sure that we have effective pathways to work collaboratively with and encourage households to secure their own accommodation.

Reducing homelessness is a key priority for Southwark Council. Southwark's Housing Strategy to 2043 states that our ambition is to break the cycle of homelessness, by working with vulnerable individuals and families to develop creative solutions to prevent homelessness wherever possible.

Southwark has undergone significant socio-economic change over the past decade – an increasing population, regeneration and investment in our neighbourhoods.

Between 2004 and 2013, Southwark's population increased by 16% from 257,400 to 298,500. The latest mid-year estimate (2015) estimated the population at 308,901. The population is expected to increase by a further 15% over the next 10 years.

Southwark also has one of the higher population turnovers in London and is characterised by being a young, ethnically diverse population with 48% of its population being black and minority ethnic.

Southwark is located at the very heart of London. It has areas of great affluence, but also some areas of Southwark still rank as some of the most deprived in the country.

Against a backdrop of reduced funding, we need to radically rethink the way we tackle these challenges including the way people who are homeless are supported to regain their independence.

Since 2007, the increase in demand for affordable housing has been driven by the impact of the economic downturn, welfare reform under the Government, an increasingly unaffordable private rented sector, the long term social and affordable housing shortage, and restraints on local authority funding as a result of Government austerity measures. Therefore the pressures the Council faces in preventing homelessness have intensified.

In recognition of these facts, Southwark's Housing Strategy to 2043 set out ambitious plans to build 11,000 new council homes for social rent by 2043.

Despite these testing conditions, the Council has had some notable achievements in tackling homelessness:

Five milestone achievements:

- 1,652 **homelessness preventions** in 2015/16 in addition to a further 112 cases relieved, placing Southwark 28th nationally and 4th in London in this regard.
- In 2015 and again in 2017 **Shelter were invited to critically review the service**. The outputs from this were to enable Southwark Council to take a considered view of the quality and standards of its homelessness and housing advice services and identify where improvement was required.
- Despite London experiencing an increase in **rough sleeping** of 43% between 2011/12 to 2015/16, Southwark has seen a gradual fall of 11% in rough sleepers over this period.

- Southwark successfully bid for funding to become one of three early adopter **trailblazer** local authorities in 2016. We are now in the process of expanding our homelessness service and systems to trial new approaches based on the framework of the Homelessness Reduction Act. In October 2017 Southwark was awarded a prize at the London Homelessness Awards for showing innovation, sustainability and commitment to helping reduce homelessness in London.
- In 2017 Southwark's Housing Solutions service achieved the nationally recognised accreditation award of **Customer Service Excellence**. The assessment included a thorough review of its customer services which involved seeing customer journeys first hand, reviewing documentary evidence and meeting with Housing Solutions staff and stakeholders. This was successfully reaccredited in 2018.

Despite the progress made, a significant number of Southwark households remain at risk of becoming homeless and demand on borough services continues to grow.

As well as the traditional drivers of homelessness, the ongoing impact of welfare reform, particularly the restriction in financial support for housing costs has severely affected the ability of low income families to maintain their tenancies or source alternative sustainable and affordable accommodation within the borough. This is a trend which is likely to continue.

This strategy set out how Southwark and our partners will address the challenges identified through preventing homelessness and assisting homeless households to find affordable and sustainable housing solutions.

2. Our vision

Southwark Council's main goal is to provide a *fairer future for all*. We remain committed to preventing and reducing homelessness, tackling the main causes of homelessness and supporting those in need.

The new Homelessness Strategy is a response to a period of unprecedented change, including the Homelessness Reduction Act, public services facing significant financial challenges and social housing and welfare reforms. It builds on the recent achievements, whilst responding and adapting to the changing environment in which homelessness and support services are delivered.

The primary strategic focus is on finding long term sustainable housing solutions for people threatened with homelessness; offering high quality and innovative services to homeless households; and working with homeless households to explore the full range of housing options available to them.

The pressures on local authority budgets and the financial challenges facing the public sector in general means the design of our services and the solutions available needs to be efficient and with the aim of maximising positive outcomes affordably.

As a result, we are investing resources into continually improving online systems and the amount of information and advice on our website to increase the levels of self-service and access. At the same time, we know that we deal with some of the most vulnerable households and we will provide a full range of access to our services in consideration of their needs.

Our overall aim for this Strategy is to;

“deliver an innovative, leading and accessible service to prevent homelessness and assist homeless households in finding long term affordable and sustainable housing”

The main strategic objectives:

1. to offer a high quality and innovative service to homeless households and households threatened with homelessness,
2. to use our position as a leading trailblazer authority to make a positive contribution to national policy around homelessness and welfare reform,
3. to work collaboratively in finding long-term housing solutions for people threatened with homelessness.

In order to achieve these objectives, we have broken these down into five strategic priorities to focus on over the duration of this strategy.

These priorities have emerged from a combination of findings from the Homelessness Review, consultation and workshops and local and national contexts – as a response to the ongoing welfare reforms and changing legislation, in particular the Homelessness Reduction Act.

The five strategic priorities are:

Priority One:

Homelessness prevention.

We will deliver a leading prevention service building on our early adopter trailblazer project to meet the aims and intentions of the Homelessness Reduction Act.

Priority Two:

Tackle rough sleeping.

We will use the Rough Sleeping Prevention Trailblazer funding to continue to make even more progress at tackling rough sleeping in Southwark.

Priority Three:

Vulnerability and Health.

We will ensure our services remain accessible to the most vulnerable households and can support those who need it most, such as those affected by domestic abuse.

We aim to increase the resilience of households and communities, equip them with the necessary skills to prevent crises, such as homelessness, before they occur.

We will end the use of nightly rate (bed and breakfast style) temporary accommodation with shared facilities for homeless families.

Priority Four:

Responding to the local housing market.

We will respond to the challenging local housing market conditions by working collaboratively with, and offering advice and support to households and landlords to develop suitable private rented sector offers for all client groups.

Priority Five:

Responding to the Welfare Reforms.

We will work closely in partnership with support agencies and local services to offer solutions that ensure households are able to maintain tenancies and their homes sustainably.

3. National and regional context

National and regional homelessness trends

The Homelessness Monitor: England 2017, commissioned by *Crisis* provides an excellent overview of the current national and regional context in terms of homelessness.

The report shows that Homelessness acceptance rates have gone up nationally and regionally in recent years. At nearly 58,000, annual homelessness acceptances were some 18,000 higher across England in 2015/16 than in 2009/10. With a rise of 6 per cent over the past year, acceptances now stand 44 per cent above their 2009/10 low point.

The numbers of people sleeping rough has been increasing nationally and in London for a number of years. An ongoing upward trend in officially estimated rough sleeper numbers remained evident in 2016, with the national total up by 132 per cent since 2010. Statistics routinely collected by the 'CHAIN' system similarly show London rough sleeping having more than doubled since 2010.

The vast bulk of the recorded increase in statutory homelessness in recent years is attributable to the sharply rising numbers made homeless from the private rented sector, with relevant cases having almost quadrupled over the period – from less than 5,000 to almost 18,000. As a proportion of all statutory homelessness acceptances, such cases had consequentially risen from 11 per cent to 31 per cent since 2009/10.

Since bottoming out in 2010/11, homeless placements in temporary accommodation have risen sharply, with the overall national total rising by 9 per cent in the year to 30 June 2016; up by 52 per cent since its low point five years earlier. While accounting for only 9 per cent of the national total, bed and breakfast (B&B) placements have been rising even faster, and now stand almost 250 per cent higher than in 2009. Signs of stress are also evident in the growing proportion of temporary accommodation placements beyond local authority boundaries: now representing 28 per cent of the national total, up from only 11 per cent in 2010/11. Such placements mainly involve London boroughs.

Summary of Homelessness Statistics	2009/10	2014/15	2015/16	% change 2014/15- 2015/16	% change 2009/10- 2015/16
Rough sleeping in England – snapshot (1)	1,768	3,569	4,134	16	134
Rough sleeping in London – annual (2)	3,673	7,581	8,096	7	120
Local authority statutory homelessness cases – annual (3)	89,120	112,350	114,780	2	29
Local authority statutory homelessness acceptances – annual (4)	40,020	54,430	57,740	6	44
Local authority homelessness prevention and relief cases (5)	165,200	220,800	213,300	-3	29
Total local authority homelessness case actions (6)	205,220	275,230	271,050	-2	32

Sources: (1)-(6) Department for Communities and Local Government; (2) Greater London Authority.

Notes: (1) Numbers estimated by local authorities on given date (based on counts in a minority of local authorities); '2009/10' figure is for Autumn 2010; (2) Numbers recorded as sleeping rough at least once during financial year; (3) Homelessness applications processed under statutory procedures; (4) Households formally assessed as 'unintentionally homeless and in priority need'; (5) Instances involving non-statutory assistance provided to homelessness applicants in retaining existing accommodation or securing a new tenancy; (6) Rows (4) + (5).

National and regional policy and guidance

The timing of this homelessness strategy is particularly relevant in light of the Homelessness Reduction Act which received Royal Assent in April 2017 and came into force in April 2018.

The Homelessness Reduction Act brings changes to the way homelessness advice and assistance is provided by local authorities in the future.

The aim of the Act is to expand the current homelessness duties set out in the **Housing Act 1996** (as amended, see [Section 12](#) for further details of the main duties). This was to ensure that local authorities provide meaningful advice and assistance to those people who do not fall into a priority need category or who have been found to be intentionally homeless.

In particular this is likely to have a positive impact for singles or couples with no children where previously legislation had not prescribed much to assist this large group.

Southwark is one of three early adopter trailblazer local authorities, along with Newcastle and Manchester, which are trialling and developing new services reflecting the reforms to provide early feedback to the Department for Communities and Local Government.

The Act introduced the following:

- The definition of being threatened with homelessness be extended from 28 days to 56 days
- Local authorities must accept a valid 'Section 21' notice as evidence that the tenant is threatened with homelessness
- The creation of a stronger advice and information duty
- Duty to assess all eligible applicants' cases and agree a plan (known as the 'personal housing plan')
- The creation of a stronger prevention duty for anyone threatened with homelessness and eligible for assistance
- A new relief duty which is available to all those who are homeless, have a local connection and eligible regardless of whether they have a priority need. It requires councils to take reasonable steps to help secure accommodation. This help could be, for example, the provision of a rent deposit or debt advice. Those who have a priority need (for example they have dependent children or are vulnerable in some way) will be provided with interim accommodation whilst the council carries out the reasonable steps.
- Duties to help to secure accommodation

- Incentivise people to engage in prevention and relief work by allowing local authorities to discharge their prevent and relief duties if an applicant unreasonably refuses to cooperate with the course of action proposed

- A right to a review at the prevention, relief and main duty stages to ensure local authorities are held to account

- A requirement to collect data in order to monitor the overall effectiveness of the new legislation

- Explore options for further enforcement such as through the creation of a regulator of housing and homelessness services

The Council already takes steps at an early stage to assist those threatened with homelessness however; the additional requirements necessitated a re-design of the homelessness service.

In addition, a number of other Acts in recent years have shaped the national framework for homelessness services.

Localism Act 2011: the Localism Act came into force in November 2012 and supports the improvement of local housing options. The Act contained a number of key provisions relevant to homelessness including the power to discharge the full homelessness duty with an offer of private rented accommodation.

Welfare Reform Act 2012: the Welfare Reform Act 2012, aimed to simplify the benefits system and help more people into work. The Act introduced the following changes that have had an impact on the availability and affordability of housing:

- Changes to the local housing allowance rates left fewer tenants being able to meet their rental costs through housing benefit
- The shared accommodation rate (SAR) was extended to those aged 25-34 meaning fewer single people were able to afford to rent accommodation unless it was shared accommodation. The SAR limits for single people aged under 35 have already had a marked impact in reducing (by some 40%) their access to the private rented sector.¹
- The introduction of the under-occupation charge (bedroom tax) for working age social rented tenants
- The introduction of the council tax support scheme in place of council tax benefit meant all households now had to pay something towards their council tax bill

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https://www.crisis.org.uk/media/236823/homelessness_monitor_england_2017.pdf

- The introduction of a benefit cap, restricting the amount of benefits a household can receive
- The introduction of Universal Credit. There are continuing concerns about the many difficulties that the administrative arrangements for Universal Credits pose for vulnerable households.

Deregulation Act 2015: the Deregulation Act 2015 introduced protection for private rented tenants against so called retaliatory evictions. Retaliatory eviction is where a tenant makes a legitimate complaint to their landlord about the condition of their property and instead of making the repair; the landlord serves them with an eviction notice. All new assured shorthold tenancies starting on or after 1 October 2015 are covered by the provisions in the Act.

Welfare Reform and Work Act 2016: the Welfare Reform and Work Act 2016 reduced the benefit cap set by the Welfare Reform Act 2012 in London to £23,000 per year for couples and lone parents and £15,410 per year for single people. Under the Act, certain social security benefits and child tax credits have been frozen for four years from April 2016. In addition and social housing rents have to be reduced by 1% per year for 4 years from April 2016.

The lower benefit cap will make it highly problematic for larger families, not just in London, but across the country, to find affordable housing.

Homelessness Code of Guidance for Local

Authorities (2018): Housing authorities are required to have due regard to this statutory guidance in exercising their functions relating to homelessness and prevention of homelessness and applies the statutory duties in practice.

The Code of Guidance sets out in detail the duty to formulate a homelessness strategy and what an effective strategy should include. This is especially significant as the guidance has been produced in response to the Homelessness Reduction Act and as a result, it explains how the new legislation should be applied.

Housing and Planning Act 2016: the Housing and Planning Act 2016 contains measures that could have an impact on social housing and homelessness. Some of the provisions in the Act are yet to come into force. The Act includes:

- The extension of the right to buy to housing association tenants
- Local authorities may be required to sell their higher value homes as they become vacant, impacting on the supply of social housing (though the future of this is uncertain)

- Local authority tenants with higher incomes were going to be required to pay a higher rent, this has now been made optional for local authorities
- Measures to tackle rogue landlords in the private sector including banning orders, a national database of rogue landlords and the extension of when a tenant can apply for a rent repayment order
- Private landlords will be able to regain possession of a property they believe has been abandoned without a court order.

National Planning Policy Framework: The Framework

acts as guidance for local planning authorities both in drawing up Local Plans and making decisions about planning applications.

The Framework sets out that local planning authorities should have a clear understanding of housing needs in their area. They should prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries.

The Framework asks local authorities to use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the Framework. The Framework asks local planning authorities to plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community.

Select Committee Inquiry into Homelessness: in December 2015, a Government Select Committee launched an inquiry into homelessness following evidence that homelessness and in particular, rough sleeping was increasing. The Committee concluded that the Government must:

- Take steps to improve homelessness data collection
- Explore measures to give greater confidence both to tenants and landlords to encourage them to let to homeless people including reviewing local housing allowance levels and encouraging landlords to offer longer assured shorthold tenancies
- Review the definition of affordable housing to reflect local needs
- Recognise that many 18/21 year olds are at risk of homelessness and where they have lost their job, to have a 'grace period' before the housing element of Universal Credit is withdrawn
- Allow all recipients of housing support to have their housing benefit paid directly to their landlord

- Consider setting a statutory duty to provide meaningful support to single homeless people who can prove a local connection

- Monitor the practice of housing homeless families away from their local area

- Review the funding of mental health services for homeless people

- Review the level of refuges for victims of domestic violence

- Review the level of hostel provision for single homeless people

- Exempt all supported accommodation schemes from the proposed rent cap.

Housing White Paper – Fixing our broken housing market (February 2017): the paper covers the whole house building process, from finding sites to securing local support and permission as well as getting homes built quickly and sold on fair terms.

No Second Night Out (NSNO): A strategy for rough sleeping was set out by a Ministerial working group in a 'Vision to end rough sleeping: No Second Night Out Nationwide', published in July 2011. Southwark developed a NSNO pathway which supports the Government's vision.

London Housing Strategy (Draft) September 2017: The strategy targets the affordability of accommodation in London and the crisis this is causing such as an increase in temporary accommodation. It outlines a vision for housing associations, councils, institutional investors, and small builders to play a far bigger role – and for City Hall to play a greater part in bringing land forward for building new homes.

It sets out the importance of more higher density homes across the city, and more high-quality homes at a stable rent. Above all, it sets out the importance and necessity of building more genuinely affordable homes for Londoners to rent and buy.

In the wake of the Grenfell Tower fire the strategy has a greater emphasis on everyone's homes being safe. The strategy calls on Government to devolve powers so that ambitious councils and housing associations are enabled to build more homes, supported by a long-term, stable and devolved funding settlement from Government.

Health & Social Care Act 2012: Each local authority has a legal duty under this Act to take such steps as it considers appropriate for improving the health of the people in its area. This includes people experiencing homelessness or at risk of homelessness. Housing authorities should ensure that their homelessness strategy is co-ordinated with the Health and Wellbeing

Strategy, and that their review of homelessness informs and is informed by the Joint Strategic Needs Assessment.

Children Act 1989: The Act specifies the duties local authorities have to accommodate children under the Act if

- no one has Parental Responsibility for the child;
- the child is lost or abandoned;
- the person who has been caring for the child is unable to provide suitable care and accommodation; or
- the child is 16 or 17 years old and the Local Authority considers the child's welfare would be seriously threatened if it does not provide accommodation.

Further guidance was produced for provision of accommodation for 16 and 17 year old young people, following a landmark legal case against Southwark in 2009.

Care Act 2014: The Act is concerned with meeting the needs of adults with care and support needs, and the support needs of their carers.

Consideration of the Care Act on homelessness is relevant when:

- establishing priority need
- showing accommodation is not reasonable to continue to occupy
- preventing homelessness through the provision of services or care that enables an adult to remain in accommodation
- improving priority on an allocations scheme
- defending a possession claim, and
- obtaining supported housing or a place in a care home.

Mental Health Act 1983 (as amended): When a person who has been detained under sections 3, 37, 45A or 47 of the Mental Health Act ceases to be detained, the former patient must be provided with aftercare services under section 117 of the Act.

Before providing aftercare services, social services must carry out an assessment of the needs of the previously detained person, and decide which (if any) services are required to meet those needs.

Ordinary accommodation cannot be provided under section 117. Accommodation can only be provided where it:

- meets a need related to the person's mental ill health, and
- reduces the risk of the person's condition deteriorating.

The person has the right to express a preference for particular accommodation. Social services must meet this preference provided it is:

- of the same type that social services has decided to arrange
- suitable for the adult's needs
- available
- affordable, using a 'top-up' if necessary (see below)

The National Drug Strategy 2017: This is what drives local response to substance use treatment and drug related issues. The National Drug Strategy recognises that suitable housing is key to recovery – Quote – “Stable and appropriate housing is crucial to enabling sustained recovery from drug misuse; and sustained recovery is essential to an individual’s ability to maintain stable accommodation”.

4. The Southwark context

Population

Southwark is a densely populated, geographically small and narrow inner London borough that stretches from the banks of the river Thames to the beginning of suburban London south of Dulwich. The population is relatively young, ethnically diverse, with significant contrasts of poverty and wealth. There is wide distribution in educational achievement, access to employment and housing quality. Major regeneration programmes have been underway for some time leading to significant changes in landscape and population structure and this continues to be the case. Major health indicators such as mortality and life expectancy have improved, but there are significant inequalities in these indicators for people living in different parts of the borough.

The Census 2011 recorded Southwark's resident population at 288,200, which is an increase of 18% since 2001. The latest mid-year estimate (2015) estimated the population at 308,901. By 2039, it is estimated that Southwark's resident population will have grown by approximately 26% to 390,000 individuals. The adult population aged 18-64 is expected to see the largest growth followed by the under 18 and 65+ population.

The population is highly mobile. 13% of residents move out of the borough and 13% move in each year. Those moving out are most likely to move to Lambeth and Lewisham. Movement within the borough has been high, however it is reducing.

Many people in their 20s and 30s come to work and live in the borough. Southwark's population is predominantly young: 42% are aged 20 to 39 years old compared with 35% in London and 27% in England; 58% of Southwark's population is aged 35 or under. Southwark has the 9th highest population density for boroughs in England and Wales.

Southwark is ethnically diverse with the highest proportion of residents born in Africa in the country (12.9 per cent), as well as significant populations from Latin America, the Middle East, South East Asia and China.

75% of reception-age children are from Black and Minority Ethnic (BME) groups with over 120 languages spoken in Southwark. In 11% of households nobody speaks English as a first language.

There continues to be an over-representation of BME households that approach homelessness services for support.

Socio-economic

Southwark is undergoing a rapid change in its socio-economic profile with a rapidly developing local economy that has a strong representation in growth sectors such as business services, technology and creative industries. Its schools and parks and other improvements to the social wellbeing of the area have all made Southwark a particularly attractive place to live.

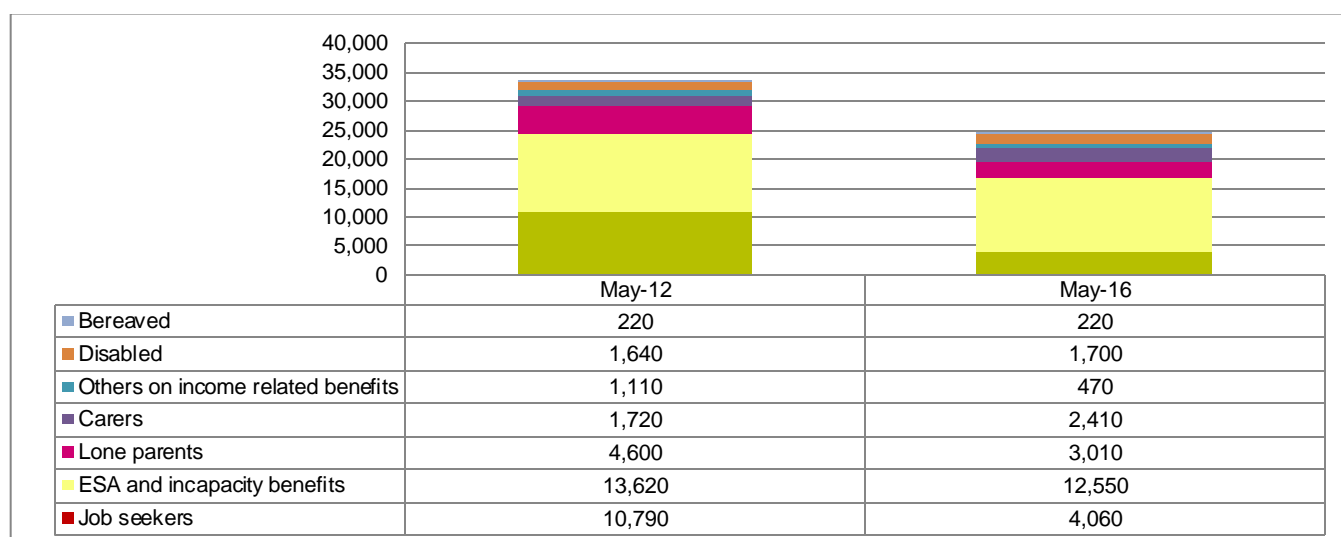
However, this is having an extra-inflationary impact on the costs of housing and has changed the expectations and demands tenants are making of the market and of the Council.

Yet in 2015, Southwark was ranked the 23rd most deprived local authority in England (out of 326) and the 9th most deprived borough in London (out of 33) according to The Index of Multiple Deprivation (IMD).

In September 2016 Southwark's unemployment rate was 6.9% compared to a London average of 6.0% and a national rate of 4.9% with 24,420 of working age residents (10.8%) claiming a key out of work benefit (these include JSA, ESA / Incapacity Benefit and other income related benefits).

Between May 2012 and May 2016 the number of working age benefit claimants in Southwark reduced by 28%. The data below shows that the main reduction has been in Job Seekers Allowance claimants with fewer than half the claimants in 2016, than in 2012.

Chart 1 - Comparison of working age benefits claims in Southwark (May 2012 and May 2016)



Source: NOMIS

Carers

According to the 2011 Census, 7.1% (20,725) of Southwark's residents were providing unpaid care for a family member or friend. Nearly a quarter of the unpaid carers (4,748) were providing more than 50 hours of unpaid care per week. A further 3,446 were providing 20 to 49 hours per week.

Health and wellbeing

Male life expectancy is 78.2 years compared to 78.5 years in England. Female life expectancy is 83.4 years compared to 82.5 years in England.

There is higher incidence of emergency hospital admissions due to alcohol related conditions, high rates of teenage pregnancy and HIV, high rate of premature deaths from cancer and cardio-vascular diseases and high prevalence of mental illness in the local population. Coronary heart disease, cancers and respiratory diseases remain the top three causes of death in the population. Disease prevalence models have shown that there are high numbers of undetected cases of diabetes, hypertension and heart disease in Southwark population. Socio-economic challenges such as unemployment and poor housing result in high rate of child poverty and social exclusion which subsequently contribute to poor physical and mental health manifesting health inequalities.

Groups most at risk of suffering from poor wellbeing include older women, older teenagers (particularly girls),

people with a disability, people with a chronic illness, people in significant financial hardship and people who are unemployed (particularly men).

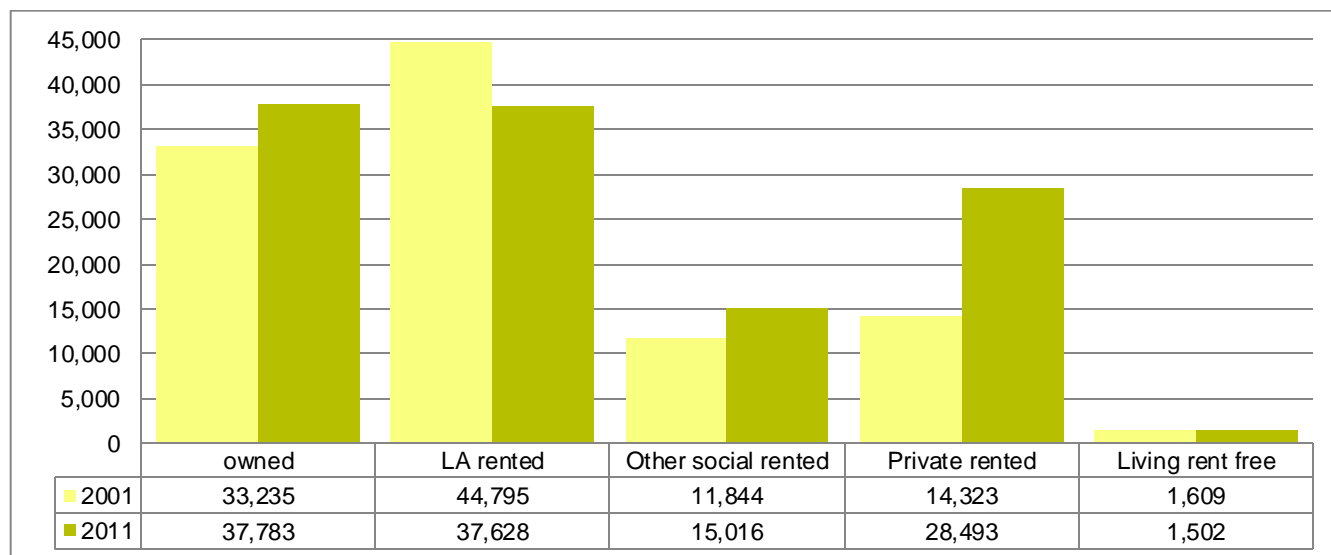
An unpublished report titled Southwark Single Homeless Health Needs Audit (2016) evidenced that the main primary cause for homelessness for this cohort is leaving institutional care, particularly for men. This was closely followed by parents, friends or relatives no longer being able to accommodate. Linked to this, the most common secondary causes for homelessness are due to mental or physical health problems, followed by drug and alcohol problems. In the Southwark Health Needs survey mental health problems were more prevalent than physical health problems, and were also more of a long term problem in comparison.

Housing tenure

Nationally (England and Wales), Southwark has the largest proportion of council tenants although this has been changing.

31.2% of households in the borough currently rent a home from the local authority; down from 42.3% in 2001. The 2011 Census showed that the local authority rented tenure is no longer the largest, having been overtaken by the owner occupied tenure. Proportionally, the private rented sector is the fastest growing sector as illustrated in the following chart:

Chart 2 – Comparison of Southwark housing tenure (2001 and 2011)



In response to the growing demands for housing in the borough, Southwark's Housing Strategy to 2043 set out ambitious plans for building 11,000 new council homes for social rent by 2043 (including 1,500 by 2018).

5. Strategic context

This section sets out the strategies across the council and that of our partners and highlights relevant sections which impact on our strategy.

Council Plan 2014 to 2018 Summer 2016 refresh

As the overall plan for the organisation, the council plan describes how we will deliver on our vision of a fairer future for all, by making promises and commitments to the people of Southwark based on our core values.

The fairer future promises include delivering value for money and the delivery of quality affordable homes. Linked to these is the plan to 'manage homelessness and temporary accommodation effectively, leading to better outcomes for residents' and to 'have a lettings policy that means that 50 per cent of all new council homes go to people from that area, with the rest going to other Southwark residents'.

The promise for a safer community includes a commitment to deliver a Domestic Abuse Strategy (see *Domestic Abuse Strategy 2015-2020* further on in this section for details).

Customer Access Strategy 2017 refresh

This strategy sets out the plans for the transformation of council services from a customer access perspective.

The plan is to have improved access to online services and takes account of the requirements for vulnerable households who are less likely to be able to access online services.

Southwark Housing Strategy to 2043

The strategy has four simple principles at its heart:

1. We will use every tool at our disposal to increase the supply of all kinds of homes across Southwark.
2. We will demand the highest standards of quality, making Southwark a place where you will not know whether you are visiting homes in private, housing association or council ownership.
3. We will support and encourage all residents to take pride and responsibility in their homes and local area.
4. We will help vulnerable individuals and families to meet their housing needs and live as independently as possible.

All four principles have a direct or indirect impact on homelessness, but the fourth principle has the most direct commitments:

- Preventing homelessness wherever possible through self reliant individuals and resilient communities
- Working in partnership locally and across London to bring an end to rough sleeping in Southwark.

Domestic Abuse Strategy 2015-2020

The Strategy sets out a clear statement of intent that abuse is not acceptable. Its recommendations are managed through the Violence Against Women and Girls (VAWG) Delivery Group. This includes prevention, early intervention and enforcement in relation to both men and boys.

The VAWG Delivery Group includes representatives from partnerships across Southwark including Housing Solutions.

Multi Agency Risk Assessment Conference (MARACs) are identified as one of the most effective approaches in the identification, assessment and multi agency response to high risk cases of domestic abuse. Information about the risks faced by these victims is shared by relevant agencies (i.e. health, housing, social services) in detail and decisions are made to increase their safety, health and wellbeing, for both the adults and their children.

Health and Wellbeing Strategy 2015-2020

The Homelessness Code of Guidance for Local Authorities (2018) states that each local authority has a legal duty under the Health & Social Care Act 2012 to take such steps as it considers appropriate for improving the health of the people in its area. This includes people experiencing homelessness or at risk of homelessness. Housing authorities should ensure that their homelessness strategy is co-ordinated with the Health and Wellbeing Strategy, and that their review of homelessness informs and is informed by the Joint Strategic Needs Assessment.

Homelessness and health are closely related: poor health is both a cause and a result of homelessness. People who are homeless are three to six times more likely to become ill than housed people. The strategy requests collaboration with partners on the following relevant areas:

- Make every home warm, dry and safe - Health and Voluntary Sector professionals are asked to report rogue landlords and letting agencies so that tough enforcement action can be taken.
- Increase the resilience and capacity of our communities - Southwark Council will promote resident involvement and provide advice to tenants on their rights and responsibilities. The voluntary sector and community groups are asked to help vulnerable tenants to understand their rights and responsibilities.
- Support young people who are vulnerable and ensure their transition into adulthood is positive - Partners are asked to work together to support the provision of quality debt advice particularly those affected by welfare reform. Partners are asked to undergo shared training on homeless protocols.

Quarterly Homelessness Forum

Southwark's homelessness forum represents a partnership between the council and the wider local public, voluntary and charitable sectors. It allows discussions about issues that affect homeless people and how services are responding to these. The forum meets on a quarterly basis with the aim of ensuring that current and future services for homeless and potentially homeless people in Southwark:

- Meet national and local homelessness standards;
- Are high quality and maximise opportunities for homelessness prevention;
- Meet the needs of a range of homeless people, including those of rough sleepers, families, people with disabilities or ill health and victims of domestic violence;
- Provide value for money;
- Learn from and share models of good practice locally and further afield;
- Offer choice where possible;
- Maintain a high level of awareness about housing options and homelessness amongst partner agencies;
- Contribute to the delivery of other local and national strategies, plans and objectives across housing, regeneration, health and wellbeing, and social care.

The forum is co-chaired by the voluntary sector and the Council, and plays an important role in helping to develop Southwark's Homelessness Strategy.

From 2017, a sub-group from the forum will be monitoring the delivery of the Homelessness Prevention Trailblazer.

The (Draft) Strategic Planning Policy

This is currently being consulted on and aims to ensure that regeneration and development provide the best outcomes and opportunities for all our residents. It will ensure physical change goes hand in hand with positive social change through using the strategy and policies set out in the New Southwark Plan.

Some of the aims are particularly relevant to homelessness as they look to give local residents the skills and opportunities they need to support themselves independently in the borough:

- Strengthening and supporting cohesive and empowered local communities;
- Supporting our residents to take advantage of the employment and education opportunities that new development brings; both in construction and in completed developments.
- To use every tool at our disposal to increase the supply of all different kinds of homes and endeavour to secure 50% of all new homes as affordable homes.

Southwark's Voluntary and Community Sector Strategy "Common Purpose Common Cause" 2017-2022

The vision of the strategy is to support a sustainable, confident and resourceful voluntary and community sector that can work alongside the public and private sector to deliver the best outcomes for Southwark residents.

It acknowledges that some voluntary organisations are primarily involved in specific types of service delivery and have much in common with housing and health services.

The strategy accepts there will be 'no new money in the future' because of tough financial challenges and this means we all have a responsibility to reduce duplication between services, commission efficiently and reduce demand on intensive interventions (e.g. hospital and care homes).

Southwark's Economic Wellbeing Strategy 2017-22

This sets out four key areas to be addressed:

- Employment and skills;
- Business;
- Thriving town centres and high streets;
- Financial wellbeing.

Its relevance to homelessness stems from the aspirations to help residents find secure employment and have the skills to progress beyond entry-level.

A stronger economic environment, a fair wage and residents with the skills to support themselves with the cost of childcare will all contribute to preventing homelessness.

This will be achieved by working with employers to promote the London Living Wage, helping businesses grow, and investing in Southwark Works, a team of specialist employment advisors, which helps people affected by welfare reform and people trying to get back into work such as those with health related barriers, young people and single parents.

(Draft) Adult Social Care Business Plan 2018

This document sets out the vision and priorities for the period April 2018 to an as yet undetermined date and follows-on from the Vision first developed in 2015.

It highlights the challenge and significance of integration of services, including housing. The strategic priorities include prevention delivered by Southwark's voluntary and community sector. Another strategic priority is the provision of community and accommodation based support.

Relevant goals include ensuring effective monitoring and management of Extra Care and Step Down accommodation options and a review out of borough placements with a view to arranging appropriate Southwark based accommodation.

Joint Mental Health Strategy 2018

To aim of the strategy is to set the direction of the Council and Clinical Commissioning Group (CCG) in relation to the delivery of better mental health user and population-based outcomes for Southwark.

Relevant objectives include promoting public health messages around the benefits of healthy workplaces, physical activity, healthier high streets and prevention of homelessness to ensure that residents in Southwark are supported to make better lifestyle choices and take control over their mental health and wellbeing.

One of the core aims is to improve support for people with mental health issues who have multiple needs such as substance misuse, homelessness and physical health issues and ensure that they get the help they need and do not slip through gaps between services.

Southwark Ways of Working framework (2018)

The Southwark Ways of Working framework sets out 'how' our workforce should deliver their objectives to support Southwark's residents. It gives a clear indication

of the ways of working expected at all levels, so we can all compare them to the way we currently work and what is expected as staff move within the organisation. It is relevant to all staff from the most junior to the most senior levels in the organisation.

The Southwark Ways of Working framework supports a consistent approach in how we go about our work and deliver the council's priorities. It supports and encourages conversations between staff and managers about how we deliver our objectives. The Southwark Ways of Working framework is intended to enable and promote equality and inclusiveness through expressing how we work, how we support and treat our residents and colleagues fairly, regardless of race, religion, age, gender, sexuality, disability or relationship status.

6. Summary findings from the Homelessness Review

In developing this Strategy, a comprehensive review of homelessness in Southwark has been undertaken. This included both primary research and an in-depth desk-top analysis of data from the council and other agencies to identify key issues and trends. Research undertaken also included primary research with service users and analysis of relevant research in homelessness and associated areas. The full details can be viewed in the Homelessness Review which is available on the Southwark Council website at: www.southwark.gov.uk/finding-a-new-home/about-the-housing-solutions-service

In summary, the key findings were:

- In 2015/16, Southwark's net spend on homelessness services was approximately £3m.
- The number of homelessness applications Southwark has received has increased considerably since 2013/14 to 2015/16.
- At the same time, the rate of households accepted as homeless and in priority need fell notably.
- The most common cause of statutory homelessness in Southwark between April 2011 and April 2016 has been that parents, friends and relatives are no longer willing to accommodate the individual or household in question.
- There has been a significant growth over this time in the termination of assured tenancies; which accounted for 8% of homelessness in 2011/12 and increased to 30% in 2015/16.
- Average rents in the borough have grown considerably whilst Local Housing Allowance has been frozen.
- Rising rents have caused an increase in homeless applications to the council for those that cannot afford them and the sector has become largely unaffordable for the council to use to prevent homelessness.
- Southwark had the fourth highest number of preventions and reliefs in London and ranked twenty-eighth nationally.
- The number of households in TA has continued to rise. Southwark has managed to find enough affordable accommodation within London as of

April 2016, although this is becoming more challenging.

- The total number of lettings the council has been able to make each year has been falling, in part causing more households to wait longer in TA.
- Southwark has seen a slight fall of 11% in rough sleepers between 2011/12 and 2015/16, despite a 43% increase across London in this period.

Resources for homeless and homelessness prevention services

In 2015/16, Southwark's net spend on homelessness services was approximately £3m. This paid for temporary accommodation, staff, running costs and homelessness prevention measures like the Finders Fee scheme. It also includes a government grant of £370,000

In 2013/14, 2014/15 and 2015/16, Southwark received just over £1.5m in each year as a Homelessness Prevention Grant settlement from the Department of Communities and Local Government (DCLG), now the Ministry for Housing, Communities and Local Government (MHCLG).

In 2017/18, the council received £1,236,085 in Discretionary Housing Payment (DHP) funding, a slight increase on the previous year (£1.1m). The grant settlement, from the Department for Work and Pensions (DWP), is aimed at helping benefit recipients whose benefit award does not cover their full rent costs.

Housing Solutions was successful at bidding for £1.0m from DCLG to fund the early adopter prevention trailblazer, spanning from November 2016 and lasting two years.

Southwark was also awarded £393,000 in December 2016 after a successful bid to tackle rough sleeping.

Increasing numbers of households seeking assistance

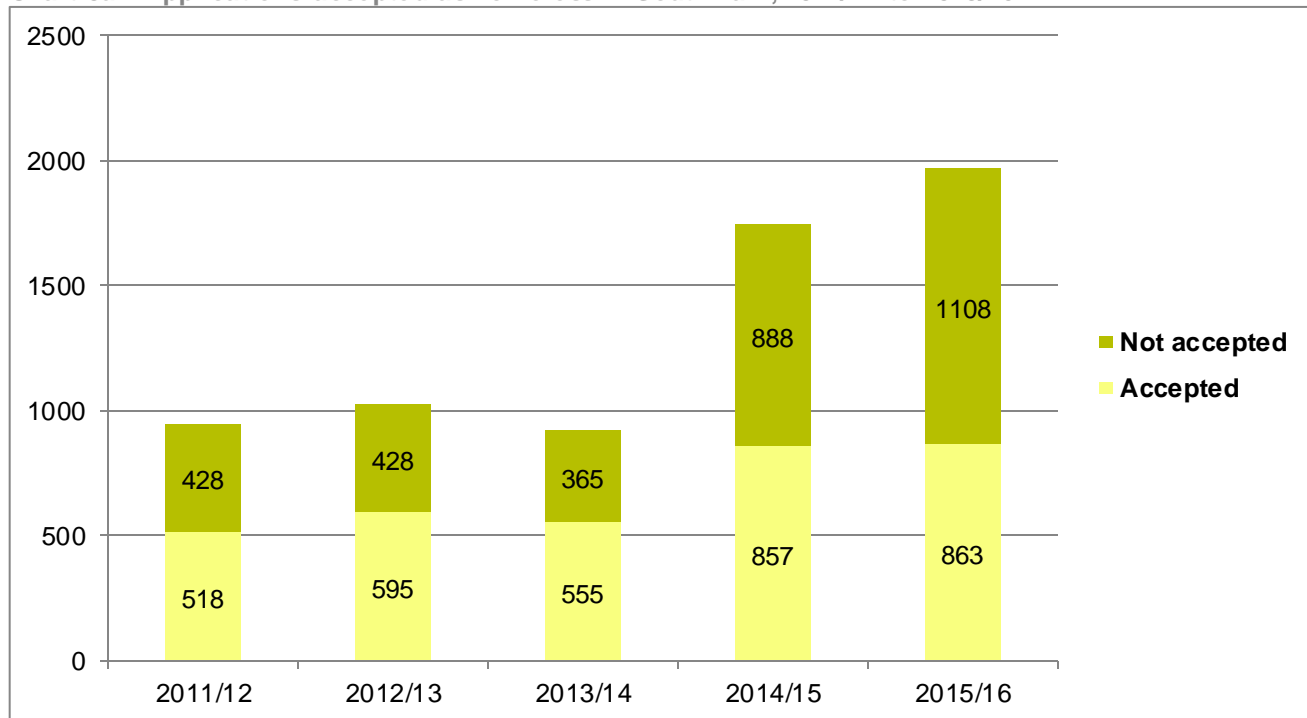
The following charts show that the number of homelessness applications Southwark has received has increased considerably since 2013/14 to 2015/16.

The increase in applications is due to two important factors: the restructure of homelessness services in 2013/14 that enabled the council to help more residents; and a reduction in the number of homes that residents can afford. Affordability issues are complex, but Welfare

Reform and increasing costs of the private rented sector in the borough have been factors.

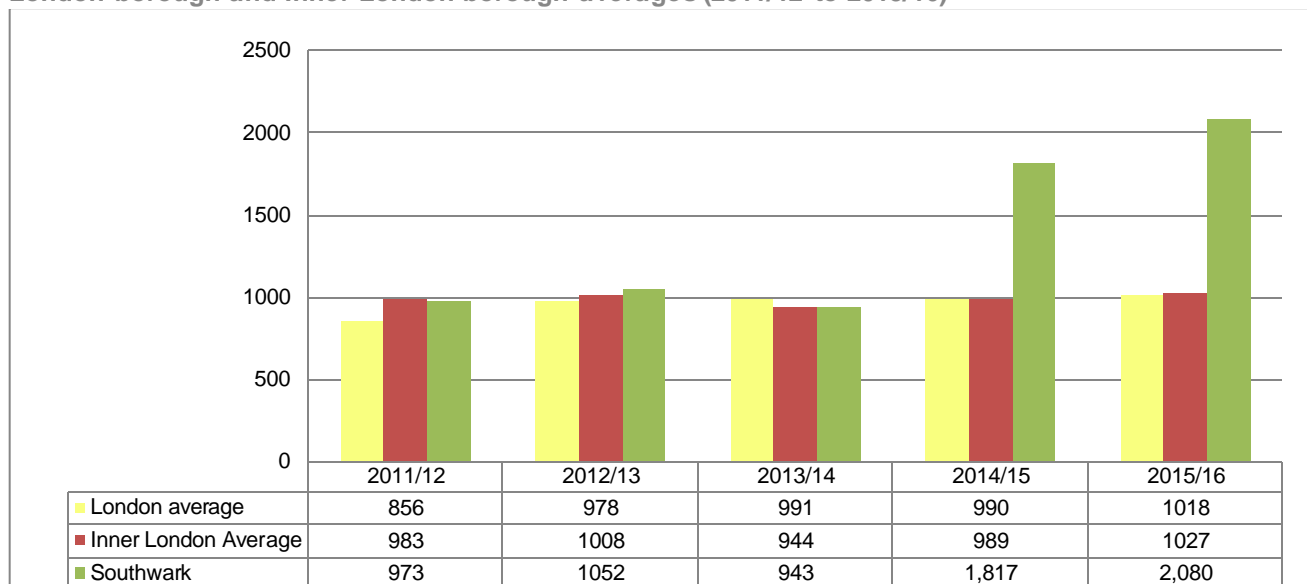
In 2015/16 Southwark received twice as many homelessness applications as (the average for) other Inner-London councils.

Chart 3a – Applications accepted as homeless in Southwark, 2011/12 to 2015/16



Source: Internal records

Chart 3b – Comparison between the number of homelessness applications made in Southwark with the London borough and Inner-London borough averages (2011/12 to 2015/16)



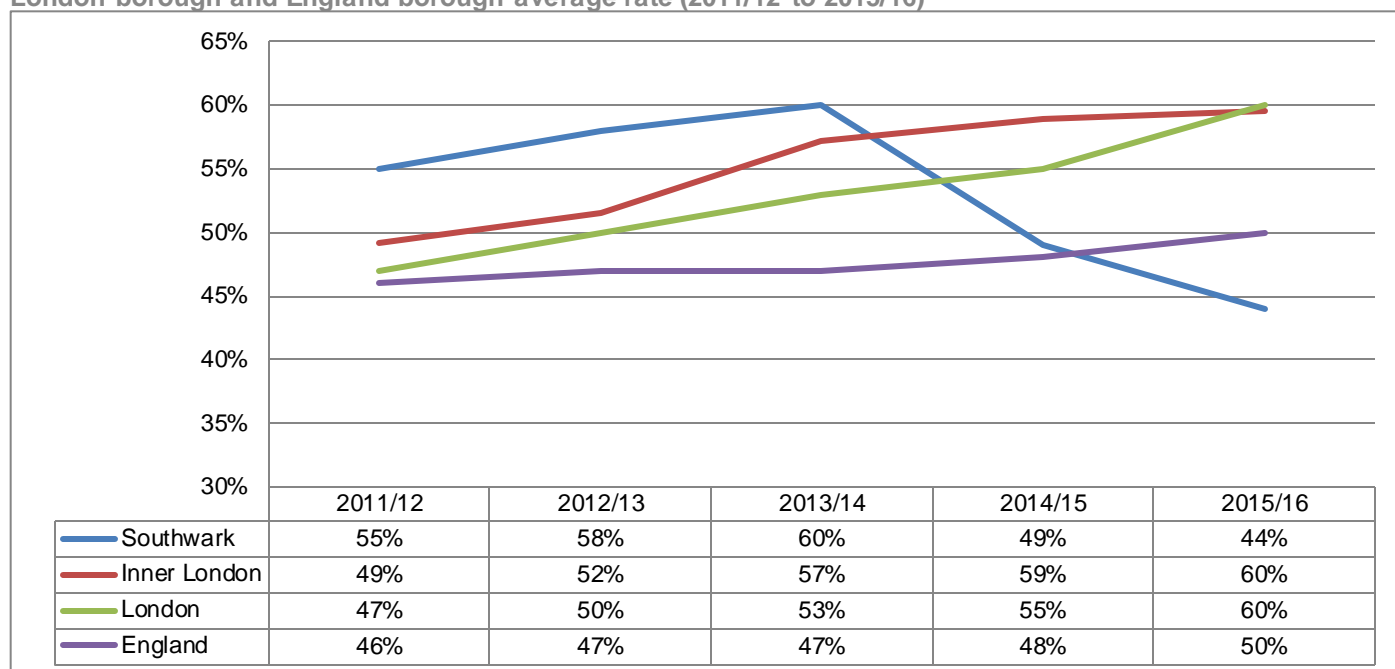
Source: DCLG Live Table 770 and Internal records

*Inner-London boroughs include Camden, Greenwich, Hackney, Hammersmith & Fulham, Islington, Kensington & Chelsea, Lambeth, Lewisham, Southwark, Wandsworth and Westminster

The rate of households accepted as homeless and in priority need fell notably between April 2013 and April 2016, and Southwark made significant steps to

outperform its peer group at ensuring resources were reserved for those that needed them most.

Chart 4 – Comparison between Southwark’s homelessness acceptance rate and the average London, Inner-London borough and England borough average rate (2011/12 to 2015/16)



Source: DCLG Live Table 784

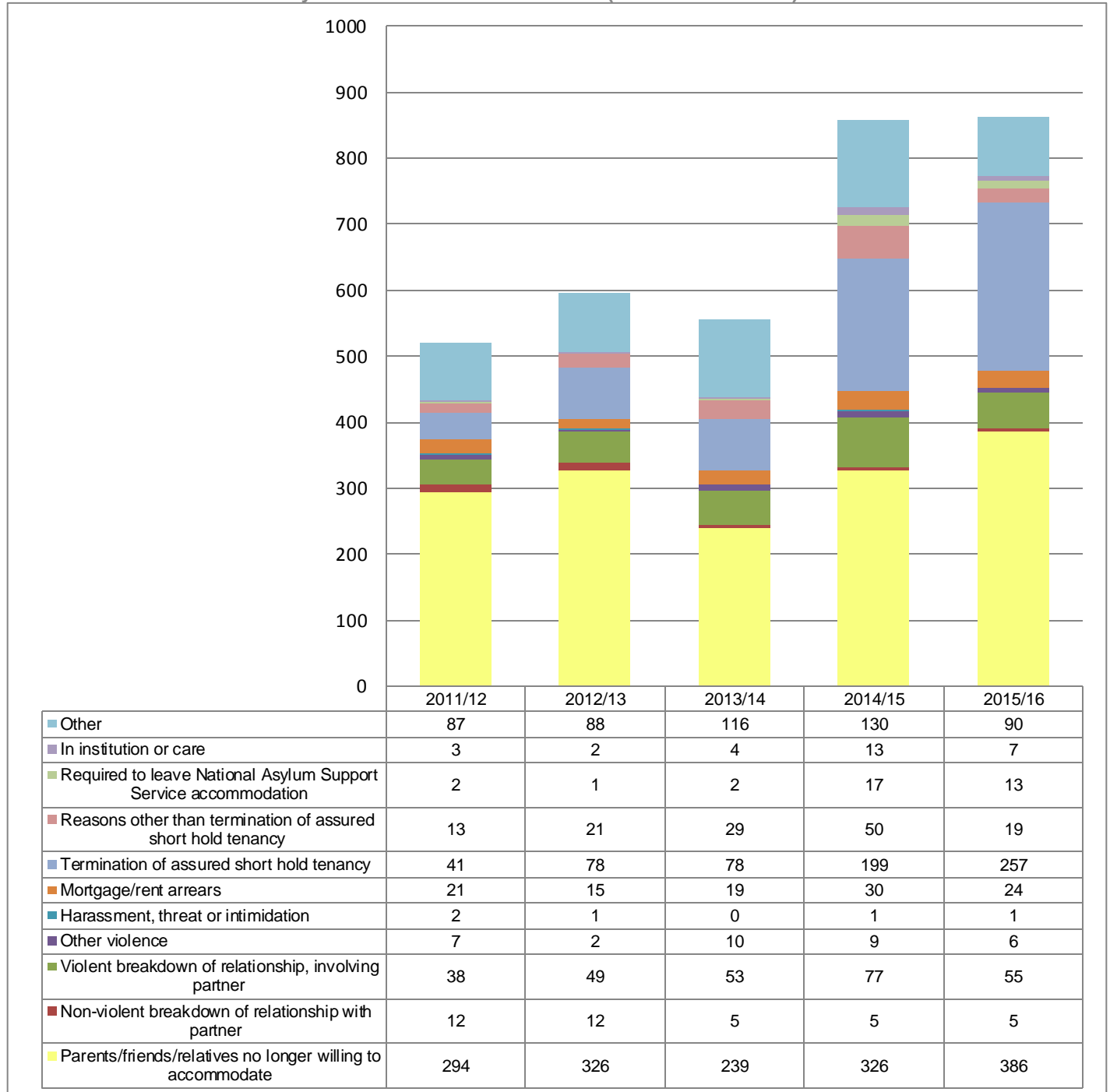
*Inner-London boroughs include Camden, Greenwich, Hackney, Hammersmith & Fulham, Islington, Kensington & Chelsea, Lambeth, Lewisham, Southwark, Wandsworth and Westminster

Reasons for homelessness

Chart 5 shows that the most common cause of statutory homelessness in Southwark over this time has been that parents, friends and relatives are no longer willing to accommodate the individual or household in question.

There has been a significant growth over this time in the termination of assured tenancies; which accounted for 8% of homelessness in 2011/12 and increased to 30% in 2015/16.

Chart 5 – Reasons for statutory homelessness in Southwark (2011/12 to 2015/16)

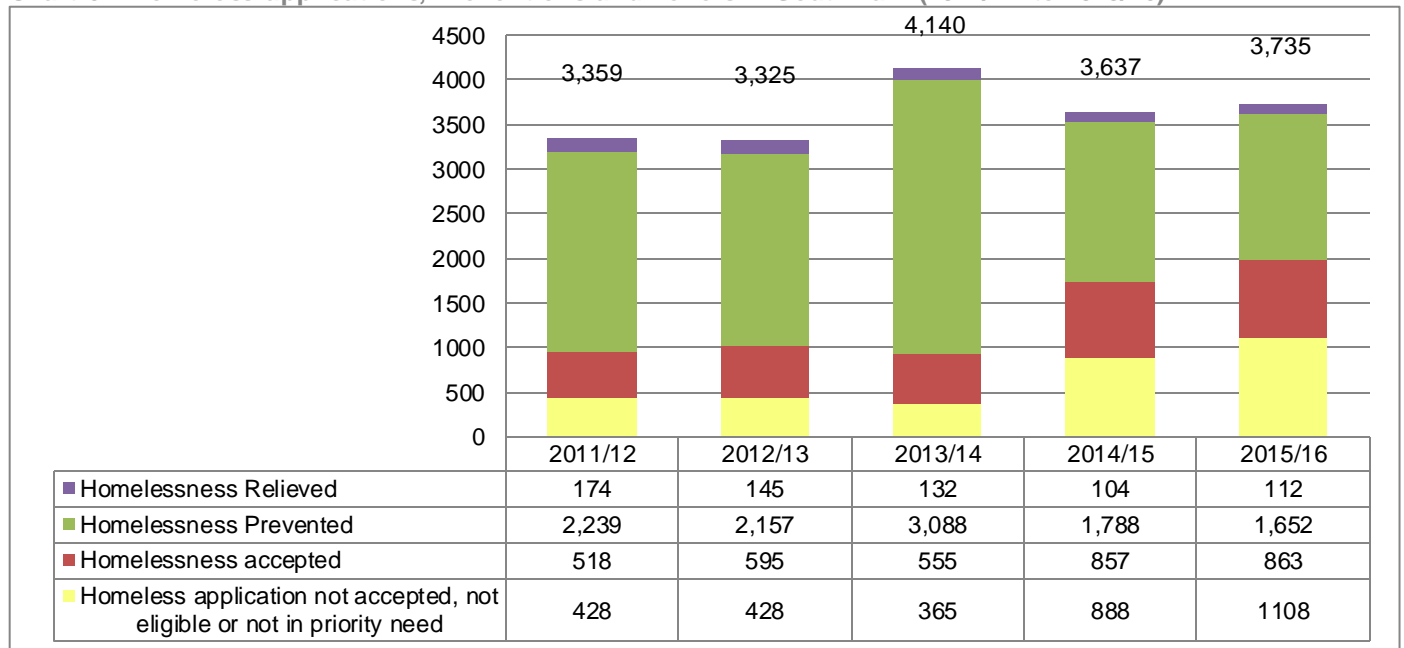


Applications, preventions and relief

Chart 6 shows the increasing level of demand being placed on the borough's homeless services across homeless assessment, prevention and relief.

The reduction in preventions after 2013/14 followed a reduction in the amount of funding for Discretionary Housing Payments (DHPs) the Council received after 2013/14.

Chart 6 – Homeless applications, Preventions and Reliefs in Southwark (2011/12 to 2015/16)

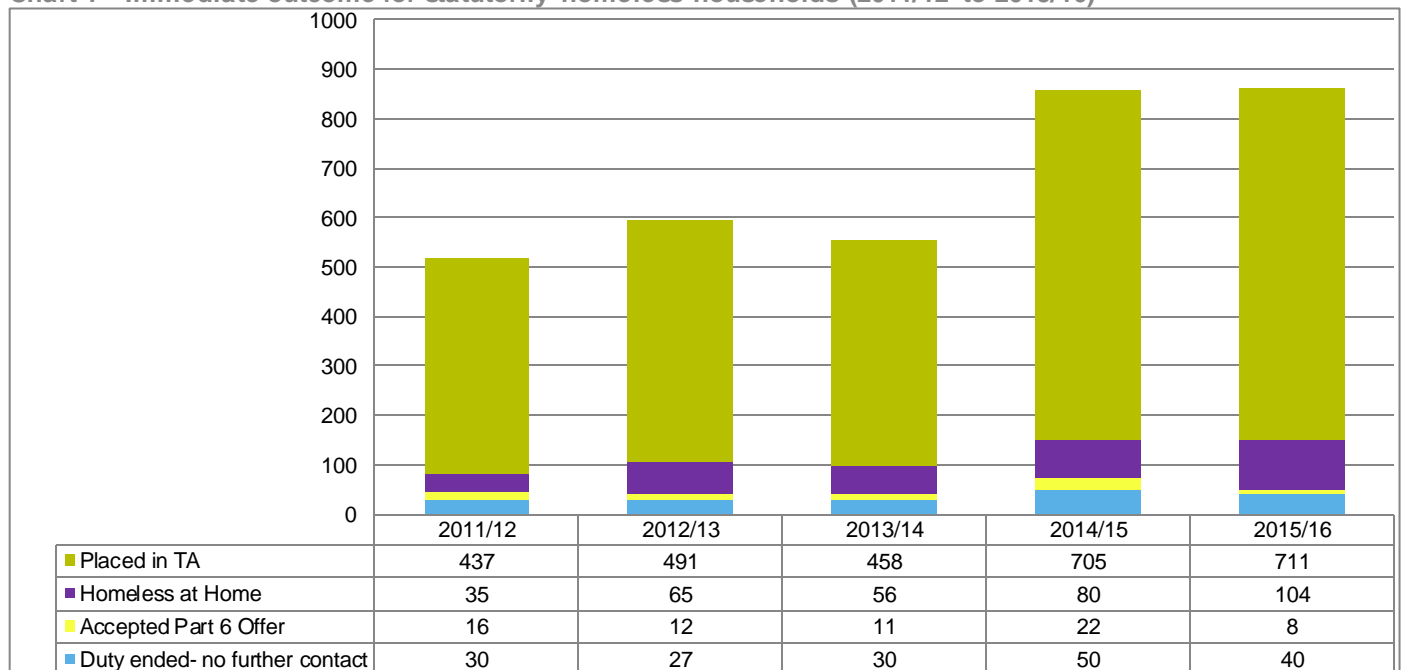


Outcomes for homeless households

Chart 7 illustrates how the outcomes have put a strain on the Council's already stretched financial resources. In previous years Southwark would have been able to help many of these households to avoid homelessness by using the borough's private rented sector.

However, average rents in the borough have grown considerably whilst Local Housing Allowance has been frozen.

Chart 7 - Immediate outcome for statutorily homeless households (2011/12 to 2015/16)



Average Private Rents in Southwark

The increase in average house prices has led to Southwark becoming one of the more expensive London boroughs to rent privately. Because of that, for many, home ownership will be unachievable. Saving enough for a deposit to buy a first home is often impossible as rents take up too much of a renter's income.

To summarise, higher rents in the private rented sector cause two major problems for Southwark:

- (1) An increase in homeless applications to the council for those that cannot afford rising rents,
- (2) The sector has become unaffordable for the council to use to prevent homelessness.

Chart 8 - Average monthly private sector rents in Southwark (2013 to 2017)

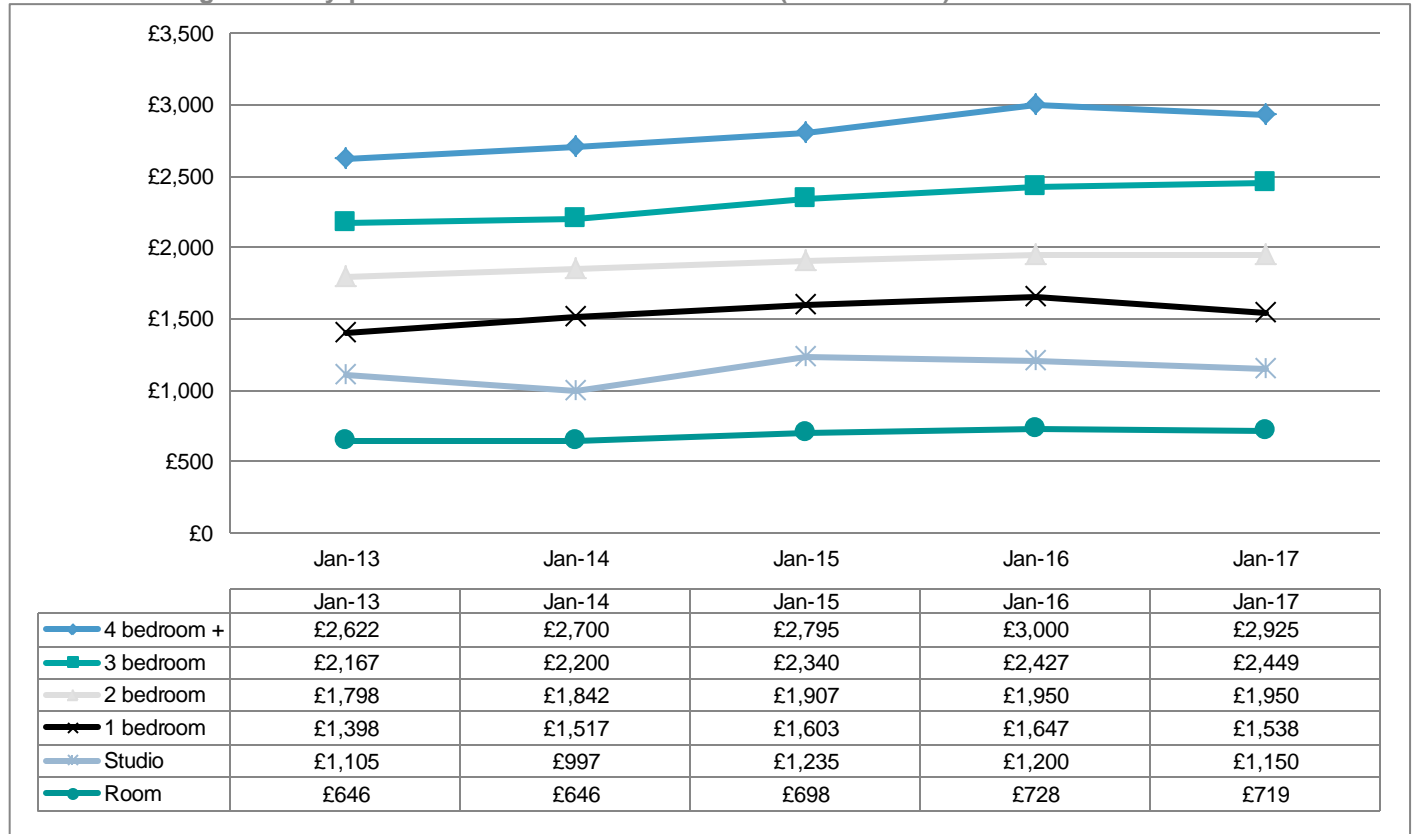


Table 1 - Comparison between capped LHA rates (Inner SE London, rounded) and average advertised rents in Southwark (January 2017)

Size of accommodation	LHA cap - April 2016 (pcm)	Average lower quartile rent (pcm)	Average median rent (pcm)
Room (in shared accom)	£412	£646	£719
1 bed	£884	£1,340	£1,538
2 bed	£1,150	£1,675	£1,950
3 bed	£1,433	£1,998	£2,449
4 bed	£1,807	£2,600	£2,925

Source: Southwark Market Trends Bulletins (based on advertised rents for self-contained properties in Southwark, unless stated)

LHA rates are the housing element of benefits paid towards the rental costs for private rented accommodation.

The Government is currently considering proposals that will restrict supported housing tenants to only be able to claim LHA to pay for their housing costs.

Preventions and relief

Southwark had the **fourth** highest number of preventions and reliefs in London in 2015/16 and ranked **twenty-eighth** nationally. Southwark was the highest placed inner-London local authority.

In summary, in 2015/16 Southwark Council prevented or relieved homelessness through:

-Financial payments from a homeless prevention fund: **39%**

-Resolving housing benefit problems: **20%**

-Supported accommodation (including supported lodging schemes, successful referrals to supported housing projects): **11%**

-Negotiation or legal advocacy to ensure that someone can remain in accommodation in the private rented sector: **9%**

-Resolving rent or service charge arrears in the social or private rented sector: **6%**

-Debt advice: **5%**

-Other: **10%**

The Homelessness Reduction Act obligates local authorities to assess households at risk of homelessness in 56 days, rather than the current 28 days.

Local authorities will then have another 56 days to attempt to relieve the household's homelessness.

The Act requires public bodies to work together and be able to demonstrate that they have considered every option to prevent each case of homelessness.

Table 2 - Current Location of Southwark's TA

Location of Southwark's temporary accommodation		
Location	Number of homes	%
Southwark	1408	74%
Surrounding London boroughs (Lewisham, Lambeth, Bromley)	360	19%
Other London boroughs	133	7%
Outside of London	0	0%
TOTAL	1901	100%

Source: Internal records (April 2017)

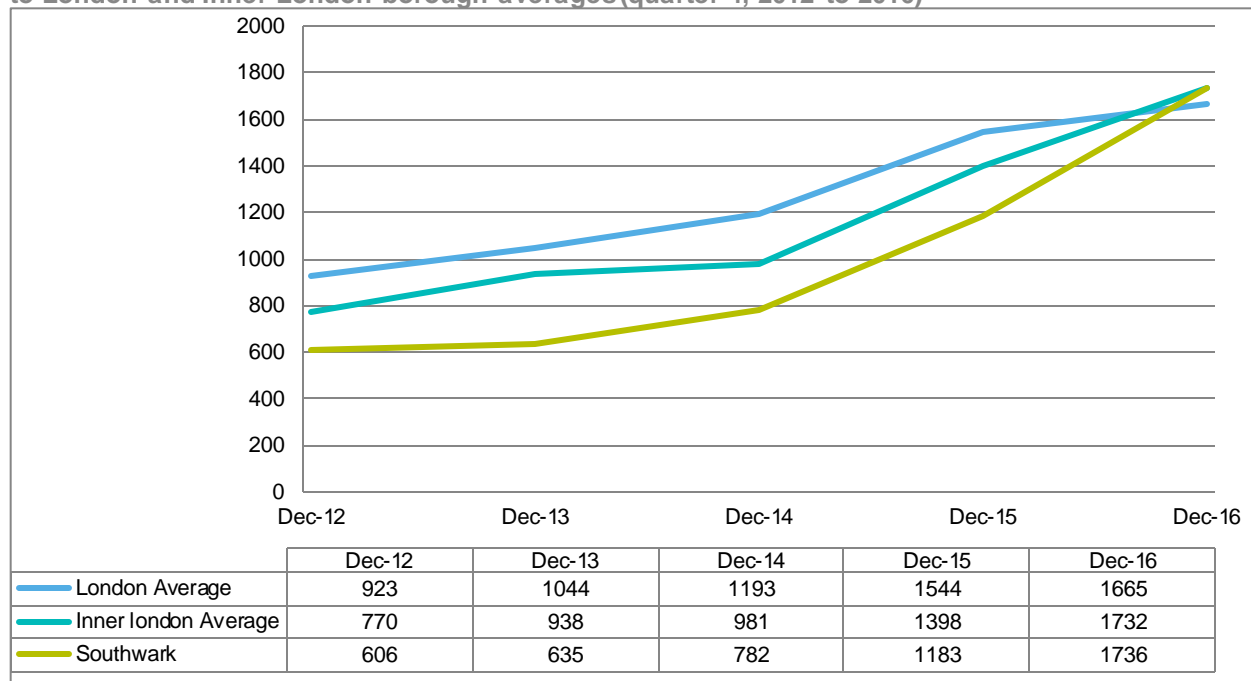
Temporary Accommodation (TA)

The table above shows that 74% of TA secured for homeless households is in the borough and no households have had to leave London.

The following chart shows how the number of statutorily homeless households in TA has increased across London over the last five years.

Until December 2016, the number of homeless households in TA in Southwark had remained below the London and Inner-London averages.

Chart 9 – Number of statutorily homeless households in temporary accommodation in Southwark, compared to London and Inner-London borough averages (quarter 4, 2012 to 2016)



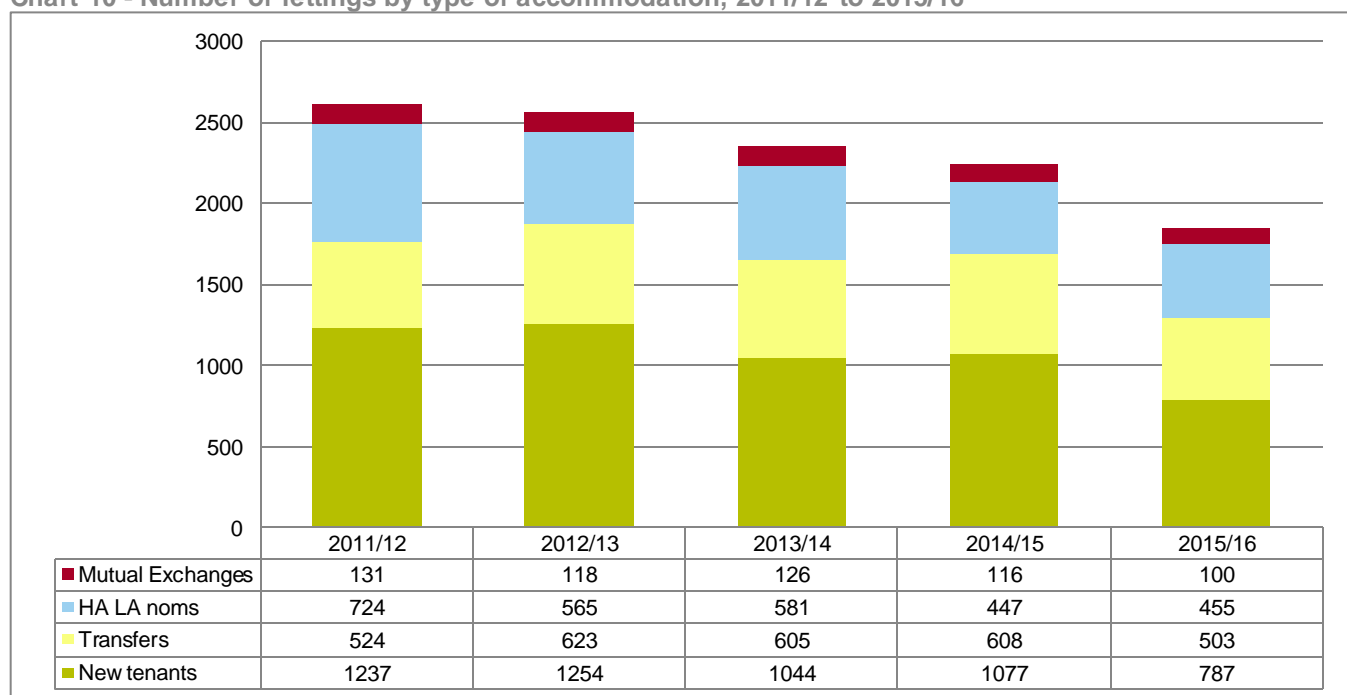
Source: P1E data, iform.

Lettings

The total number of lettings the council has been able to make each year has been falling since 2009/10 (3,030) mainly as a result of the Right to Buy.

2015/16 saw the fewest number of lettings on record (1,845 including nominations to housing associations and mutual exchanges).

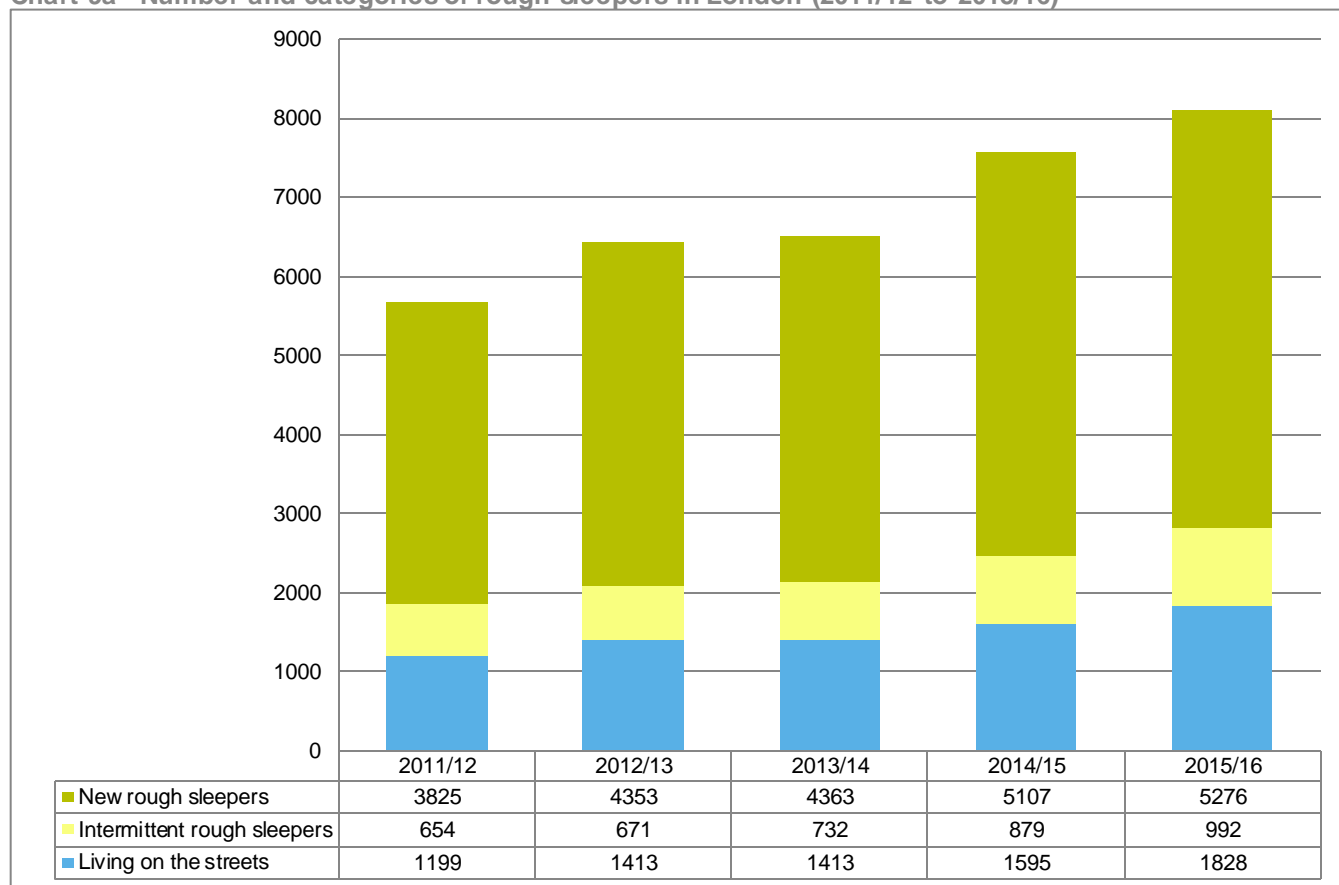
Chart 10 - Number of lettings by type of accommodation, 2011/12 to 2015/16



Source: LAHS/HSSA + Internal records

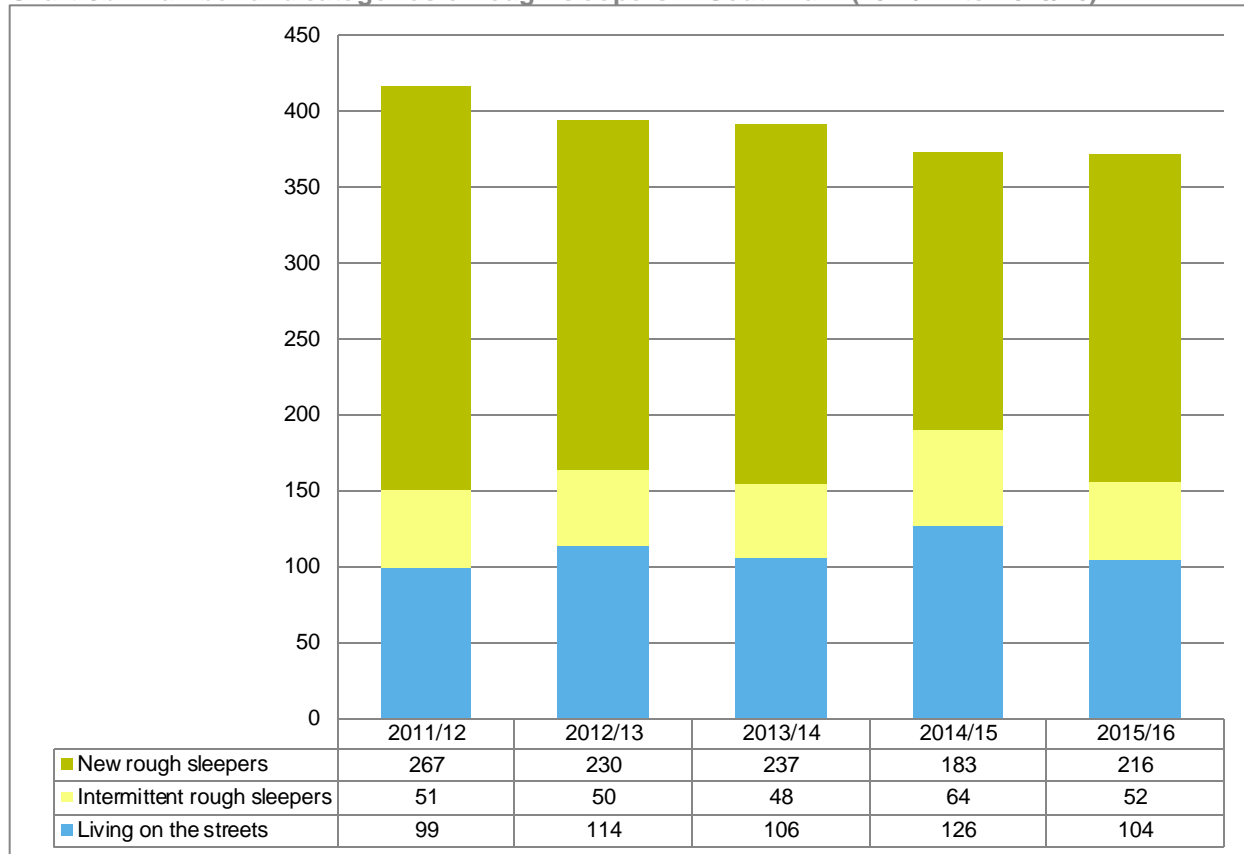
Rough Sleepers

Chart 9a - Number and categories of rough sleepers in London (2011/12 to 2015/16)



Source: CHAIN reports

Chart 9b - Number and categories of rough sleepers in Southwark (2011/12 to 2015/16)



Source: CHAIN report

The number of rough sleepers in London has increased over the last five years. 43% more rough sleepers were seen in 2015/16 compared with 2011/12.

In Southwark however, overall numbers have reduced slightly (around 11%). This is mainly due to a reduction in new rough sleepers (down from 267 in 2011/12 to 216 in 2015/16).

Overall, in 2015/16 Southwark had the sixth highest number of rough sleepers in London.

The data on Table 3 shows that nearly half of the people seen rough sleeping in Southwark in 2015/16 were from Europe. About 8% were from Africa.

Table 3 – Nationality of rough sleepers in Southwark (2015/16)

Nationality	Flow	Stock	Returner	Total	Total %
UK	75	45	21	141	38.11%
Europe (CEE)	83	42	16	141	38.11%
Europe (EEA)	25	5	9	39	10.54%
Europe (Non-EEA)	1	0	0	1	0.27%
Europe (Unknown)	2	1	0	3	0.81%
Africa	20	6	2	28	7.57%
Asia	6	2	0	8	2.16%
Americas	3	3	3	9	2.43%
Not known / missing	1	0	1	2	-
Total (excl.) Not known	215	104	51	370	100%
Total (incl. Not known)	216	104	52	372	

Source: CHAIN reports

7. 2018 – 2022 Strategic priorities

This five year strategy covers the period 2018 – 2022, and seeks to further strengthen the high level of partnership working in place across Southwark and to continue to make significant improvements across homelessness services.

We aim to continue being a leading authority at preventing homelessness and to further intensify and accelerate our action. This will be achieved through adoption of the following five inter-relating strategic priorities. Key actions across each of the five priorities are detailed in Appendix 2.

Priority One:

Homelessness prevention.

We will deliver a leading prevention service building on our early adopter trailblazer project to meet the aims and intentions of the Homelessness Reduction Act.

The Homelessness Review confirmed that the main cause of homelessness in Southwark was 'Parents/friends/relatives being no longer willing to accommodate' which has been a significant long standing factor. Since 2014/15 there has also been a sharp growth in 'Termination of assured short hold tenancy'.

This has contributed to a rise in cases accepted as homeless in Southwark. The successful bid for £1.0m funding for the prevention trailblazer through to 2018 will help fund resources and initiatives to tackle these issues. Consultation with our partners also recommended that more mediation was needed with families and landlords.

As a result, Southwark is recruiting two Visiting Officers and four Private Sector Liaising Officers to assist with mediation and ultimately homelessness prevention. The trailblazer will fund a total of 24 posts for 16 months. This supports the service in delivering the duties imposed through the Homelessness Reduction Act. Significantly the Gateway Customer Services Assessment Officers will be reinforced due to the extra demands anticipated from additional housing advice and support demands. The changes will be closely monitored to analyse the impacts which will assist the MHCLG with continuing to fund the implementation of the Homelessness Reduction Act.

Not all of the aims of the trailblazer can be met through recruitment alone. The objective is to promote the concept of customer choice and empowerment as a core principle for how the new prevention model is intended to operate both in the pilot stage and to inform thinking post enactment of the HRA.

The council recognises the importance of utilising technology and partnership working with statutory, voluntary and third sector agencies to help us deliver an efficient modern service. We issue paper-based Personal Housing Plans (PHPs) to meet one of the requirements set out in the Homelessness Reduction Act, however we have bigger ambitions to digitise the service. The advantages of online PHPs are that households will be able to view and report updates frequently and partners will also be able to interact with the permission of the household. This will help ensure that households' needs are met and that they are assisted as they engage and work through their personalised plans.

The aims of the trailblazer will be met through the Southwark Prevention Trailblazer delivery plan with the following desired outcomes -

- Developing a Council-wide approach to preventing and tackling homelessness
- Working in partnership to prevent and tackle homelessness and deliver the new duties in the Homelessness Reduction Act including the duty of public authorities to refer cases to the local housing authority
- Improving the quality and effectiveness of prevention work to meet the requirements of the new section 195 prevention duty under the Homelessness Reduction Act
- Improving the quality and effectiveness of help to single applicants to help them to find accommodation to meet the new section 189B 'Help to Secure' Duty under the Homelessness Reduction Act
- To develop a self-help prevention of homelessness strategy
- Treating Customers with compassion, understanding and empathy to tackle the culture change issue highlighted by the DCLG Select Committee. This is a change which the Government have publically stated they want to see brought about by the Homelessness Reduction Act.
- Develop a number of new initiatives to support the new section 189B 'Help to Secure Accommodation

Duty' for single people and families

- Disseminating learning to other local authorities and the sector more widely
- Develop a Resettlement Support Service to provide on-going support to the most vulnerable and to act as an early warning service for those housed who may experience difficulties in sustaining their accommodation
- Making sure there is a holistic approach to assessing housing needs and homelessness with Children Services and Adult Social Care and to ensure that where no duty is owed that applicants are dealt with correctly under social services legislation supported by the Housing Service
- Working with MHCLG to develop a new data reporting framework
- Anticipating and tackling problems that may undermine the successful implementation of the new prevention model
- Ensuring as the service develops it is in line with service users expectations and shaped by their views
- Checking and monitoring performance of the Trailblazer Pilot

The Homelessness Reduction Act broadens the responsibilities of local housing authorities, such as Southwark. The Act changes the legal definition of 'threatened with homelessness' and triggers earlier and more enhanced work to prevent those threatened with homelessness. It requires local authorities to take reasonable steps that are likely to help the applicant to secure accommodation, for example, providing a rent deposit or access to mediation to keep households together.

We will ensure that all households, whether they are singles, couples or families, will receive advice and assistance, whatever their circumstances. This will mean that single people (and couples without dependents) should benefit more from the extended support available than they would have done in the past.

The Southwark Homelessness Review 2017 shows that in 2015/16 of the 863 applications accepted as homeless only 15% are single person households. This underlines how the majority of assistance was previously given to families rather than singles. Single households would need to demonstrate a priority need such as poor health to be owed the full rehousing duty. Therefore single households, such as those facing eviction from a private tenancy or where their family can no longer accommodate them at home, will receive improved assistance from the council.

This will require greater resources as the council is likely to face an increased number of approaches from single homeless households. Southwark received £1,000,000 trailblazer funding over two years from the Department for Communities and Local Government which has contributed to supporting this service provision. Longer term the government has committed to providing £72m nationally for new burdens funding, of which Southwark has been involved with negotiating how the funding will be fairly distributed. The government will then assess if the funding is sufficient to allow councils to meet the new requirements from the Homelessness Reduction Act before announcing longer term funding arrangements.

Fundamentally, the Homelessness Reduction Act 2017 aims to bring a change to the way local authorities engage with households in need of assistance. The Homelessness Code of Guidance for the Act provides a framework to work collaboratively between households, homelessness advisory services and other partners and agencies.

There is now more focus on prevention, early intervention and advice for people at risk of, or experiencing homelessness, rather than on an assessment of their circumstances and crisis intervention. This is a more person-centred approach, which amounts to a culture shift in councils' working practice.

In order to achieve this, Southwark has invested significantly in training and retraining new and existing staff on the new legislation, but also on the softer skills required to introduce personalised responses to address individuals' needs. The outcome from the training will be improved support for all people at risk of, or facing homelessness and particularly for those experiencing multiple disadvantages.

In 2018, Southwark was also awarded an additional £690,000 to run the London Training Academy. The Academy is funded by the Ministry of Housing, Communities and Local Government and will be delivered by Southwark Council, as part of our existing Trailblazer programme. It will provide a programme of training for over 1,000 staff working in front-line housing options services across London boroughs. This includes approximately 140 apprentices and trainees, 300 new staff without previous homelessness experience and up to 600 existing staff. Much of the training will take place in Southwark and so Southwark's staff will be well placed to benefit from this.

Knowledge and skills training in the Academy is delivered by Shelter, AHAS, Andy Gale, Homeless Link, Tabris Ltd, Solace Women's Aid and apprentices have the opportunity to gain a CIH qualification.

Southwark will also invite delegates to shadow our services to see our innovative service in action.

Southwark Council has also been developing its Southwark Ways of Working framework, which seeks desirable behaviours in its workforce. These behaviours are based on our Fairer Future principles. We will look to embed these ways of working across our services to ensure we are providing the best possible services for our customers.

The homelessness service at Southwark has also encouraged staff to gain recognised qualifications in leadership and management to encourage leadership at all levels. The training helps officers to understand change and innovation and builds awareness beyond their own roles. This will play a vital role in the large changes needed to successfully deliver the requirements of the Homelessness Reduction Act 2017.

The message received from working with our partners at Southwark's Quarterly Homelessness Forum was to start early with prevention by helping young people understand that keeping a home is difficult. This message also reflects the Housing Strategy aim to prevent homelessness wherever possible by developing residents' skills and abilities for self reliance and building resilient communities. As part of our upstream prevention measures, we will be working with schools and colleges to better engage with children and young people around the realities of housing and homelessness with the aim of reducing youth homelessness.

This links in with the predictive data modelling work stream under development as part of Southwark prevention trailblazer delivery plan and the rough sleeping prevention trailblazer pilot action plan. In both these cases the target will be to use data to identify cohorts to engage with regarding the challenges of keeping a home, increasing resilience and the realities of the housing market. We will invest resources into these activities as part of our overall prevention strategic priority.

We are currently working in partnership to develop this predictive analytics, whilst being mindful of meeting data protection obligations. We hope to be able to use data from across our partnerships with other authorities and the 'big data' held across the council as a whole to produce a powerful, analytical tool. This can identify households at risk of homelessness and to help intervene sensitively at opportune moments when they interact with the authorities.

In addition to predictive analytics we are engaging in upstream prevention activities to reduce the pressures on our homelessness advisory services. We will

continue to work in partnership with services that, for example, cover health and employment, as these are often triggers for homelessness.

As part of our commitment to improving our homelessness and rough sleeping prevention service, we will aim to build on our achievement of 'Silver standard' by achieving the National Practitioner Support Service (NPSS) Gold Standard Challenge by meeting all ten of the challenges and delivering more efficient and cost effective homelessness prevention services. Southwark previously achieved eight of the challenges.

The ten challenges comprise:

1. To adopt a corporate commitment to prevent homelessness which has buy in across all local authority services.
2. To actively work in partnership with voluntary sector and other local partners to address support, education, employment and training needs.
3. To offer a Housing Options prevention service to all clients including written advice.
4. To adopt a No Second Night Out model or an effective local alternative.
5. To have housing pathways agreed or in development with each key partner and client group that include appropriate accommodation and support.
6. To develop a suitable private rented sector offer for all client groups, including advice and support to both client and landlord.
7. To actively engage in preventing mortgage repossessions including through the Mortgage Rescue Scheme.
8. To have a homelessness strategy which sets out a proactive approach to preventing homelessness, reviewed annually to be responsive to emerging needs.
9. To not place any young person aged 16 or 17 in Bed and Breakfast accommodation.
10. To not place any families in Bed and Breakfast accommodation unless in an emergency and for no longer than 6 weeks.

Since late 2017 Shelter have launched a service from our main Homesearch Centre in Peckham Rye. Whilst Shelter remain an independent advocacy advise service, we value their input and support in our homeless prevention services and ensuring we are offering as much support to households as possible.

To ensure our service meets all of its targets and that we deliver a high quality prevention service we will continue to be assessed with transparency, by being reviewed by Shelter. Therefore we will continue our

partnership together with Shelter comprehensively reviewing our services through their mystery shopping exercises and we will continue to aim to improve the service for the benefit of everyone that uses it.

We have made good progress with integrating social care and homelessness by setting up our Integrated Homelessness Team comprising of social care staff based in the Housing Solutions service. We do, however, recognise there is still work to do to develop a clear process for how we prioritise and allocate temporary and permanent housing for households referred via social services.

Longer term, the council is developing plans to co-locate homelessness and social services at a new central site in the borough. These plans will build on the good foundations that the services have developed together and reflect a one-council mind set where all services are working closely together to produce the best outcomes.

The success for holding strategic cross-departmental meetings has been recognised and these will be continued to assist with communication and cohesion across our services.

Improving the links between senior management from different services will help us to tackle issues such as anti-social behaviour, hoarding and other behaviours which can lead to homelessness. In addition to the Multi Agency Risk Assessment Conference (MARAC), which is one of the most effective approaches in the identification, assessment and multi agency response to high risk cases, a series of workshops is being co-ordinated by Southwark Anti Social Behaviour Unit (SASBU).

The workshops are intended for partners to describe their work and referral pathways so that additional support can be levered in to support vulnerable households as required. The workshops provide an opportunity to consult with services such as SLAM (South London and Maudsley NHS Foundation Trust), Resident Services, Environmental Health and the Fire Brigade.

Two case studies of successful homelessness prevention in Southwark

Case study 1. Homelessness prevention services working together at Southwark: 'Arlene'

Arlene approached the Homesearch Centre having been served notice to quit her tenancy due to rent arrears. Our Gateway team put Arlene through to our triage service which assessed the issue and this directed her to our Tenancy Relations team. After

gathering the information the Tenancy Relations team established that the landlord had served a valid notice, so the eviction was indeed legal, however through speaking with the landlord they were able to establish that the landlord would reinstate Arlene if the arrears were reduced significantly or cleared. Arlene was referred to our Financial Inclusion team for assistance with a financial payment.

The Financial Inclusion team interviewed the household and assessed the Housing Benefit system with Arlene's consent and discovered that there was a historical period where the applicant was eligible for Discretionary Housing Payment (DHP). They completed a DHP form which included an income and expenditure assessment and worked out a payment plan to clear the remaining arrears. The landlord was then contacted with the offer of DHP and the proposed payment plan. He accepted the proposal and Arlene was reinstated into the property.

Case study 2. Tenancy Relations service preventing homelessness in Southwark: 'Mina'

'Mina' approached our Tenancy Relations team for assistance regarding the harassment she was suffering from her landlord's partner who was involved with managing her flat. Mina described that after a dispute about her broken boiler, she received abusive messages in response to this request. At this point Mina made it clear she no longer wished to have any dealings with her landlord's partner but her request was ignored. Mina provided proof of this in the form of the messages she received. Additionally Mina states that her landlord and their handyman had a spare set of keys to her home, and they freely let themselves in to carry out works without any notice. The situation was making it increasingly difficult for Mina to stay in her tenancy.

The Tenancy Relations team explained to Mina that she has the right to the quiet enjoyment of the property and if the landlord is breaching this then she can be assisted to take legal steps. Mina was offered the option of mediation between her and her landlord, with the aim of stopping the harassment. Mina accepted this help and our tenancy Relations team then contacted the landlord, with Mina's consent, and made them aware of the situation. Mina was contacted again and she confirmed that the harassment had come to an end and the repair works have been completed.

Priority Two:

Tackle rough sleeping.

We will use the Rough Sleeping Prevention Trailblazer funding to continue to make even more progress at tackling rough sleeping in Southwark.

In Southwark, anyone found to be sleeping rough for the first time is taken to the GLA's No Second Night Out hub by the outreach team. Individuals are given a roof over their head for the night while a more permanent housing solution is sought. People are assessed – if they are from Southwark then they are referred to the council's housing solutions team.

Since 2010 rough sleeping in England has increased by 134%.² Despite London also experiencing an increase in rough sleeping of 43% between 2011/12 to 2015/16, Southwark has seen a gradual fall of 11% in rough sleepers over this period.

Even though this evidence suggests the council is already making good progress to tackle rough sleeping, this strategy sets out the plans to make further steps towards this target.

As well as being a homelessness prevention trailblazer, in December 2016 Southwark was proud to have been chosen by DCLG (now MHCLG) to be a rough sleeping prevention trailblazer. Southwark successfully bid for £393,000 funding over three years, which will be used to develop innovative approaches to prevent and relieve rough sleeping.

Southwark developed a rough sleeping prevention trailblazer plan which set out 20 actions:

1. Develop a No First Night Out Model.
2. Develop a Housing First Model.
3. Develop a multi agency assessment hub within the Housing Solutions service and design a process to target and prevent people sleeping rough.
4. Develop small scale accommodation project for customers who approach services and have nowhere safe to stay that evening.
5. Develop a personalized accommodation finder service
6. Guarantee that no person will sleep rough if they approach any statutory partner for advice and assistance.
7. Develop a single access crisis intervention and

support service

8. Recruit former rough sleepers and customers of the Housing Solutions service as apprentices to ensure employment opportunities are available as part of the council's housing academy.
9. Develop a mentoring service for rough sleepers via the recruitment of former rough sleepers.
10. Develop a community hosting scheme.
11. Develop a homelessness and rough sleeping predictor model using all available data from housing, health, social care, education, police, prison service, etc. to develop a homelessness prevention and early intervention model.
12. Develop a personal plan and pathway plan for all customers, and make these plans available to relevant partner agencies.
13. Develop an Offer to Resolve model mediation and support service.
14. Develop a Sharing Accommodation Scheme to increase options for people who are threatened with sleeping rough.
15. Develop a Residential Lodging scheme.
16. Continuously promote the concept of customer choice and empowerment as a core principle of the service by treating customers with compassion, empathy, and understanding.
17. Develop a passport to independent living model.
18. Promoting housing advice and literature in all GP surgeries and hospitals.
19. Developing effective working protocols with all agencies to improve information sharing, improve joint decision making and coordinated intervention to prevent rough sleeping via a single front door gateway.
20. Develop an advocacy service for customers who are threatened with rough sleeping or are currently sleeping rough in Southwark.

Full details of these actions and the latest updates on the progress of these activities can be found on our website:

www.southwark.gov.uk/finding-a-new-home/about-the-housing-solutions-service

In June 2018 Southwark successfully bid for £615,000 of a recent Rough Sleeping Initiative Grant, only two local authorities were awarded more. For the rest of the financial year it will allow us to provide:

- 10 new Housing First Officers,
- A nurse and police officer to work alongside the Housing First project,
- A floating support worker,
- A Domestic Violence worker to work with female

² <http://www.homeless.org.uk/facts/homelessness-in-numbers/rough-sleeping/rough-sleeping-our-analysis>

rough sleepers,

- Funds towards the provision of severe weather accommodation,
- Funds towards incentive payments for private rented accommodation placements and
- Resources towards the provision of emergency accommodation.

Working alongside *StreetLink*, we already operate a No Second Night Out model. We aim to build on this through the development of a No First Night Out model to prevent single people from having to sleep on the streets.

The Housing Solutions service has recruited two No First Night Out officers to work with our partners to develop a prevention approach. The officers aim to identify pre-rough sleepers (those about to be on the streets) and to intervene to prevent them from spending their first night on the street.

This approach reflects the Mayor of London's No Nights Sleeping Rough Taskforce which was established in 2016 to take a more preventative approach to rough sleeping.

Another significant ambition of the rough sleeper prevention trailblazer is the development of a Housing First model. This programme has been gaining traction globally but remains relatively new to England.

The Housing First pilot model will replace the traditional system of transitional accommodation for chronic rough sleepers. It allows those with complex needs to be housed straight away, without the insecurity of temporary accommodation. Housing First works on the concept that other issues can be more easily addressed once stable housing is secured. Funded through the trailblazer, Southwark will employ two Housing First officers to work with these vulnerable people when the approach is officially adopted in 2017.

Case study of Housing First in Southwark: 'Derek'

Derek, started sleeping rough in 2011. He became a wheelchair user some years ago following a road traffic accident and was suffering with poor mental and physical health. Previous outreach support work had not proved successful.

Derek's case was presented to the complex needs advisory panel, comprising of representatives from statutory mental health, adult social care, street population team and housing by the Street Population Outreach Team. Having been accepted onto Housing First, there were further complications and difficulties along the way but in May 2018, Derek moved into his Southwark council property. Moving in was a team

effort by all the members of Derek's support network. There have been a few crisis points, when Derek's drinking has increased and he has dropped out of contact. Housing First organised multi-agency meetings to share information and agree to a plan for increased visits from those involved in supporting him.

Derek has since made contact with members of his family for the first time in years. He has developed a greater degree of personal independence. Southwark Housing First will offer open-ended housing-related support for as long as Derek wishes.

Consultation on strategic priorities at the Quarterly Homelessness Forum in February 2017 noted strong support for retaining existing services; in particular the specialist street population outreach team (SPOT) and Southwark's supported hostels.

Southwark will therefore aim to continue its partnership SPOT through St Mungo's Broadway, subject to following the appropriate recommissioning process when the contract is reviewed. This will involve assessing all options including considering transferring services in-house.

SPOT provides support to those individuals rough sleeping in the borough, both those new to the streets and those who require a sustained casework approach to try and break the cycle of long term life on the streets.

SPOT also survey the borough's streets on a nightly basis and seek to find housing solutions by accessing supported accommodation in the borough for those clients with a local connection or facilitating reconnection to home towns or countries where the individual is not entitled to assistance from the council.

On a broader level, we continue to monitor progress following the creation of the Government's new Rough Sleeping Advisory Panel, with a target of eliminating rough sleeping by 2027. Southwark contributed to a seminar at the Westminster Social Policy Forum in early 2018, which came about as a result of this panel and will continue to take a lead on good practice in relation to rough sleeping.

Rough sleeping is a result of many causes but it often is linked to poverty, inequality and long-term disadvantage. As such, Southwark is committed to contributing to advisory panels and forums, mentioned above, to help tackle issues around welfare reform and affordable housing, which also ties in with our other priorities in this strategy.

We also recognise the complexities of rough sleeping and how it varies between different cohorts. For

example, rough sleeping among women tends to be different from men and that migrants, young people, BAME and LGBTQ rough sleepers may require different responses and interventions.

Given the broader causes and variety of different approaches required to end rough sleeping, a meaningful co-production is required so that effective solutions to ending rough sleeping can be developed and delivered through the active involvement of those with lived experience of rough sleeping. Our Quarterly Homelessness Forum continues to drive this forward with a multi-agency approach. This provides the opportunity to disseminate information and to link up services to improve the knowledge of professionals that encounter people threatened by or experiencing homelessness. For example, health workers, providing mental health and substance misuse services receive training on the new homelessness laws and those working for homelessness services gain an improved understanding on how to connect individuals to such services.

Priority Three:

Vulnerability and Health.

We will ensure our services remain accessible to the most vulnerable households and can support those who need it most, such as those affected by domestic abuse.

We aim to increase the resilience of households and communities, equip them with the necessary skills to prevent crises, such as homelessness, before they occur.

We aim to end the use of nightly rate (bed and breakfast style) temporary accommodation with shared facilities for homeless families.

For many people who become homeless the provision of suitable accommodation is the only problem that needs to be addressed. However, many other people can become homeless or threatened by homelessness due to a range of support needs. For example, this can be related to a mental or physical disability or a particular circumstance such as domestic violence, a past history of offending behaviour or drug and alcohol misuse. By working with our partners to provide targeted, specialist support, we endeavour to limit the number of vulnerable people who become homeless.

Temporary accommodation:

It is clear that homelessness and temporary accommodation have an impact on health and wellbeing. The Health and Wellbeing Strategy 2015-2020 concludes that homelessness and health are closely related: poor health is both a cause and a result of homelessness. People who are homeless are three to six times more likely to become ill than housed people.

A national survey conducted by Shelter of 2,000 people in temporary accommodation³, found that more than half said that they were suffering from depression, and that depression and other mental health problems were two of the most common health conditions reported.

It is a strategic priority to reduce the number of households in temporary accommodation, particularly in nightly rate (B&B style) by developing suitable offers of private rental sector accommodation.

The council pledged a long term aspiration in March 2017⁴ to eliminate the usage of B&B style and hostel temporary accommodation. Over the lifespan of this strategy we will aim to make progress towards this. This is in accordance with The Homelessness (Suitability of Accommodation) Order 2003 which sets out the statutory duty to limit B&B usage for only when no other suitable accommodation is available. It also set a limit of six weeks for how long families, pregnant women and single under 18-year-olds can legally be placed into B&B accommodation.

We will look to prevent homelessness and develop our processes so decisions are made upstream where possible to reduce the necessity of using nightly rate accommodation.

Where it is necessary to use nightly rate accommodation, or even temporary accommodation of any type and at any stage where a household is found not to be owed either interim or full housing duty, we will take full account of the Health & Social Care Act 2012. This means working sensitively with social services, so that families, for example, remain safely housed whilst adequate steps are taken to resolve the situation.

Partners at the Southwark Homelessness Forum identified as a priority that the council should avoid placing young people in temporary accommodation where possible. The view was that living in a temporary accommodation environment may have a profound

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http://england.shelter.org.uk/_data/assets/pdf_file/0012/40116/Living_in_Limbo.pdf

⁴ Southwark Life – Spring 2017

long-term effect on the behaviour of young people. This approach will also help us meet one of the ten challenges set out in the NPSS Gold Standard, namely '9.To not place any young person aged 16 or 17 in Bed and Breakfast accommodation'. We are resolving to find better pathways for all households that are ready to cope with a permanent rehousing solution.

Prevention will focus on supporting young people to remain at home with their family, or in wider family networks, where appropriate and safe to do so. This may mean mediating between young people and their families. Where young people do become homeless, the strategy supports the commissioning of specialist services that can effectively address the young person's respective needs.

The 16+ Project:

The council recently commenced three separate programmes for young people receiving care and housing services.

To ensure the programmes are aligned correctly, a 16+ Projects report was developed.

• The '16+ Programme'

- Redesigning the 'front door' for young people
- Re-commissioning existing accommodation & support services
- Developing new pathways for young people leaving services

• The 'Care Leavers Partnership Programme'

- Radically redesigning the councils leaving care service
- Working in partnership with care leavers
- Evaluating possibility of wider adoption by other local authorities

• The '16+ Housing Strategy'

- Reviewing placements of 16 – 18 year olds
- Reviewing placements of young people aged 18+
- Developing a new Housing Panel

There is also a major role for education work in schools and other youth provision, raising awareness about the housing options and the reality and risks of homelessness.

Domestic abuse:

The Review of Homelessness in Southwark shows that behind the two main causes of homelessness (family and friends no longer willing to accommodate and termination of an assured shorthold tenancy), the third biggest factor is violent breakdown of a relationship, involving a partner. This equated to 55 cases or 6% of all statutory homelessness in Southwark in 2015/16, below the national average of 10%⁵ and representing a sizeable drop from 77 cases the previous year.

Stopping domestic abuse remains a multi-agency priority across Southwark. Local communities together with a wide range of local organisations and agencies continue to work in partnership to develop and deliver integrated preventative and reactive provision to ensure that domestic abuse is reduced and not tolerated in Southwark.

The council has made positive progress and shown how seriously it takes domestic abuse by the amount of effort and resource that has been focussed on this in recent times and planned for in future.

In Southwark, the council, police and Solace Women's Aid work together to offer a bespoke service to people who become the victims of domestic abuse, as unique as each individual's circumstances. This may mean supporting people to stay in their own home safely, working with the police or women's refuges, looking at options for temporary accommodation or resolving issues within families.

From November 2017 Solace Women's Aid independent advocacy services launched from our Homesearch Centre in Peckham Rye. This forms part of a new partnership hub developed with Solace, Job Centre Plus and Shelter that will deliver independent advocacy services for our customers. This will make us directly accountable and ensures our service doesn't fall short of delivering a high quality service to help all households as much as possible.

Our Domestic Abuse Strategy 2015-2020 sets out a clear statement of intent that abuse is not acceptable. Its recommendations are managed through the Violence against Women and Girls (VAWG) Delivery Group. This includes prevention, early intervention and enforcement.

The VAWG Delivery Group includes representatives from partnerships across Southwark including Housing Solutions and ensures that tackling domestic abuse remains a high priority for the borough.

⁵ <https://www.gov.uk/government/statistics/statutory-homelessness-and-homelessness-prevention-and-relief-england-january-to-march-2017>

The Multi Agency Risk Assessment Conference (MARAC) is one of the most effective approaches in the identification, assessment and multi agency response to high risk cases of domestic abuse. Information about the risks faced by these victims is shared by relevant agencies (i.e. health, housing, social services) in detail and decisions are made to increase the safety, health and wellbeing of adults and their children.

The homelessness strategy and the council's housing allocations policy must have due regard for each other. We are currently in the process of drafting a new allocations policy and it is anticipated this will be ready for public consultation in mid-2018. The draft policy will have regard to the council's commitment to ensuring the safety of our residents and reflecting our *fairer futures* theme '*Cleaner, greener, safer*'.

We will continue to review the allocations policy for accommodating domestic abuse survivors to ensure they receive the prioritisation that they duly require and remain mindful that we do not disadvantage people who have lost settled accommodation because of domestic abuse.

The Council is making progress on a specific domestic abuse policy in order to lead on the issue now that the Homelessness Reduction Act has come into effect.

Southwark joined an initiative in late 2017 to conduct a mystery shopping exercise in partnership with several London local authorities to assess the quality of our services for domestic abuse survivors. We aim to review these findings in 2018 and produce an action plan to provide the best possible service in one of our most sensitive areas of work. We also plan to conduct a further mystery shopping exercise in 2018 to 2019 to reassess our performance.

Southwark voluntarily signed up to the Pan-London Housing Reciprocal, coordinated by Safer London supporting households at risk of homelessness from domestic abuse and other forms of Violence Against Women and Girls (VAWG), hate crime, gang violence or other high risk community safety reasons move to a safe area of London. The scheme has 29 London boroughs and 22 registered housing providers signed up so far and have already successfully moved a number of households.

In recent years the council has made progress towards improving the integration between social services and Housing Solutions to work more cohesively. This has resulted in a fully integrated team and service level arrangements. Our next steps will be developing team members to become specialists in specific areas, such as domestic abuse, so that we strengthen the understanding and liaison between housing,

homelessness and social services and ultimately provide a more efficient and effective service.

Digital inclusion:

Southwark's Customer Access Strategy Refresh 2017 sets out plans for embracing technology and improving digital platforms for customers to access our services. Online platforms allow greater access to services at times and from locations that are convenient to the customer. The strategy also acknowledges the challenges of digital exclusion for vulnerable customers, this is particularly relevant with homelessness - the sizable number of vulnerable households that need homelessness assistance is evidenced in charts 3, 4 and 19 in the full Homelessness Review (Appendix 3).

Although the homelessness service provides face to face services as part of its statutory responsibilities, we want to ensure that traditional methods of communication such as face to face, telephone and paper-based correspondence remain as accessible as digital alternatives. However, we aim to improve our digital platforms so that most households choose this out of preference for their convenience which also assists us with managing a growing demand (see charts 3a and 3b above, in Chapter 6).

Our online provision ties in with our traditional face to face service by providing information and advice on accessibility. We are looking to develop this further by taking part in a physical disability focus group, early in 2018, and will review and update our information and access accordingly. This area covers a wide range of physical disability, such as visual impairment, hard of hearing and limited mobility.

We will also make sure our homelessness service signposts households to free digital skills and online training courses at our libraries and Digital Inclusion Hubs.

Mental health and resilience:

Housing Solutions works in partnership with a range of agencies to ensure that it meets the housing and support needs of those customers who suffer from mental health issues.

A report by Homeless Link⁶ using information supplied by over 2,500 people highlights the extent to which homeless people experience some of the worst health problems in society. It showed that 80% of homeless households reported some form of mental health issue while 73% reported physical health problems.

⁶ Homeless Link, *The unhealthy state of homelessness: Health audit results 2014*

This evidence was also reflected locally through an unpublished report entitled Southwark Single Homeless Health Needs Audit (2016) which evidenced that the main primary cause for homelessness for single homeless households is leaving institutional care, particularly for men. This was closely followed by parents, friends or relatives no longer being able to accommodate. Linked to this, the most common secondary causes for homelessness are due to mental or physical health problems, followed by drug and alcohol problems. Mental health problems were more prevalent in respondents to the Southwark Health Needs survey than physical health problems and were also more of a long term problem in comparison.

The latest research has highlighted the links between personal resilience and the likelihood of becoming homeless⁷. It also shows how working in partnership with a diverse range of agencies and services can help deliver this model of increasing personal resilience. The same research article notes that the No First Night Out approach which Southwark is looking to adopt is 'the idea of capitalising on someone's innate sense of resilience, protecting it by ensuring they don't ever sleep rough and utilising it to make sure that accommodation offers are sustainable.' The approach also looks at strengthening resilience through our partnerships addressing individual's needs such as improving social networks and tackling health issues.

We are therefore working with our partners on a co-ordinated approach to ensure that resilience is understood and that opportunities are taken to give people the knowledge and skills they need which can later help prevent them from becoming homeless.

Those with experience of homelessness are more likely to have unhealthy lifestyles, which can cause long term health problems or exacerbate existing issues. Analysis of the latest data found that 77% of homeless people smoke, 35% do not eat at least two meals a day and two-thirds consume more than the recommended amount of alcohol each time they drink.

Southwark will look to promote and engage in schemes such as Making every contact count (MECC) which is an approach to behaviour change that utilises the millions of day to day interactions that organisations and people have with other people to encourage changes in behaviour that have a positive effect on the health and wellbeing of individuals, communities and populations.

MECC covers aspects such as increasing physical activity and reducing alcohol consumption, both of

which have links to mental health and homelessness. The council will also engage with homeless households to realise the financial benefits associated with healthy living and positive changes to lifestyles.

The Review of Homelessness shows that Southwark is doing well at gradually reducing the number of rough sleeping cases where the primary support need is alcohol related, although there is still more that can be done.

Another scheme we are looking to promote and engage in is the pilot project called Mindapples, supported by Guy's and St Thomas's Charity. This project aims to equip public health workers with the knowledge and skills to use engagement and training materials to promote mental wellbeing and resilience in their communities. This ties in with the overall objective of preventing homelessness and reflects the aims of our Health and Wellbeing Strategy 2015-2020.

Housing Solutions will work with Public Health and Adult Social Services to achieve its joint strategic goals, as outlined in the Joint Mental Health Strategy 2018.

Southwark's Housing Solutions service has worked with consultants to develop a resilience questionnaire. This will form part of the process to assess the suitability of temporary and permanent rehousing options in different locations for households where it has proved difficult to find immediate, suitable accommodation closer or within Southwark.

In addition to our prevention work around vulnerabilities and health, we will continue to develop our partnership working between services in Southwark. This includes work between Housing Solutions and the Drug and Alcohol Action Team (DAAT), to aim to improve housing options for households that have received treatments for substance use and often have no suitable housing to return to.

Priority Four:

Responding to the local housing market.

We will respond to the challenging local housing market conditions by working collaboratively with, and offering advice and support to, households and landlords to develop suitable private rented sector offers for all client groups.

Having a stable home enables people to access support services, integrate into their local community and to obtain and sustain work and training. We will

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<http://www.homeless.org.uk/connect/blogs/2017/jul/10/preserving-resilience-with-no-first-night-out>

continue to manage the expectations of customers and ensure that we maximise access and availability not only to social rented accommodation but to other housing options. This approach will help us to meet housing need, prevent homelessness and reduce the use of temporary accommodation.

Summary findings from the Homelessness Review in Southwark show the impact of average rents in the borough growing considerably whilst Local Housing Allowance has been frozen. The outcome of this has been a sharp growth over this time in the termination of assured tenancies; which accounted for 8% of homelessness in 2011/12 and increased to 30% in 2015/16.

The rising unaffordability of buying and renting a home reaches far beyond Southwark and even London. This pressure has led to an increase in homelessness and households living in emergency temporary accommodation as a result.

Accordingly, we are responding to the challenging local housing market conditions by working collaboratively with, and offering advice and support to, households and landlords to develop suitable private rented sector offers for all client groups.

As part of the early adopter trailblazer prevention plan, we are implementing a number of new schemes which fall under the self-help strategic aims of the overall project. One example of this is the self-help finders fee scheme, whereby a package of incentives aimed at the household and the landlord will encourage households to resolve their own housing situation as part of our prevention approach to homelessness. Through this scheme households will be able to source their own suitable and affordable accommodation arrangements in the private rented sector in an area of their choice.

The chronic housing shortage is a national issue and is particularly acute in London. We, therefore, will continue to work in partnership to explore and develop initiatives for London-wide procurement of temporary accommodation and private sector rental accommodation. We are working with London Ventures, a joint partnership between ErnstYoung and London Councils, on a number of initiatives including looking to develop accessible online platforms, specifically for homeless households. The intention is to assist self-serve property finding, empowering households to resolve their own homelessness and improving service efficiency.

Another project that Southwark has commenced with London Ventures is to develop a transition insurance product. The idea is to overcome obstacles preventing households from resolving the threat of homelessness where they are unable to afford a deposit to secure a

private rental property. Transition Insurance is being considered as an alternative to a rent deposit for households in this situation. The challenge is to develop a product that appeals to landlords, tenants and local authorities assisting in homelessness prevention.

We will deliver a comprehensive approach to responding to the present market conditions. These will address procurement of temporary accommodation, with specific regard to the cost and suitability of the options. We are aspiring to increase the number of leased accommodation used for TA. Leased accommodation offers greater stability for households in contrast to nightly rate bed and breakfast style accommodation which also often have shared facilities.

The net cost of temporary accommodation provision by the council in 2016/17 was £3.4m. The Homelessness Review (Appendix 4) shows that the cost of this has increased from the previous year (£2.9m) due to the reliance on spot purchased nightly rate accommodation.

We will conduct our own detailed research to explore the housing market in Southwark and surrounding areas and develop an action plan to deliver a range of the most effective procurement solutions. The objective is to use the Flexible Homelessness Support Grant (FHSG) funding for preventative solutions. In April 2017 the FHSG replaced the TA Management Fund, which could only be used for intervention when a household is already homeless. Southwark supports this development in the funding arrangements, which reflects the homelessness prevention agenda.

To enable us to find the most effective housing solutions we will need to expand how we access the landlord market. For example, we will look to begin attending local property auctions and landlord investment shows to seek out landlords that we can work with to house our homeless households. We will look to expand our public profile online and in the media. This will assist with developing a modern professional image that can help attract landlords to work with us.

The Homelessness Reduction Act encourages local authorities to embed an approach to use the private rented sector accommodation to discharge a duty to homeless households and households threatened by homelessness. As a result, we will explore how we assist households to find accommodation that meets their needs in the private sector. By guiding households with finding their own accommodation they will have more control over their choices.

Through using our resources and working with landlords to arrange assured shorthold tenancies in the

private sector we can offer more stability as an alternative to emergency accommodation. We will explore creative solutions such as developing new accommodation supply, possibly by using Right To Buy sales receipts and setting up joint ventures. By working in partnership to acquire, predominantly two-bed, private sector accommodation, these can be used to rehouse homeless households or as a more stable form of temporary accommodation. This can help us to take back some control over the local rental market and have greater control over the quality of accommodation on offer and give us nomination rights to tenancies.

Following on from this we will look to refresh the housing allocations scheme to ensure that it meets the requirements of the Homelessness Reduction Act.

We will periodically review this scheme to monitor the impact on those threatened with or actually homeless. This will also ensure all homeless households placed outside of the borough have the opportunity to return to Southwark by bidding for permanent social housing. To this extent, we will continue to ensure that households placed out of borough, either in TA or through our powers to discharge duty of homeless households into the private rented sector, remain able to bid for permanent social housing in Southwark.

Some households will not be suitable for a Private Rented Sector Offer (PRSO) and policies will have to reflect this. Our resilience questionnaires will also support evidence of suitability to ensure households can cope if no suitable accommodation can be found in borough. The council is recruiting two Resettlement Officers to assist and support households placed predominantly outside of Southwark, this will be funded by the successful trailblazer prevention bid.

We are still doing all we can to try and keep households in Southwark and in good quality housing despite the challenges this presents.

Southwark's Housing Strategy reflected this approach by committing to building 11,000 new council homes by 2043.

This represents a clear commitment to housebuilding and solving what is seen as a national shortage of housing and identified as a significant issue in the London Housing Strategy. This is a substantial step in supporting some of the most vulnerable households in our community to finding a permanent home and reducing the number of homeless households in the borough.

Empty homes

With Southwark being an inner London borough, naturally there is a challenge to find locations to

develop new housing. Because of this, we must make best use of the existing stock in the borough. Accordingly we must work to identify and make best use of empty homes where possible, such as using empty homes for temporary accommodation.

Southwark has a good record of bringing privately owned empty properties back into residential use. We offer a limited range of grants, loans and lease packages to empty home owners for refurbishment and redevelopment works. These are incentivised if leased to the council for use as temporary accommodation.

However, with the current, buoyant housing market, the packages on offer could be strengthened to make them more competitive and appealing. By refreshing the Empty Homes Policy and improving the packages on offer, this will encourage empty home owners, to bring housing stock back into use, improve the condition of the accommodation as well as the local area, providing good housing across all tenures including temporary accommodation.

The Empty Homes service will continue to explore good practice, for example on outreach work, to find the best ways of making contact with empty home owners and informing them about the empty homes assistance currently available.

No recourse to public funds households

Southwark has faced an increase in demand in providing temporary accommodation to destitute people from abroad without recourse to public funds. We have a specialist team working with no recourse to public funds (NRPF) households. Housing Solutions has recently made good progress integrating the procurement of temporary accommodation for all forms of homelessness including NRPF households. Through integrating our services we are able to build a clearer picture of the cost of housing for all of the households we have a duty towards.

With NRPF households, the council covers the cost of accommodation and does not receive any support from central government for this expenditure. Demand for services for NRPF families has been growing (Chart 17 in Appendix 3), placing increased cost pressures on local authorities particularly those in urban centres such as London. The Council's NRPF related costs have been growing steadily over the last five years. In 2012/13 the council spent £2.7m on NRPF support and this rose to £7.4m in 2017/18.

Our future aim is to look for opportunities to provide better quality accommodation and at the same time look to ensure we are spending our money as effectively as possible.

The immediate priority is to work closely with the Home Office and our legal advice providers to resolve cases.

The aim is that, in due course, the reduction in overall caseload will develop capacity for the team to focus on service development such as adopting some of the approaches to homelessness prevention set out in the HRA17. This could, for example, include an equivalent of the personal housing plan.

Priority Five:

Responding to the Welfare Reforms

We will work closely in partnership with support agencies and local services to offer solutions that ensure households are able to maintain tenancies and their homes sustainably.

Southwark has the ambition to continue to be a trailblazer at the forefront of influencing national policy including collaborating with partners and regional bodies to support proposals which could alleviate homelessness and oppose those which may have unintended consequences which cause homelessness.

Collectively, the Review of Homelessness in Southwark (Appendix 3) data reveals the impacts of welfare reforms on Southwark. Two of the most significant reforms are the frozen LHA rates and the Benefits Cap. These factors have restricted the benefits available to claimants and without our intervention, have made living in Southwark unaffordable for some households. This has also resulted in an increase in evictions from private rented tenancies as LHA has not kept pace with market rent.

In response to this, Southwark's Financial Inclusion Team (FIT) provides advice and financial assistance for local tenants who rent social or private sector housing.

The FIT will continue to help in the following ways:

- By managing the Discretionary Housing Payment fund (DHP), which is used to help tenants cope with housing costs.
- By managing the Rent Arrears Fund, which provides a maximum payment of £500 to stop landlords evicting tenants because of rent arrears.
- By providing advice and assistance to those affected by welfare reforms, such as the Social Sector Size criteria (otherwise known as Bedroom Tax), Benefit

Cap, Local Housing Allowance reforms or Universal Credit).

- By helping with budgeting and finding alternative solutions to housing needs (for example, providing a deposit so that households can move into a more affordable property).

FIT advises and assists tenants at risk of losing their homes or worried about their current housing situation. The service actively works with other agencies, including Job Centre Plus to help tenants find employment or downsize through our Smart Move or Mutual Exchange schemes. Overall, the team has a strong focus on helping people to find employment as the most sustainable way for most households to manage and reduce the financial impacts of the caps.

Data monitoring

Data is vitally important for how we use our resources. Analysing reliable sources of data allows us to see what the impacts are from our policies and what further actions we need to take to address any challenges that are presented.

We will closely monitor the impacts of welfare reform through data collection and information sharing with partners. This information has so far assisted us with successfully leading on lobbying the government to consider the revision of policies where we can show negative impacts arising. For instance, Southwark has evidenced that the UC system makes rent payments particularly difficult to collect for temporary accommodation as a result of the transience of the tenancies. We argued for the Housing Benefit system to be reinstated until the UC system resolves this issue. This is now set to be the case with the Housing Benefit system reinstated for temporary accommodation from April 2018.

We will also make best use of our data collection on the impacts of welfare reform by analysing households likely to become affected by any of the reforms, or those that appear to already have been impacted. We will try and help these households through our outreach work, such as the welfare reform events, and partnership working to find the best solutions for each individual case.

In order to have a better understanding of how long households stay in their private rented tenancies after we place them, we will develop a system to collect this data. This will allow us to review the causes of why tenancies have not been sustained, such as because of rent arrears, which in turn can help us to address the challenges.

Partnerships

Southwark's quarterly homelessness forum allows us to work closely with our partners, sharing information and working on solutions for tackling homelessness. The forum remains a valuable part of our plans for partnership working over the coming years and formed an integral part of Southwark's Homelessness Charter which was published on our [website](#) in 2017.

The council commissions the work of many of its partners, as detailed in the Review of Homelessness in Southwark (Appendix 3). For example;

- St Mungo's which provides commissioned outreach work and floating support;
- the Manna Society which provides a day centre homelessness advice service, food, clothing and showers, seven days a week;
- Advising London which provides generalist advice available in community languages;
- St Giles Trust which provides advice and referrals to homeless households, predominately to those who were recently incarcerated,
- Citizens Advice Bureau which provides generalist advice including welfare reform, and;
- Southwark Law Centre which provides legal advice.

These organisations help support the functions of the Housing Solutions service. The way we commission and re-commission services in the future requires development though in order to reflect our Fairer Future Procurement Strategy.

The *Strategic coordination of council commissioning* cabinet report (December 2016) recommended, in line with our new VCS Strategy 2017-2022, a council-wide senior officer commissioning board to oversee the planning and co-ordination of commissioning intentions and activity and strengthen the governance arrangements around voluntary sector commissioning.

The commissioning principles align with the Fairer Future Procurement Strategy to deliver high quality services; encourage local sourcing and employment; being open, honest and accountable; spending money as if it were coming from our own pockets; contribute to reducing inequality through added social value and are focused on delivering outcomes.

Forming part of Southwark's Economic Wellbeing Strategy 2017-2022 is the investment in Southwark Works to help residents furthest from the labour market such as single parents, families in vulnerable situations, people over 50 and people affected by welfare reform back into employment by developing job application skills and gaining vocational qualifications.

Partnership working with Citizens Advice Bureau - Money Savvy to help residents with personal budgeting, debt advice, digital skills, managing the impacts of welfare reform and transition to employment is another important partnership, along with Southwark Works, which are helping to prevent homelessness.

The Economic Wellbeing Strategy also opens a dialogue with businesses to engage and educate on the benefits of not offering zero hours contracts to employees and the value of providing a London Living Wage. Issues around claiming Universal Credit on zero hours contracts means having a stable income plays a role towards ensuring residents are able to budget successfully. This, in turn, reduces the chances of falling into rent arrears and the associated risk of homelessness through being evicted.

Overall, we need to utilise the support on offer externally to help get local residents into better paid jobs, engaging with external agencies and making agreements for how we can make best use of these services. This will involve developing a comprehensive record of local agencies that can play a role in supporting our service.

We will review existing Service Level Agreements (SLAs) with our partners and develop new ones with the aim of prioritising homeless households (and those threatened with homelessness) for advice and assistance. We will negotiate for homeless households (and those threatened with homelessness) to be given priority assistance on the basis that we have a statutory requirement to assist these households.

A new duty in the Homelessness Reduction Act means that public authorities, such as hospitals, prisons and job centres, are required to notify a housing authority of service users they consider may be homeless or threatened with homelessness. We are developing local protocols and referral arrangements with appropriate agencies, whether or not they are included within that duty to ensure they are aware of the new duties and to make sure a clear and effective protocol is in place.

Sustainable permanent accommodation

The current economic climate and the welfare reforms have created a challenging environment for households to cope with the costs of maintaining a tenancy in Southwark.

Table 17 in the Review of Homelessness (Appendix 3) shows the shortfall between the Local Housing Allowance (LHA) rate and the average rents in the borough. LHA which is the equivalent of housing benefit for households in the private sector were frozen in 2016 and may decrease if rents go down locally.

Therefore there is likely to be a continued challenge to house people locally, particularly those not in work.

We need to respond to this by annually reviewing our temporary accommodation and permanent housing solutions procurement and placement policies.

We will always look to find temporary and permanent solutions in Southwark first of all, but to meet demand we have to prioritise these for households that need them most and are most likely to be able to sustain them. This is simply because the supply of affordable accommodation in the borough does not currently meet the demand.

The Localism Act 2011 introduced the power to discharge the full homelessness duty with an offer of private rented accommodation. We have yet to introduce this as a policy of our own. We are looking to develop our policies so that they incorporate stronger ties with the private rented sector, as a more settled alternative to lengthy periods of time in temporary accommodation where households can often be asked to move with little warning. We are also looking to develop the policies based on the Homelessness Reduction Act which is guiding local authorities to utilise the private rented sector as a major resolution for preventing homelessness. The Act encourages a collaborative way of working with households. This would mean advising households on suitable locations and affordable options but allowing the households to have more control in the decision making for finding the right home for them.

In order to partly resolve these pressures, in addition to other solutions mentioned previously in the report such as a commitment to build more council housing, households that can maintain a private tenancy, and depending on individual circumstances, will be considered for placements in the private rented sector.

We believe that if this approach is going to be effective then we need to develop a stronger offer, particularly where households are offered accommodation outside of Southwark, for example due to affordability. We will design services for households moving into accommodation in the Private Rental Sector (PRS) outside of Southwark and its surrounding boroughs. This will include developing profiles of different areas so that households can assess a location's suitability to meet their own needs.

We will provide a resettlement service which will deliver ongoing contact and support with arrangements such as enrolling children at new schools, linking in with employment and training services and registering at a local GP. The resettlement service will also offer and run tenancy training events to help households sustain tenancies.

It is understandable that many households would prefer to stay in Southwark but it is necessary to find a balance between the cost of supporting these households in expensive nightly rate accommodation and also for the households having to spend extended periods of time in temporary accommodation.

Homeless households rehoused into the private rented sector, including those outside of the borough, will be awarded Band 2 priority bidding in the Housing Allocations Scheme. This will give households a high priority to move back to Southwark should they prefer to do so.

Housing for under 35s

Most single private renters under the age of 35 are usually only entitled to housing benefit at the shared accommodation rate. This presents a significant challenge because of the strong rental market for this cohort driven by young professionals willing to pay a higher rent.

We are looking to develop models that can provide affordable solutions both for our own homelessness budgets and for the households. For example, we will work in partnership with private landlords to develop working models for Houses in Multiple Occupation (HMOs). These schemes will house a mixture of singles and small family units such as couples or single parents with the aim of it being broadly cost neutral to the council.

We will continue to help affected tenants by giving financial advice and employment support as well as providing self-help packs available through our website. This will contribute to households having access to information which can help them to make the right decisions for their own situations.

8. Equality and Health Analysis

An Equalities and Health Analysis (Appendix 2) has been undertaken of the Southwark Homelessness Review and draft Homelessness strategy 2018-2022 to ensure that there are no adverse effects for any particular group. The strategy in itself sets out the strategic priorities which will be delivered to prevent homelessness and respond to those in housing need.

It has relevance to equality because it impacts on the boroughs most vulnerable people, who are over

represented amongst the protected characteristic groups. As the overarching aim of the strategy is to prevent homelessness and to support vulnerable people, the delivery of the actions identified will have positive impact for BME, disabled and vulnerable, young people and women, all of who are over represented amongst those who are at risk of homelessness.

9. Consultation

As part of the formulation of this strategy we took the opportunity to consult with staff and colleagues from across the Council.

A discussion event was held in February 2017 for key stakeholders at the Southwark Homelessness Forum to identify the key strategic priorities.

A further consultation took place on a draft of this strategy at the Southwark Homelessness Forum in September 2017.

Those involved in the consultation are listed below:

Advising London
 Citizens Advice Southwark
 Depaul UK
 DWP
 Guys and St Thomas Hospital NHS
 Homelesslink
 Hyde Housing
 Lookahead
 The Manna Society
 Mungos Broadway
 Shelter
 Solace women's aid
 Southwark Day Centre for Asylum Seekers
 Southwark Disability
 Southwark Law Centre
 Southwark Carers
 St Giles Trust
 Thamesreach

Your comments and further information

We would like to know what you think about this strategy or homelessness in general. You can leave comments or feedback at any time using the contact details below:

Email: ian.swift@southwark.gov.uk

Telephone: 0207 525 4089

We will take your comments to our review meetings. Further copies of this strategy are available to download from the council's website:

www.southwark.gov.uk/finding-a-new-home/about-the-housing-solutions-service

We are looking to set up a customer focus group for our service users to help us review this strategy as we reassess our priorities annually. If you are interested in joining our customer focus group then contact us on the details below:

Email: alex.skerten@southwark.gov.uk

Telephone: 0207 525 3710

10. Governance and delivery of the strategy

To make the right decisions, and drive necessary reforms, we need to use our strength and leadership at both a borough-wide and regional level across London to shape both the growth and reform agendas. We want to be seen as a leading authority, nationally, at developing positive changes and this includes lobbying for the powers and responsibility we need to continue to reduce homelessness.

We also need to ensure that together with partners, we have the skills, structures and infrastructure for the delivery of the Strategy's priorities, and to deliver the radical and innovative agenda that will be essential to successfully tackling homelessness over the next five years.

All directorates across Southwark Council are signed up and committed to delivering the Homelessness Strategy, working with partners and within the Council to ensure that its priorities are delivered. The objectives in the Homelessness Strategy will be delivered using a plan that identifies the main tasks needed to tackle and prevent homelessness over the next five years. Given the context of rapid change, the delivery plan will be reviewed every year to ensure that the tasks remain relevant and are revised where appropriate. A mid-term review is also planned for 2020.

The plan will identify issues linked to specific tasks, and indicate timescales.

The Southwark Homelessness Forum and a nominated officer responsible for monitoring delivery of the Homelessness Strategy Action Plan will consider progress against the delivery plan annually at the meeting, providing feedback, constructive comments and escalating barriers to delivering the Homelessness Strategy.

The mid-term review will be presented to the Senior Management Team and Cabinet Member for Housing to monitor delivery against the Homelessness Strategy Action Plan and to reassess ongoing targets.

11. Future commissioning of Homelessness Services

Commissioning is the whole process through which Southwark and other public bodies identify and deliver services when these are not to be delivered directly in-house. It involves assessing need, borough wide, neighbourhood or estate based level as well as for particular population segments and commissioning services to meet those needs, or inviting proposals for the provision of services identified as required by the local community.

In December 2016 a report entitled '*Strategic coordination of council commissioning*' was presented to Southwark's Cabinet.

One of the recommendations was for a council-wide senior officer commissioning board to oversee the planning and co-ordination of commissioning intentions and activity and strengthen the governance arrangements around voluntary sector commissioning.

The rationale behind the proposed changes is our, together with our partners, commitment to commissioning that delivers high quality services that have a positive impact for our residents. Improving co-ordination with a council-wide approach is much needed during this period of reduced council budgets and as part of what the council is doing to deliver our Fairer Future promises. This approach is linked to the vision contained in the new Southwark voluntary and community sector strategy *Common Purpose Common Cause*.

The new arrangements for co-ordination will be implemented taking account of a number of important principles. These include encouraging local sourcing and employment, being open, honest and accountable in how we commission and working with our partners to make the most of opportunities for getting social value from the services. Spending the money as if it were coming from our own pockets is the council's promise to making public money deliver better outcomes. Improved co-ordination will build a better understanding of what the outcomes are and how effective they are in creating a safer and fairer Southwark.

The likely impact of this council-wide commissioning approach is a change in the process to how we have previously commissioned and recommissioned the services of our existing partners. Nevertheless, the council will continue to commission services that support and directly contribute to meeting the objectives set out in this strategy.

A more co-ordinated approach to commissioning in the future can also help to jointly commission accommodation and support services with children's social care, health, criminal justice agencies and other partners, in order to share and maximise resources and ensure a more holistic service response.

We will ensure that commissioning decisions are reflected in changes to the Homelessness Strategy Action Plan.

12. Statutory duty

Southwark's main statutory duties are primarily set out in the Housing Act 1996 (as amended), including:

- Section 179: Duty to provide advisory services
- Section 184: Duty to make enquiries in respect of eligibility and duties owed
- Section 188: Interim duty to accommodate in cases of apparent priority need
- Section 189B: Help to Secure Accommodation Duty. A new duty introduced by the Homelessness Reduction Act.
- Section 192: Duties to people found not to be in priority need and not homeless intentionally.
- Section 193: Duties to people found to be in priority need and not homeless intentionally.

- Section 195: Duties to those threatened with homelessness
- Section 198: Referral of case to another local housing authority

The 2002 Homelessness Act also introduced a requirement on Local Authorities to take a strategic approach to dealing with homelessness. This is done by:

- Carrying out a review of homelessness in their area, and
- Based on the findings of the review, developing and publishing a strategy to tackle and prevent homelessness.



Southwark's Homelessness Strategy 2018-2022:

Equality and Health Analysis

Section 1: Equality analysis details

Proposed policy/decision/business plan to which this equality analysis relates		Homelessness Strategy 2018-22			
Equality analysis author		Alex Skerten, Project & Change Manager			
Strategic Director:		Gerri Scott, Strategic Director of Housing and Modernisation			
Department		Housing and Modernisation	Division	Customer Experience	
Period analysis undertaken		June-August 2017			
Date of review (if applicable)					
Sign-off	Richard Selley	Position	Director, Customer Experience	Date	

Section 2: Brief description of policy/decision/business plan

1.1 Brief description of policy/decision/business plan

This Equalities and Health Analysis (EHA) assesses the impacts (individual and cumulative) of Southwark's Homelessness Strategy 2018-2022 that will provide a framework and plan for tackling homelessness and rough sleeping.

The intention of the strategy is to have a positive impact on all protected characteristic groups by reducing and preventing homelessness.

The timing of the strategy is particularly relevant as the Homelessness Reduction Act is anticipated to commence in April 2018 and this strategy sets out the steps we have taken in preparation of that and how the service will continue to function under this new legislation.

Legal framework

Southwark's statutory duties are primarily set out in the Housing Act 1996 (as amended), including:

- Section 179: Duty to provide advisory services
- Section 184: Duty to make enquiries in respect of eligibility and duties owed
- Section 188: Interim duty to accommodate in cases of apparent priority need
- Section 189B: Help to Secure Accommodation Duty. A new duty to be introduced by the Homelessness Reduction Act.
- Section 192: Duties to people found not to be in priority need and not homeless intentionally.
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The 2002 Homelessness Act also introduced a requirement on Local Authorities to take a strategic approach to dealing with homelessness. This is done by:

- Carrying out a review of homelessness in their area, and
- Based on the findings of the review, developing and publishing a strategy to tackle and prevent homelessness.

The Homelessness Reduction Act (due to commence April 2018) will see changes to the way homelessness advice and assistance is provided by local authorities in the future.

The aim of the Act is to reform the current homelessness duties to ensure that local authorities provide meaningful advice and assistance to those people who do not fall into a priority need category or who have been found to be intentionally homeless.

Southwark is one of three early adopter trailblazer local authorities, along with Newcastle and Manchester, which are trialling and developing new services reflecting the reforms to provide early feedback to the Department for Communities and Local Government.

The Act introduced the following:

- The definition of being threatened with homelessness be extended from 28 days to 56 days
- Local authorities must accept a valid S.21 notice as evidence that the tenant is threatened with homelessness
- The creation of a stronger advice and information duty
- The creation of a stronger prevention duty for anyone threatened with homelessness and eligible for assistance
- Introduce a new relief duty for all eligible applicants who have a local connection meaning local authorities must take reasonable steps to secure accommodation regardless of priority need status
- Incentivise people to engage in prevention and relief work by allowing local authorities to discharge their prevent and relief duties if an applicant unreasonably refuses to cooperate with the course of action proposed
- Introduce a right to judicial review at the prevention, relief and main duty stages to ensure local authorities are held to account
- Collect data in order to monitor the overall effectiveness of the new legislation
- Explore options for further enforcement such as through the creation of a regulator of housing and homelessness services

The Council already takes steps at an early stage to assist those threatened with homelessness however; the additional requirements necessitated a re-design of the homelessness service.

In addition, a number of other Acts in recent years have shaped the national framework for homelessness services.

Localism Act 2011: the Localism Act came into force in November 2012 and supports the improvement of local housing options. The Act contained a number of key provisions relevant to homelessness including the power to discharge the full homelessness duty with an offer of private rented accommodation.

Welfare Reform Act 2012: the Welfare Reform Act 2012, aimed to simplify the benefits system and help more people into work. The Act introduced the following changes that have had an impact on the availability and affordability of housing:

- changes to the local housing allowance rates left fewer tenants being able to meet their rental costs through housing benefit
- the shared accommodation rate was extended to those aged 25-34 meaning fewer single people were able to afford to rent accommodation unless it was shared accommodation
- the introduction of the under-occupation charge (bedroom tax) for working age social rented tenants
- the introduction of the council tax support scheme in place of council tax benefit meant all households now had to pay something towards their council tax bill
- the introduction of a benefit cap, restricting the amount of benefits a household can

receive

- the introduction of Universal Credit

Deregulation Act 2015: the Deregulation Act 2015 introduced protection for private rented tenants against so called retaliatory evictions. Retaliatory eviction is where a tenant makes a legitimate complaint to their landlord about the condition of their property and instead of making the repair; the landlord serves them with an eviction notice. All new assured shorthold tenancies starting on or after 1 October 2015 will be covered by the provisions in the Act.

Welfare Reform and Work Act 2016: the Welfare Reform and Work Act 2016 reduced the benefit cap set by the Welfare Reform Act 2012 in London to £23,000 per year for couples and lone parents and £15,410 per year for single people. Under the Act, certain social security benefits and child tax credits have been frozen for four years from April 2016 and social housing rents have to be reduced by 1% per year for 4 years from April 2016.

Housing and Planning Act 2016: the Housing and Planning Act 2016 contains measures that could have an impact on social housing and homelessness including:

- the extension of the right to buy to housing association tenants
- local authorities will be required to sell their higher value homes as they become vacant, impacting on the supply of social housing
- local authority tenants with higher incomes will be required to pay a higher rent
- measures to tackle rogue landlords in the private sector including banning orders, a national database of rogue landlords and the extension of when a tenant can apply for a rent repayment order
- private landlords will be able to regain possession of a property they believe has been abandoned without a court order

Reasons for the strategy

Overall this strategy is intended to ensure that the council delivers the most effective service possible whilst ensuring value for money and a regard to providing a high quality service to those who need it. Homelessness services frequently encounter very vulnerable households and the strategy takes account of how the services should be provided so that they are well looked after within the framework of the current legislation and guidance.

The current costs of temporary accommodation to the council are over £3 million per year, at a time when, in common with other local authorities, it faces medium-term financial pressures. This means that it cannot sustain an uncontrolled increase in costs. The strategy sets out plans for how we aim to off-set the impact of continuing high numbers of homeless households presenting to the council and the historical loss of social rented supply.

The main objectives for the strategy are to offer a high quality and innovative service to homeless households, to encourage self-service where possible and assist households in

crisis to explore all the options available to them and to find long-term housing solutions for people threatened with homelessness.

What is being assessed

The following initial assessment of impacts compares the new strategic approach with the existing practices in place. In making it, the council acknowledges that homelessness is in itself a very difficult experience for any household. In summary the differences are:

- The impact of the Homelessness Reduction Act
- The impact of the Rough Sleeper Prevention trailblazer
- Improved advisory services for personal resilience and mental health
- Ending the use of nightly rate (bed and breakfast style) temporary accommodation with shared facilities for homeless families.
- The development of online services and advice.
- The development of suitable private rented sector offers for all client groups.
- Future plans for partnerships with support agencies and local services to offer solutions that ensure households are able to maintain tenancies and their homes sustainably.

Section 3: Overview of service users and key stakeholders consulted

Service users and stakeholders	
Key users of the department or service	<p>All customers who approach or are referred to the service for housing advice, assistance and support through the related homelessness legislation.</p> <p>Third sector partners who work with the council in delivering its duties.</p>
Key stakeholders were/are involved in this policy / decision / business plan	<p>The following stakeholders were involved in reviewing this strategy -</p> <ul style="list-style-type: none"> Advising London Citizens Advice Southwark Depaul Uk DWP Guys and St Thomas Hospital NHS Homelesslink Hyde Housing Lookahead The Manna Society Mungos Broadway Shelter Solace women's aid Southwark Day Centre for Asylum Seekers Southwark Disability Southwark Law Centre Southwark Carers St Giles Trust Thamesreach <p>Housing Solutions conducted best practice visits to Camden, York and Hart Councils. These councils have already implemented a policy to discharge duty into the private sector.</p> <p>A further best practice visit to Newport helped staff to understand how the Welsh homelessness legislation, which would broadly reflect the Homelessness Reduction Act, was applied in practice and some of the challenges it posed.</p>

Section 4: Pre-implementation equality analysis

This section considers the potential impacts (positive and negative) on groups with 'protected characteristics', the equality information on which this analysis is based and any mitigating actions to be taken.

The first column on the left is for societal and economic issues (discrimination, higher poverty levels) and the second column on the right for health issues, physical and mental. As the two aspects are heavily interrelated it may not be practical to fill out both columns on all protected characteristics. The aim is, however, to ensure that health is given special consideration, as it is the council's declared intention to reduce health inequalities in the borough. The Public Health Team can assist with research and data.

Age - Where this is referred to, it refers to a person belonging to a particular age (e.g. 32 year olds) or range of ages (e.g. 18 - 30 year olds).	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<p>Those aged 25-44 are disproportionately represented among lead applicants from accepted households. Conversely, those aged over 65 are under-represented and so less likely to be directly affected. Households with children (or expecting a first child) are disproportionately represented among homeless households (85%).</p> <p>Southwark's population is predominantly young: 42% are aged 20 to 39 years old compared with 35% in London and 27% in England; 58% of Southwark's population is aged 35 or under.</p> <p>Age - Children Children will potentially be negatively affected if they need to move outside of Southwark and London as they will be more likely to have to start new schools, which can be disruptive particularly if they are at key exam stages. Children with special educational needs or those that are working with Family Services may be particularly affected by changing school. Again, greater certainty as a result of the policies may make it easier to find school places and other support that can be sustained over time than if those concerned were likely to face repeated relocation, as can be the case with temporary accommodation.</p> <p>Outreach work to educate children on the realities of homelessness is anticipated to have a positive outcome on preventing homelessness and therefore should have a positive impact on this cohort.</p> <p>Age – Young adults It is anticipated that more single people will have access to advice and assistance as a result of the increased assistance and advisory services being delivered as a result of the trailblazer and Homelessness Reduction Act which forms part of the overall strategy. Single people, can of course be any age but a large cohort is likely to be young people as they don't yet have dependent children, although the advice and assistance should have a positive impact on all age groups.</p>	<p>Reduction on the usage of temporary accommodation, particularly, nightly rate accommodation is likely to have a positive impact on children's wellbeing and health. (Shelter 2006).</p>

<p>Age – Older people</p> <p>Older people eligible for Sheltered housing will not be made private rented offers. However older people could be offered temporary accommodation outside Southwark and London until this type of housing is available (although generally waits are much shorter). They may potentially be negatively impacted by this, if they have long established links to the local area and also as they are more likely to receive care and support packages which would need to be transferred. Also they may be more likely to receive informal support, possibly from family members, which might be harder to sustain at a distance. The data shows that people in these age groups are significantly under-represented among homeless people however.</p> <p>32% of Southwark residents over the age of 60 years have no access to the internet at home compared to 0% of 16-24 year olds. Access to the internet is directly linked with the ability to use it. A high number of people aged 60 and above are unable to perform basic tasks online such as completing an application form online (52%), using a search engine (41%) or sending or receiving an email (33%). It is identified that those in the community over the age of 60 are more likely to be digitally excluded than those who are younger. Again, though the data shows that people in these age groups are significantly under-represented among homeless people however.</p> <p>Some of the impacts are expected to be positive. Old age is linked with mobility and improvements to online self-serve and telephone advice will allow customers continual access to services from their home.</p>	
Equality information on which above analysis is based	Health data on which above analysis is based
<p>Southwark residents survey - September 2016</p> <p>Homelessness Statistical Review March 2017, Age profile of statutorily homeless households (derived from P1E data).</p> <p>Southwark Demography Factsheet May 2015.</p> <p>Review of Homelessness in Southwark 2017 – Demographics.</p>	<p>Male life expectancy is 78.2 years compared to 78.5 years in England. Female life expectancy is 83.4 years compared to 82.5 years in England.</p> <p>Children who have been in temporary accommodation for more than a year are over three times more likely to demonstrate mental health problems such as anxiety and depression than non-homeless children (Shelter 2006).</p> <p>Living in temporary accommodation puts</p>

	<p>children at greater risk of infection, and accidents (Shelter 2006).</p> <p>Homeless children are more likely to be in poor health than non-homeless children (Shelter 2006).</p> <p>Harker L. Chance of a lifetime: the impact of bad housing on children's lives. Shelter; 2006. https://england.shelter.org.uk/__data/assets/pdf_file/0016/39202/Chance_of_a_Lifetime.pdf (accessed 27 June 2017).</p>
Mitigating actions to be taken	
<p>Age – Children</p> <p>Some children and families will be prioritised for in borough/adjacent borough accommodation, including:</p> <ul style="list-style-type: none"> o Households where at least one of the children has a Statement of Special Educational Needs or an Education, Health and Care Plan, is receiving education or educational support in Southwark and where it is demonstrated that a placement would be significantly detrimental to their well-being o Households with a child where Southwark Family Services has demonstrated serious concerns about the child and is working with them intensively o Households where there is a recommendation through a joint assessment with Children's and Adult's Services o Households which include a registered Southwark Council approved foster carer who is fostering a Southwark looked after child o Households which (a) include a Southwark Council approved person who is caring for a Southwark looked after child, (b) include a Southwark child that is subject to a Southwark Special Guardianship Order or (c) have a private fostering arrangement with a carer resident in Southwark where they have notified the council <p>Some children and families will be prioritised for accommodation in Greater London, where a child is at their final year of Key Stage 4 (generally Year 11) or in Key Stage 5 (A levels or equivalent Level 3 vocational courses, such as BTECs, or GCSE re-sits in English and Maths) at a school or further education college in London</p> <p>Any special circumstances demonstrating a compelling need for accommodation in a certain area will be considered and this might particularly benefit children</p> <p>Resettlement support will be offered for some private rented offers. This could include help to</p>	<p>See mitigation actions which also cover health aspects.</p> <p>In addition, we will increase our access to the private rented sector to seek more suitable accommodation for households to reduce lengthy stays in temporary accommodation.</p>

<p>enrol children in new schools and to find nursery places</p> <p>Support will also be offered to households moving into temporary accommodation outside London and as above this could include help to enrol children in local schools and to find nursery places</p> <p>Age – Older people</p> <p>Some older households will be exempt from private rented sector offers i.e. those that are eligible for sheltered housing and disabled households needing wheelchair accessible housing.</p> <p>The focus on procuring properties in the South East and with good transport connections to London, where possible, will help people in temporary accommodation maintain their location connections and this might be particularly important for older people</p> <p>Support will also be offered to households moving into temporary accommodation outside London and this could involve help to transfer any care and support packages</p> <p>Significant work is being undertaken in the community to minimise digital exclusion which includes Digital Hubs providing one-to-one digital skills and training. An EU funded project will create new community engagement tools for various groups in our communities.</p> <p>‘Digital literacy’ is improving with every generation, so over time, the risk of inequality is reduced.</p> <p>We will monitor customer satisfaction and aim for year on year improvement in satisfaction with fewer formal customer complaints made.</p> <p>We will ensure alternative service access remains available such as face to face appointments, so that no one is excluded from accessing the service.</p> <p>Our partners such as Citizens Advice Bureau offer weekly sessions for helping people with no access to online resources.</p>	
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<p>Disability - A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities.</p>	
<p>Potential impacts (positive and negative) of proposed policy/decision/business plan</p>	<p>Potential health impacts (positive and negative)</p>

<p>Only a small proportion of accepted homeless households have members needing a wheel chair adapted property or a level access property.</p> <p>Statistics in the Census 2011 shows that Southwark ranks in the lowest 20% for people reporting daily activity limitations. It is grouped as having only 11.2% – 14.6% population reporting daily activity limitations. This could be partly down to its relatively young population.</p> <p>Of accepted homeless households, 5% have been accepted as needing housing due specifically to a member having a mental health issue and the majority of these are single people. It is likely, however, that other applicants and members of their households may have mental health problems, but this information cannot be easily accessed.</p> <p>Nationally, 53% of working age disabled people are in work compared to 70% of non-disabled people. Employment rates vary greatly according to the type of impairment a person has, for example people with severe or enduring mental health conditions have the lowest employment rate of any of the main groups of disabled people. According to the Office for Disability this is 16% for people with mental health issues compared to 43% for all disabled people of working age.</p> <p>Accommodating households in temporary accommodation for long periods could have a detrimental impact on mental and physical health.</p> <p>Placing disabled households away from their support networks and associated facilities could have a detrimental impact on their health.</p> <p>Channel shift and the development of services such as an online Personal Housing Plan has the potential to have a positive impact on disabled households, particularly those with mobility issues, as it can allow them to access services from the convenience of their own accommodation or avoid travelling to the Homesearch Centre.</p>	<p>A national survey conducted by Shelter of 2,000 people in temporary accommodation¹, found that more than half said that they were suffering from depression and that depression and other mental health problems were two of the most common health conditions reported.</p>
<p>Equality information on which above analysis is based</p>	<p>Health data on which above analysis is based</p>
<p>Homelessness Statistical Review March 2017, Age profile of statutorily homeless households (derived from P1E data).</p> <p>Census 2011.</p> <p>Priority need categories for statutorily homeless cases (2011/12 to 2015/16). In 2015/16 the number of accepted homelessness cases showed 10% were due to physical disability or mental ill-health/disability (Review of Homelessness in Southwark 2017)</p>	<p>Shelter – Living in Limbo²</p> <p>People with a disability are more likely to suffer poor health (Review of Homelessness in Southwark 2017)</p>
<p>Mitigating actions to be taken</p>	
<p>The private rented sector offer policy excludes some disabled households who wouldn't be able to manage a private rented tenancy (for example,</p>	

¹ http://england.shelter.org.uk/_data/assets/pdf_file/0012/40116/Living_in_Limbo.pdf

² http://england.shelter.org.uk/_data/assets/pdf_file/0012/40116/Living_in_Limbo.pdf

those who may have care and support needs or a mental health condition which prevents them from managing a tenancy).

Some people with particular health problems or disabilities will be prioritised for in borough/adjacent borough accommodation, these include:

- Households where at least one member has a severe health condition or disability (including a severe mental health condition) that requires intensive and specialised medical/mental health treatment/ aftercare that is either (a) only available in Southwark or (b) where a transfer of care would create a serious risk to their safety or the sustainability of the treatment or care
 - Households where at least one member is receiving support through a significant commissioned care package or package of health care options provided in Southwark, where a transfer of care would create a serious risk to their safety or the sustainability of the care
 - Some carers, and people being cared for, will be prioritised for in borough/adjacent borough accommodation
 - Resettlement support will be offered to households being made private rented offers who are relocating out of London, and where needed where they are moving from Southwark to another London borough
- This support could include help to transfer care and support packages
- Support will also be offered to households moving into temporary accommodation outside London and as above this could include help to transfer care and support packages.

Our partners such as Citizens Advice Bureau offer weekly sessions for helping people with no access to online resources.

We will keep all types of service access (e.g. telephone, face to face and online) available so that people with different needs can find an access route which suits them best.

Our website has a *ReadSpeaker* facility for visually impaired as well as offering different font size. Different coloured font is also available for people with colour vision deficiency.

The Personal Housing Plan takes account for every household's unique circumstances and households will collaboratively work on what realistic steps they can take to attempt to resolve their own homelessness situations.

A representative from Housing Solutions will attend a focus group on 28 Feb 2018 on accessing housing advice, hosted by Imogen Blood and Associates. Feedback from customers with disabilities will help assist us with good practice.

The overall aim of this policy is to prevent homelessness and reduce the necessity for people to remain in inappropriate temporary accommodation. The delivery of the actions identified will have positive impact for BME, disabled and vulnerable, young people and women, all of whom are over represented amongst those who are at risk of homelessness.

Gender reassignment - The process of transitioning from one gender to another.	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<p>Having assessed recent reports from Stonewall (see analysed information below), there is a link between homelessness and gender reassignment and although there are no policies and impacts from the strategy that specifically seem to impact this, we will be reviewing our information and services to ensure we are providing a good service to this group.</p> <p>The council has begun including equalities questions about the sexual orientation and gender reassignment of the lead applicant for homeless households in the homelessness application. However, applicants can decline answering these and as this was only implemented in April 2017, it is too early to analyse any data collected.</p>	None identified.
Equality information on which above analysis is based.	Health data on which above analysis is based
LGBT in Britain – Trans report (Stonewall, 2017) research by YouGov showed that a quarter of trans people (25 per cent) have experienced homelessness. http://www.stonewall.org.uk/lgbt-britain-trans-report?mc_cid=29c04bb01d&mc_eid=e8a58a7e13	No current data available.
Mitigating actions to be taken	
The focus on procuring properties in more urban areas, where their diversity as far as possible reflects that of Southwark, might help to ensure there are facilities for transgender people, which may be more likely where the population is more diverse. In addition the focus on also procuring properties in areas with reasonable transport links to London might help transgender people in particular to continue to use local support services if there are fewer where they live.	None at this point. Will be reviewed as appropriate.

Marriage and civil partnership – In England and Wales marriage is no longer restricted to a union between a man and a woman but now includes a marriage between a same-sex couple. Same-sex couples can also have their relationships legally recognised as 'civil partnerships'. Civil partners must not be treated less favourably than married couples and must be treated the same as married couples on a wide range of legal matters. (Only to be considered in respect to the need to eliminate discrimination.)	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)

In terms of treating marriage or civil partnership more or less favourably, no issues have been identified.	Please see comments to the left
Equality information on which above analysis is based	Health data on which above analysis is based
No current data available.	No current data available.
Mitigating actions to be taken	
None at this point. Will be reviewed as appropriate.	None at this point. Will be reviewed as appropriate.

Pregnancy and maternity - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<p>A significant number of lead applicants from accepted households are pregnant women. 10% (20 of 206) of accepted homeless households were pregnant with no other children between January and March 2017.</p> <p>As noted above, the Temporary Accommodation Lettings Framework policy has a particular focus on children with compelling needs to be accommodated close to Southwark or in London and those who care for them.</p>	None identified.
Equality information on which above analysis is based	Health data on which above analysis is based
Jan – Mar 2017 P1E data.	No current data available.
Mitigating actions to be taken	
<p>Reducing the amount of time spent in temporary accommodation and limiting the number of moves between accommodation is part of the strategic aim of the Homelessness Strategy, all of which should have positive health impacts.</p> <p>Every offer of accommodation will take into account the household's individual circumstances and suitability of the accommodation offered to meet their needs. Any special circumstances will be taken into account</p>	None at this point. Will be reviewed as appropriate.

<p>when making offers to households – taking into account if there is a compelling need for the accommodation to be in a particular location</p> <p><input type="checkbox"/> Resettlement support will be offered to households being made private rented sector offers where they are relocating out of London and where needed when they are moving from Southwark</p> <p><input type="checkbox"/> Support will also be offered to households moving into temporary accommodation outside London</p>	
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<p>Race - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. N.B. Gypsy, Roma and Traveller are recognised racial groups and their needs should be considered alongside all others</p>	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<p>A great proportion of homeless decisions are made for ethnic minorities and therefore the policies will have a disproportionate effect on ethnic minority households.</p> <p>There may also be fewer cultural facilities for some ethnic groups in locations outside London, although this would very much depend on the area where the offer was made.</p> <p>English not first language – Language barriers create difficulties providing advice on personal resilience, collaborating on the Personal Housing Plan and receiving housing advice. There is disadvantage with access to the same materials and advice on rights, entitlements and options under the new Homelessness Reduction Act guidance.</p> <p>Members of gypsy and travelling communities may be reluctant to approach the Council for help due to suspicion of official organisations. In addition to this, a lack of understanding of homelessness in gypsy and traveller communities means that this group may not be adequately planned for.</p>	None identified.
Equality information on which above analysis is based	Health data on which above analysis is based
<p>In 11% of households nobody speaks English as a first language. (Review of Homelessness in Southwark 2017)</p> <p>Southwark Demography 2015 report: 52% of the population belong to the White group, 48% to Black, Asian and Minority Ethnic group.</p> <p>31% Black ethnicity compared to 17% in London. 16% African ethnicity compared to 7% in London. 6% Caribbean ethnicity compared to 4% in London. 9% Black Other compared to 5% in London 11% Asian ethnicity compared to 21% in London.</p> <p>In summary, Southwark is ethnically diverse with 48% of its population being black and minority ethnic.</p>	No current data available.

<p>The p1e statutory information which Southwark provides to the Government shows that ethnic minorities make up a greater proportion of homelessness. In the three months between April 2016 and June 2016, Southwark made 606 homeless decisions. 112 were for white British/Irish/other applicants, 281 were black (African/Caribbean/other) applicants, nine were for Asian/Chinese, 113 for other ethnicity and 91 not stated.</p> <p>Of the 515 where ethnicity was recorded, we can calculate that 22% of the decisions were for white British/Irish/other ethnicity. In conclusion we can see that a great proportion (78%) of the homeless decisions are made for ethnic minorities and therefore the policies will have a disproportionate effect on ethnic minority households.</p>	
<p>Mitigating actions to be taken</p>	
<p>Places will be identified for procuring properties, where the diversity as far as possible reflects that of Southwark, focussing on more urban areas where there are likely to be more facilities and support networks. This might particularly benefit households of different ethnic origins. Households will also be given opportunities to identify areas of preference taking account of affordability and availability.</p> <p>Procurement of properties outside London will, wherever possible, be focussed on urban areas in the South East in areas with reasonable transport links to Southwark – in order to help households maintain local connections. This might particularly benefit households of different ethnic origins</p> <p>Discharge into the private sector decisions will be monitored by ethnicity. As applicants move on in the process, progress is monitored through the iWorld Northgate housing system which enables a series of reports that monitor by relevant equality characteristics.</p> <p>The Service ensures that people from any ethnicity can compete on an equal basis; this includes Gypsy and traveller communities. Translation services are made widely available upon request or where required, including British Sign Language. We are considering the need for induction loops.</p> <p>Literacy is an issue that is not specifically related to ethnicity, but is relevant as a general issue. The homeless application process is designed so that council officers record the application details for 100% of cases, so this avoids the requirement of homeless applicants from making their own application.</p> <p>We are continuing to provide more information online which can be freely translated through internet services such as Google Translate. Google Translate is also embedded in our Homesearch website.</p> <p>The employment of resettlement officers will assist households to resolve any issues and also signpost and link to other services which can assist in resolving the impacts.</p> <p>The overall aim of this policy is to prevent homelessness and reduce the necessity for people to remain in less suitable temporary accommodation. The delivery of the actions identified will have positive impact for BME, disabled and vulnerable, young people and women, all of whom are over represented amongst those who are at risk of</p>	<p>None at this point. Will be reviewed as appropriate.</p>

homelessness.	
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Religion and belief - Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<p>Homeless applicants may, for example, regularly attend a place of worship. If they are allocated a private sector accommodation out of the borough it may make it difficult for them to continue to attend regularly.</p> <p>Whilst the detailed recording of homeless applications and housing allocations by people of different faith groups can pin point adverse trends in relation to individual faith groups, the information should be treated only as an issue for further investigation since much will depend on the respective priorities of applicants and the particular areas they are aspiring to. Therefore, close monitoring in this area is essential to identify any patterns that may arise.</p>	<p>None identified.</p>
Equality information on which above analysis is based	Health data on which above analysis is based
<p>No data sets record religion or belief.</p>	<p>No data sets record religion or belief.</p>
Mitigating actions to be taken	
<p>Under the Early Adopter Trailblazer and Homelessness Reduction Act, the aim is for the household to receive advice but ultimately have a say in deciding which area they would realistically like to be housed in based on their preferences and taking account of aspects such as their income.</p> <p>Places will be identified where their diversity as far as possible reflects that of Southwark, focussing on more urban areas where there are likely to be more facilities and support networks for people. This might particularly benefit people with different faiths and beliefs.</p> <p>Procurement of properties outside London will, wherever possible, be focussed on urban areas in the South East in areas with reasonable transport links to Southwark – in order to help households maintain local connections. This might particularly benefit people with different faiths and beliefs.</p> <p>During the homelessness application, information is collected which ensures that a suitable offer of accommodation can be made in the private rented sector. Religious beliefs can be taken into account by reviewing the suitability of accommodation and its proximity to relevant places of worship.</p>	<p>None at this point. Will be reviewed as appropriate.</p>

<p>We have revised the homelessness application form so that it requests information about protected characteristics in the body of the form, instead of at the end, with the aim that this best practice helps to improve data collection. The data collection has also been expanded to collect data on all nine of the protected characteristic groups which should improve data monitoring on impacts to religion and belief.</p>	
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Sex - A man or a woman.	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<p>Implementing the new relief duty and S189B duty to secure accommodation should positively impact on reducing rough sleeping, which will predominantly impact on men because 87% of Southwark's rough sleepers are male.</p> <p>Women are disproportionately represented among lead applicants from accepted households.</p> <p>Women are also more likely to be lone parents, who are disproportionately affected by homelessness in Southwark³.</p> <p>Women are also more likely to be carers⁴, who can be impacted by moves away from the people they are caring for, they are also more likely to be impacted if they move outside Southwark and London and have to travel greater distances to maintain that care.</p> <p>People with children, and lone parents (who are more likely to be women) in particular, will potentially be negatively affected if they move outside Southwark and London as they are more likely to rely on local support networks for child care arrangements.</p> <p>Women of a working age are less likely than men of a working age to be in employment. Those not in work are more likely to be offered a private sector tenancy further away from Southwark where nothing nearer is available and so could be more impacted by PRSO placements.</p>	<p>None identified.</p>
Equality information on which above analysis is based	Health data on which above analysis is based
<p>The p1e statutory information which Southwark provides to the Government shows that females make up a greater proportion of the borough's homeless decisions. In the three months between April 2016 and June 2016, 73% (95 out of 130) of homeless decisions for single parents and single people were for female applicants.</p> <p>Therefore, although Southwark is evenly split between male and females (Southwark Demography 2015), a higher proportion of the decisions are made for females.</p>	<p>No data available currently.</p>

³ According to [Gingerbread](#), around 90% of single parents are women

⁴ Carers UK estimates that 58% of carers are women.

Evidence on gender and employment rates: http://www.poverty.org.uk/48/index.shtml	
Mitigating actions to be taken	
<p>The cumulative effect of the policies however is intended to help provide households with greater certainty, which may make it easier to establish lasting care networks and support, than if those concerned were likely to face repeated relocation as can be the case with temporary accommodation.</p> <p>All housing decisions are assessed for suitability and the intention of the Homelessness Reduction Act is to develop a collaborative process between the council and the household, so that the household has an input into the locations of preference and this is reflected in the development of the Personal Housing Plan.</p> <p>Mitigations for households with children are set out in the <i>Section 4: Age – Children</i>.</p> <p>Some carers (who are more likely to be women) will be prioritised for in borough/adjacent borough accommodation</p> <p>Resettlement support will be offered for private rented offers which are out of London, and for moves within London where they are needed and this could include help to register children in local schools</p> <p>Support will also be offered to households moving into temporary accommodation outside London and as above this could include help to enrol children in local schools and to find nursery places</p>	None at this point. Will be reviewed as appropriate.

Sexual orientation - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<p>While many people identify as heterosexual, many people also do not in the wider community. The Government estimates that approximately 6% of the population are gay men, lesbians or bisexuals.</p> <p>It is acknowledged that local data on sexual orientation is unlikely to be accurate and on-going efforts should be made to encourage such information being given at the point of application.</p> <p>Members of the LGBT community may face specific barriers not currently considered, and it may be that more information about this client group is needed.</p> <p>Insufficient monitoring customer engagement and feedback means that it is not possible at this time to properly evaluate with any certainty what impact the service has and whether some customers may be disadvantaged through their sexual orientation. There is a</p>	None identified.

<p>risk albeit small, that anyone in this position could be discriminated against and this could lead to an inequality in treatment.</p> <p>A survey published in 2000, National Survey of Sexual Attitudes and Lifestyles, concluded that 5-7% of the UK population were likely to be lesbian, gay and bisexual. There is no evidence to suggest that people in these categories are likely to be disproportionately represented among those presenting themselves as homeless.</p> <p>Homeless household sexual orientation information is not available but moves outside London may impact on the support networks and services available to Lesbian, Bisexual, Gay and Transgender (LGBT) groups, although there is no actual evidence of this, and it would very much depend on the location of any properties offered.</p> <p>ONS data (2015) indicates that areas outside London have a smaller LGBT population. The proportion of the LGBT population in London is estimated to be 2.6% compared to 1.8% in the South East and 1.2% in the East of England⁵. There may be impacts arising from the relative lack of support and other services designed specifically for LGBT people in some places outside London, but again this would very much depend on the area where the offer was made.</p>	
<p>Equality information on which above analysis is based</p>	<p>Health data on which above analysis is based</p>
<p>National Survey of Sexual Attitudes and Lifestyles (2000)</p>	<p>No data sets record sexual orientation.</p>
<p>Mitigating actions to be taken</p>	
<p>The focus on procuring properties in more urban areas, where their diversity as far as possible reflects that of Southwark, might help to ensure there are facilities for people of different sexual orientations, which might be more likely where the population is more diverse. In addition the focus on also procuring properties in areas with reasonable transport links to London might help people of different sexual orientations to continue to use support services, if there are fewer where they live.</p> <p>Under the Early Adopter Trailblazer and Homelessness Reduction Act, the aim is for the household to receive advice but ultimately have a say in deciding which area they would realistically like to be housed in based on their preferences and taking account of aspects such as their income.</p> <p>Staff have been fully trained by Albert Kennedy Trust in 2016. Therefore, the service should be well placed to identify and deal with potential discrimination.</p> <p>The Housing solutions services will employ resettlement officers to provide a customer care to all households placed out of the borough to ensure households have someone to contact regarding any issues.</p>	<p>None at this point. Will be reviewed as appropriate.</p>

⁵<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/sexuality/bulletins/sexualidentityuk/2015>

Monitoring of this sector will enable specific issues for different segments of the population to be identified and addressed appropriately.	
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<p>Socio-economic disadvantage – although the Equality Act 2010 does not include socio-economic status as one of the protected characteristics, Southwark Council recognises that this continues to be a major cause of inequality in the borough. Socio economic status is the measure of an area's, an individual's or family's economic and social position in relation to others, based on income, education, health, living conditions and occupation.</p>	
Potential impacts (positive and negative) of proposed policy/decision/business plan	Potential health impacts (positive and negative)
<p>Homeless households are more likely to have low incomes and not be working compared with the Southwark population so are more likely to be impacted by the policies.</p> <p>The percentage of households in temporary accommodation (TA) that have been on "passport benefits" (i.e. in receipt of non working benefits such as JSA or ESA where Housing Benefit would be paid automatically) has dropped significantly. Previously, around 90% of households would have had TA paid through Housing Benefit. A survey of TA tenants carried out in 2015 showed that this figure has dropped to around 50%. This is likely to be because of the increase in the number of people in part time employment (declaring themselves as self-employed).</p> <p>A key principle is that rents need to be affordable to low income people within benefit levels as otherwise it will not be sustainable to them in the long term. Both of these considerations are likely to become increasingly pressing if private sector rents continue to rise and the tendency for landlords to let to more affluent tenants continues. They are likely to be further exacerbated by the introduction of Universal Credit.</p> <p>The higher rents in private rented housing might mean low income working households will need to claim benefits for longer than they would in social housing where rents are lower.</p> <p>There is also a risk that members of homeless households that are in employment may not be able to sustain their job if they had to move outside London and this is important, given that those in homeless households are disproportionately more likely to be non working and to be affected by the overall benefit cap than other households.</p> <p>There also might be fewer employment opportunities in some areas outside of London, although the proportion of the working age population claiming out of work benefits is 1.9% for London which is similar to Great Britain⁶, but there are obviously regional variations.</p> <p>Households that are not currently in work, particularly larger families that are benefit capped, are more likely to be made a</p>	<p>There is also considerable policy research that supports the proposition that working contributes towards individual wellbeing⁷.</p>

⁶ www.nomisweb.co.uk

⁷ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/214326/hwwb-is-workgood-for-you.pdf

<p>private rental sector offer which is further from Southwark on grounds of affordability.</p> <p>Increasing services online could negatively impact people with a socio-economic disadvantage because they are less likely to be able to access online services. Whilst it is not a like for like comparison with homeless households Southwark's social housing resident survey shows the disparity that 13% of those not in work have no internet access at home compared to only 3% of those in work.</p> <p>This disparity is also noted in the ability to perform basic online tasks between the two groups. Only 75% of those not in work have completed an online application before, compared to 93% of those in work.</p>	
Equality information on which above analysis is based	Health data on which above analysis is based
<p>Data on benefit rates across Britain can be found in the official labour market statistics: www.nomisweb.co.uk</p> <p>In 2015, Southwark was ranked the 23rd most deprived local authority in England (out of 326) and the 9th most deprived borough in London (out of 33) according to The Index of Multiple Deprivation (IMD).</p> <p>In September 2016 Southwark's unemployment rate was 6.9% compared to a London average of 6.0% and a national rate of 4.9% with 24,420 of working age residents (10.8%) claiming a key out of work benefit (these include JSA, ESA / Incapacity Benefit and other income related benefits).</p> <p>Between May 2012 and May 2016 the number of working age benefit claimants in Southwark reduced by 28%. The data below shows that the main reduction has been in Job Seekers Allowance claimants with fewer than half the claimants in 2016, than in 2012.</p> <p>Southwark Resident Survey (September 2016)</p>	<p>Socio-economic challenges such as unemployment and poor housing result in high rate of child poverty and social exclusion which subsequently contribute to poor physical and mental health manifesting health inequalities. (Review of Homelessness in Southwark 2017)</p> <p>People in significant financial hardship are more likely to suffer poor health (Review of Homelessness in Southwark 2017)</p>
Mitigating actions to be taken	
<p>Mitigation measures have been developed to reduce the impact the policies might have on homeless people that are working, given that unemployment, and being affected by the overall benefit cap, can be causes of homelessness in themselves.</p> <p>However, it might be argued that prioritising working homeless households for properties in certain locations might disadvantage those that find it harder to work, such as: those with disabilities; lone parents; larger households with greater needs for child care; and those for whom English is not their first language. The council aims to help mitigate this by engaging with non working homeless households and helping them into work and by considering the factors which are barriers to work, as well as by targeting within its priority categories certain groups that have a strong correlation with those who may find it harder to work, including people with disabilities and households with dependant children.</p>	<p>None at this point. Will be reviewed as appropriate.</p>

Certain workers (i.e. those where they or their partner works more than 16 hours per week in Southwark or an adjoining borough) will be prioritised for accommodation in Greater London so they can maintain their employment.

One of the considerations of the Personal Housing Plan will be for the household to identify locations they would be willing to live in that takes into account the employment opportunities in the different areas.

All private sector offers of housing should be affordable in the longer term i.e. within benefit levels.

The cumulative effect of the policies however is intended to help provide households with greater certainty, which may make it easier to establish lasting care networks and support, than if those concerned were likely to face repeated relocation as can be the case with temporary accommodation. Repeated relocation also carries a cost of transportation, removals and refurnishing essentials.

All housing decisions are assessed for suitability and the intention of the Homelessness Reduction Act is to develop a collaborative process between the council and the household, so that the household has an input into the locations of preference and this is reflected in the development of the Personal Housing Plan.

The policies within the homelessness strategy will look to allow households in temporary accommodation that have been placed outside of Southwark to continue bidding for permanent social housing inside Southwark for as long as they remain in TA.

Resettlement officers will assist all households with settling in to new communities if they have been moved out of borough and require assistance.

Significant work is being undertaken in the community to minimise digital exclusion which includes Digital Hubs providing one-to-one digital skills and training. An EU funded project will create new community engagement tools for various groups in our communities.

We will monitor customer satisfaction and aim for year on year improvement in satisfaction with fewer formal customer complaints made.

For customers who need help to get online we will refer them to one of our libraries or Digital Inclusion Hubs for free training and they can also access the internet for free in libraries.

We will ensure alternative service access remains available such as face to face appointments, so that no one is excluded from accessing the service.

Our partners such as Citizens Advice Bureau offer weekly sessions for helping people with no access to online resources.

Human Rights There are 16 rights in the Human Rights Act. Each one is called an Article. They are all taken from the European Convention on Human Rights. The Articles are The right to life, Freedom from torture, inhuman and degrading treatment, Freedom from forced labour, Right to Liberty, Fair trial, Retrospective penalties, Privacy, Freedom of conscience, Freedom of expression, Freedom of assembly, Marriage and family, Freedom from discrimination and the First Protocol.
Potential impacts (positive and negative) of proposed policy/decision/business plan
There are no anticipated negative impacts on Human Rights as a result of these policies.
Information on which above analysis is based
No current data available.
Mitigating actions to be taken
None at this point. Will be reviewed as appropriate.

Section 5: Further actions and objectives

5. Further actions			
Based on the initial analysis above, please detail the key mitigating actions or the areas identified as requiring more detailed analysis.			
Number	Description of issue	Action	Timeframe
1	Monitor the impact of implementing the policies. Equalities data collection has been revised in April 2017 to follow best practice whereby homeless applications capture data on protected characteristics mid-form, instead of at the end, to encourage a better completion rate and improve the quality of information for monitoring.	The policies will be monitored to assess the impacts on those households with protected characteristics (and more widely) and to identify whether any further additional mitigation measures (particularly as regards support packages offered to those concerned) are needed.	These impacts will be reported on an annual basis from the date of implementation.
2	Customer Satisfaction Surveys.	An online survey has been developed to collate all feedback from across the service. This survey collects data on all 9 protected characteristics. It will be analysed annually to assess any	Analysed annually in April each year. The survey will also be reviewed periodically at management meetings to ensure it is reaching as wide an audience as possible and that all

		issues arising.	households have the opportunity to complete the survey.
3	Homeless prevention pathways and advice for all cohorts.	Develop homelessness LGBT online advice.	May 2018.

5. Equality objectives (for business plans)

Based on the initial analysis above, please detail any equality objectives that you will set for your division/department/service. Under the objective and measure column please state whether this objective is an existing objective or a suggested addition to the Council Plan.

Objective and measure	Lead officer	Current performance (baseline)	Targets	
			Year 1	Year 2
None at this point	None at this point	None at this point	None at this point	None at this point

5. Health objectives (for business plans)

Based on the initial analysis above, please detail any health objectives that you will set for your division/department/service. Under the objective and measure column please state whether this objective is an existing objective or a suggested addition to the Council Plan.

Objective and measure	Lead officer	Current performance (baseline)	Targets	
			Year 1	Year 2
None at this point	None at this point	None at this point	None at this point	None at this point



Review of homelessness in Southwark

March 2017 update

March 2017

www.southwark.gov.uk

Review of homelessness in Southwark

www.southwark.gov.uk

Introduction

This review of homelessness in Southwark provides an assessment of the support, assistance and advice available to homeless and potentially homeless people in the borough. It is an update on the homelessness statistical review carried out in 2014. The scope of the review encompasses those services directly provided by or commissioned through Southwark Council and captures:

- The level of homelessness in the borough
- Activities that are carried out which prevent homelessness, secure accommodation for homeless people, and provide support to people who are or may become homeless
- The resources available to carry out these activities.

The review was undertaken in late 2016 during a period of rapid change at a national and local level, including substantial welfare and housing policy reform. The majority of the data contained in this report summarises the financial year 2015/16, however more recent evidence is used where this provides a more accurate portrayal of current homelessness services or performance.

Extensive desktop research was carried out, profiling data and evidence across a range of council services, commissioned partners and government resources. More qualitative evidence was gathered through engagement with relevant managers and the council's homelessness forum in order to gain further insight into services and performance.

Every effort has been made to ensure the quality of the data used in this review is robust, with data sources quoted under tables and charts where applicable. Queries regarding the evidence used in this review can be directed towards the housing strategy and performance improvement team by email at HousingStrategy2@southwark.gov.uk.

Words that appear in *italics* are defined in a glossary at the end of the main report. The appendix of this paper provides further background data about Southwark as well as some more detailed evidence relating to the contents of the report.

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1.0 Resources for tackling homelessness in Southwark

The term 'homelessness' can describe a variety of circumstances that an individual or family may find themselves in, not always relating to whether they actually have a roof over their head. This report uses the terminology set out below as a means of describing these circumstances and the statutory obligations that local authorities have in relation to them:

- **Statutory homelessness** refers to those people who have made a homeless application to their local authority and have met the necessary criteria set out in legislation to be accepted as eligible for assistance (according to immigration status), homeless and in priority need. This group may include families, pregnant women and vulnerable single people. A household may be accepted as statutorily homeless if they are going to be evicted or are living in accommodation so unsuitable that it is not reasonable for them to remain there.
- **Non-statutory / non-priority homeless** people tend to be single people or childless couples who are not assessed as being in priority need and are only entitled to 'advice and assistance' from their local authority. People who fall within this group will be offered housing advice which could involve looking for private rented accommodation, or applying for discretionary funding (such as rent in advance payments through a local welfare provision scheme), subject to availability. Many single homeless people can be described as 'hidden homeless', which is to say that they could be 'sofa surfing'; staying with friends or family and not accessing mainstream homelessness services. Estimating the levels of hidden homelessness locally or nationally is extremely challenging.
- **Rough sleepers** are people who are literally roofless, bedded down on the street or in other locations where they may or may not be seen by the public. This group are a minority of the much larger population of 'non-priority' homeless people. Housing legislation does not set out specific statutory duties to people who are sleeping rough.

1.1 Southwark Council's homeless services

In Southwark, statutory homelessness assessments are carried out by the council's housing solutions service which is based in Bournemouth Road in Peckham. This team also leads on offering housing advice, housing options and homelessness prevention support to Southwark residents. A new location, from which to base these services is currently being sought.

A specialist housing service team is also based in the same Peckham office and is responsible for the procurement and management of temporary accommodation for the borough. The reablement and resettlement service (RARs) form part of this team, and coordinate access to and move-on of clients from supported housing. An overview of the structure of services for homeless people is available in [appendix 7.1.1](#) of this report.

1.2 Resources for homeless and homelessness prevention services

1.2.1 Overview of Resources for Homelessness

In 2015/16, Southwark's net spend on homelessness services was approximately £3m. This funding has come from both the General Fund (GF) and the Housing Revenue Account (HRA). In 2015/16 it paid for temporary accommodation, staff, running costs and homelessness prevention measures like the Finders Fee scheme. The overall breakdown is explained in Tables 1a, 1b, 1c and summarised in 1d.

GF Temporary Accommodation (TA) Costs- TA costs from the General Fund led to a net loss in nightly paid accommodation of around £3.1m for the year. Private sector leased accommodation brought a small overall return of around £67,000.

Table 1a- General Fund TA Account

2015/16 actual Spend	
Nightly paid - expenditure	-£9,623,715
Nightly paid - income	£6,514,276
Net	-£3,109,440
PSLs - expenditure	-£2,381,956
PSLs - income	£2,448,881
Net	£66,925
Net spend	£3,042,515

Source: Internal records

GF Homelessness Measures- This account provides funding for the running costs of council services (like Reablement) and services provided by partners like Manna and St Giles. Funding for staffing came to £3.7m, running costs were £548,000 and the Finders Fee scheme was £424,000. Whilst the total spent on homelessness from this account was around £4,651,000, the council received around £370,000 in Government grant.

Table 1b- Homelessness GF Account

2015/16 Actual Spend	
Finders Fee scheme	-£424,070
Govt. grant	£370,480
Running costs	-£547,991
Staffing	-£3,679,076
Net spend	£4,280,658

Source: Internal records

HRA Homelessness TA- through the use of the council's own hostels and void properties, Southwark was able to achieve a net return of £4,390,000 for the year after running costs and staff expenses were deducted.

Table 1c- HRA Homelessness TA

2015/16 Actual Spend	
Rent	£8,446,814
Running costs	-£2,952,739
Staffing	-£1,104,143
Net return	£4,389,932

Source: Internal records

When these costs are considered with the income generated from the council's TA, the total spent can be calculated as £2,933,241 (see Table 1d).

Table 1d- Overall Spend on Homelessness

2015/16 Actual Spend	
Temporary Accommodation - GF	-£3,042,515
Homelessness - GF	-£4,280,658
TA- HRA	£4,389,932
Total loss	-£2,933,241

Source: Internal records

1.2.2 Homeless Prevention Grant

Each year local authorities receive a separately identified non-ring-fenced sum from the *Department of Communities and Local Government (DCLG)* in respect of homeless prevention activities. Part of this funding is identified within the council's revenue support grant and the other part is within the council's baseline funding level.

Southwark Council's settlement for 2015/16 was **£1,534,561**. Over the past 2 years Southwark has received similar amounts (**£1,541,255** in 2013/14 and **£1,518,329** in 2014/15). Details of how this was allocated across a range of projects and initiatives are set out in [appendix 7.1.4](#) of this report.

1.2.3 Discretionary housing payments (DHP)

Local authorities receive an annual grant settlement from the *Department for Work and Pensions (DWP)* with the aim of helping housing benefit recipients whose benefit award does not cover their full rent costs. In recent years, both the allocation and expenditure of discretionary housing payments (DHP) has become more targeted around mitigating the impacts of the Government's welfare reform policies, although awards are not strictly limited for this purpose.

Table 2 - Discretionary housing payment (DHP) funding- last three years

(2014/15)	(2015/16)	(2016/17)
Total Fund	Total Fund	Total Fund
£1,493,174	£1,023,157	£1,104,300

Source: Internal records

In 2017/18, the council will receive £1,236,085 in DHP funding. Southwark has a good track record at using this funding to help prevent homelessness. Further information about the historical allocation of Southwark's DHP can be found in [appendix 7.1.5](#) of this report, and details about how the 2015/16 DHP fund was spent are in [section 2.3.3](#).

1.2.4 Trailblazer funding for a new approach to reducing homelessness

The London Borough of Southwark is proud to have been chosen by DCLG to be an 'early adopter' trailblazer for new homelessness legislation focused on new duties to prevent and relieve homelessness. Around £1m has been awarded to Southwark to take this work forward. For more details about how this approach will work see [section 2.3.2](#).

Through the Trailblazer, the Council will provide early learning and dissemination of information to support other local authorities in their preparations for implementing new prevention focused homelessness legislation. The Trailblazer project will mirror the duties that will eventually be placed on other local authorities in the Homelessness Reduction Act.

1.2.5 Prevention of Rough Sleeping Trailblazer

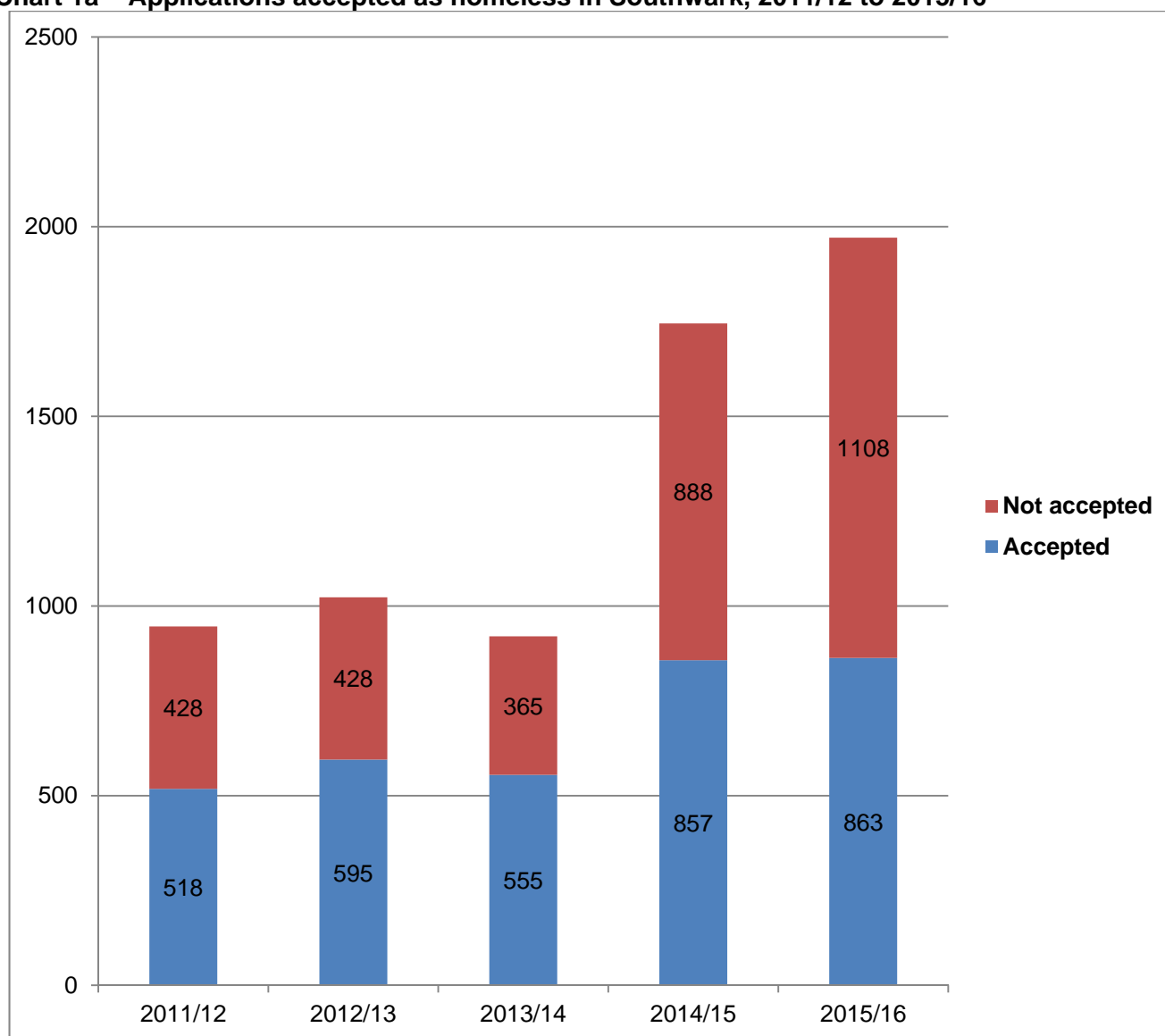
As part of a £20m package to improve services for rough sleepers in London, Southwark was awarded £393,000 in December 2016. The funding will be put towards developing new initiatives that will reduce numbers sleeping on the streets. For more information about these initiatives, please see [section 2.3.2](#).

1.3 Statutory homelessness in Southwark data

The following charts show that the number of homelessness applications Southwark has received has increased considerably in the last two years. This has resulted in a considerable rise in the number of applications accepted as homeless, and also a fall in the acceptance rate (Chart 2).

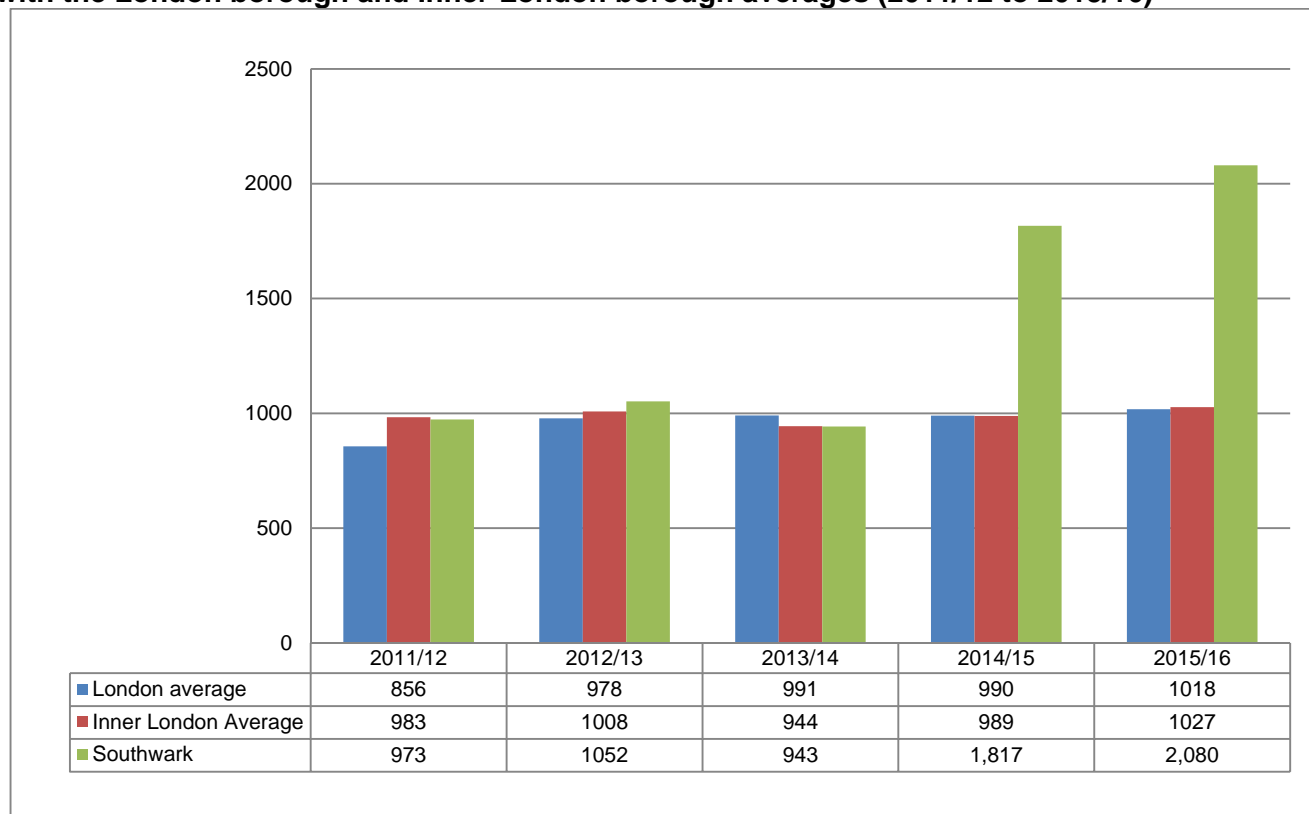
54% more households were accepted as homeless by Southwark in 2014/15 compared to 2013/14. The increase in applications is due to two important factors: the restructure of homelessness services in 2013/14 that enabled the council to help more residents; and a reduction in the number of homes that residents can afford. Affordability issues are complex but welfare reform and increasing costs of the private rented sector in the borough have been factors. These issues are explained later in the report.

Chart 1a – Applications accepted as homeless in Southwark, 2011/12 to 2015/16



Source: Internal records

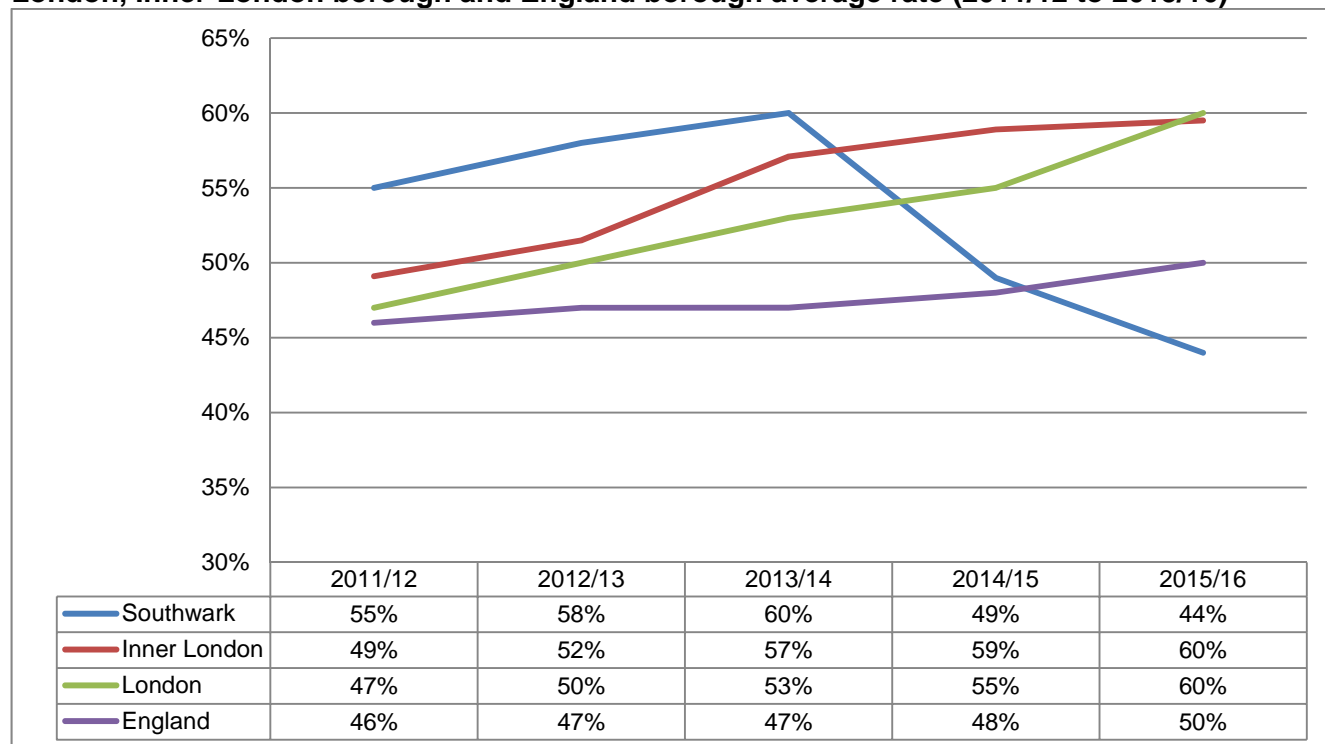
Chart 1b – Comparison between the number of homelessness applications made in Southwark with the London borough and Inner-London borough averages (2011/12 to 2015/16)



Source: DCLG Live Table 770 and Internal records

*Inner-London boroughs include Camden, Greenwich, Hackney, Hammersmith & Fulham, Islington, Kensington & Chelsea, Lambeth, Lewisham, Southwark, Wandsworth and Westminster

Chart 2 – Comparison between Southwark's homelessness acceptance rate and the average London, Inner-London borough and England borough average rate (2011/12 to 2015/16)



Source: DCLG Live Table 784

*Inner-London boroughs include Camden, Greenwich, Hackney, Hammersmith & Fulham, Islington, Kensington & Chelsea, Lambeth, Lewisham, Southwark, Wandsworth and Westminster

The table on the following page (Table 3) shows the number of statutory homeless applications and acceptances in England, London and Southwark between 2011/12 to 2015/16. The table also shows the percentile change in applications, acceptances and *acceptance rate* between financial years. In summary:

- Between 2011/12 and 2015/16 there was a 6% increase in the number of homeless applications made to local authorities in England and a 15% increase in the number of those that were accepted.
- Southwark saw a 108% increase in the number of applications made and a 67% increase in the number of households accepted as homeless over this time.
- The homeless *acceptance rate* rose slightly across England over the five years. However in London the rate has risen by 15% and in Southwark it has fallen by 9%.

Since 2002, local authorities have been required to have strategies to prevent homelessness before it occurs. Southwark has prevented or relieved homelessness in over 11,000 cases in the last five years (see [section 2.0](#) of this paper for further information on homeless preventions).

Table 3 – Comparison of homeless applications, acceptances and acceptance rates across England, London and Southwark (2011/12 to 2015/16)

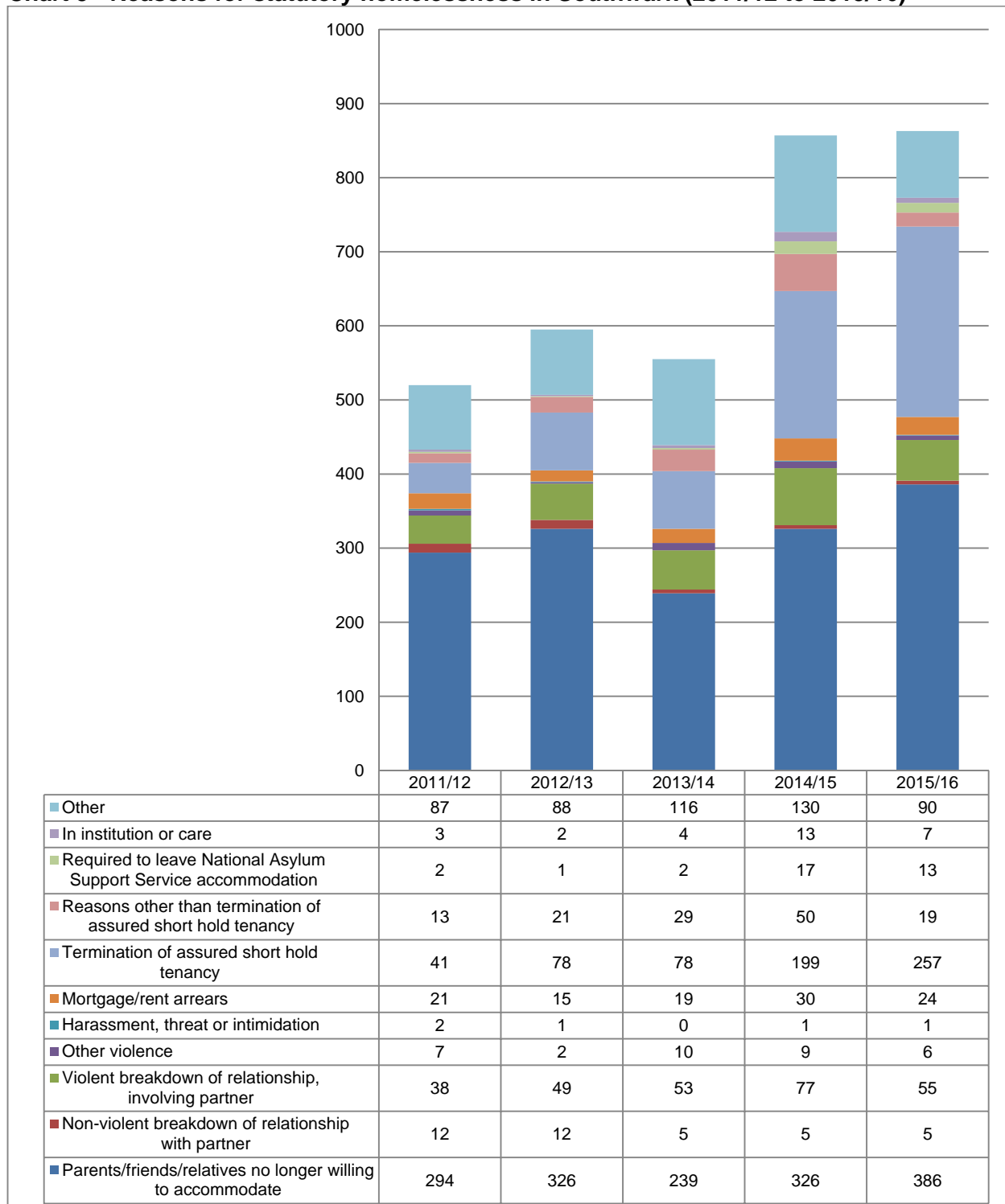
Financial year	England			London			Southwark		
	Applications	Acceptances	Acceptance rate	Applications	Acceptances	Acceptance rate	Applications	Acceptances	Acceptance rate
2011/12	108,720	50,290	46%	26,830	12,720	47%	946	518	55%
2012/13	113,520	53,770	47%	29,939	15,010	50%	1,023	595	58%
<i>11/12 to 12/13 % change</i>	4%	6%	1%	8%	10%	3%	8%	15%	3%
2013/14	111,610	52,250	47%	32,280	17,030	53%	920	555	60%
<i>12/13 to 13/14 % change</i>	-1%	-3%	0%	10%	15%	2%	-10%	-7%	2%
2014/15	112,340	54,430	48%	32,010	17,530	55%	1,745	857	49%
<i>13/14 to 14/15 % change</i>	1%	4%	1%	-1%	3%	2%	90%	54%	-11%
2015/16	114,760	57,730	50%	31,980	19,170	60%	1971	863	44%
<i>14/15 to 15/16 % change</i>	2%	6%	2%	0%	9%	5%	13%	1%	-5%
11/12 to 15/16 % change	6%	15%	4%	13%	51%	13%	108%	67%	-11%

Source: DCLG Live Table 784

1.3.1 Main reasons for statutory homelessness

The chart below sets out the main causes of statutory homelessness in Southwark over the last five years. The most common cause of statutory homelessness over this time has been that parents, friends or relatives are no longer willing to accommodate the individual or household in question. There has been a significant growth over this time in the termination of *assured tenancies*; which accounted for 8% of homelessness in 2011/12 and increased to 30% in 2015/16. This data only records “the main reason for homelessness”. In cases where there are more than one reason, officers may record only one.

Chart 3 - Reasons for statutory homelessness in Southwark (2011/12 to 2015/16)

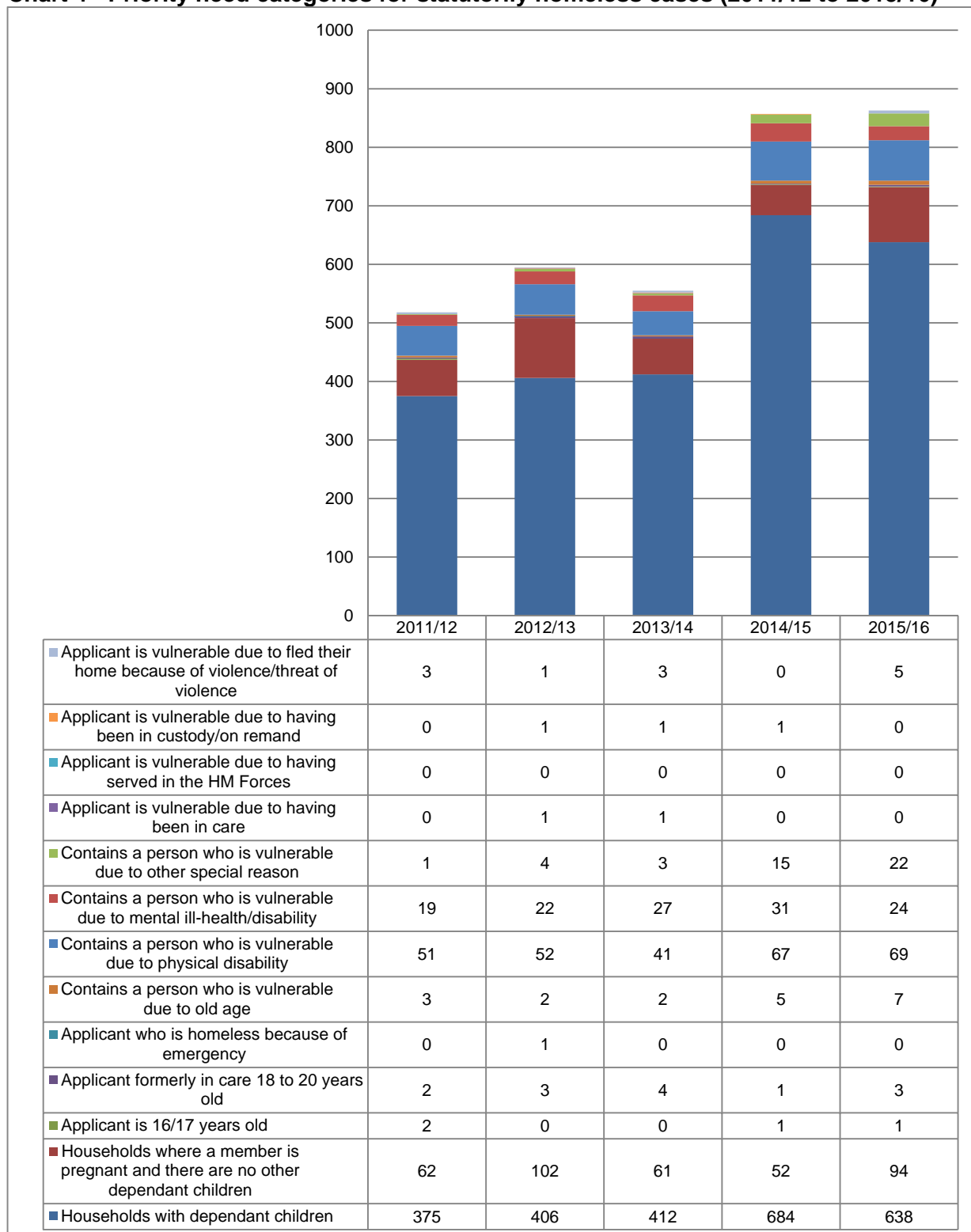


Source: P1E data

1.3.2 Priority need categories of statutory homelessness

In order to be able to be accepted as statutorily homeless and receive assistance from a local authority, a homeless person must have a '*priority need*'. The chart below sets out the *priority need* categories for those accepted as statutorily homeless in Southwark over the last five years, the most common of which has consistently been because the household includes dependant children. Like "the main reason for homelessness", officers may only record one priority need category per application.

Chart 4 - Priority need categories for statutorily homeless cases (2011/12 to 2015/16)

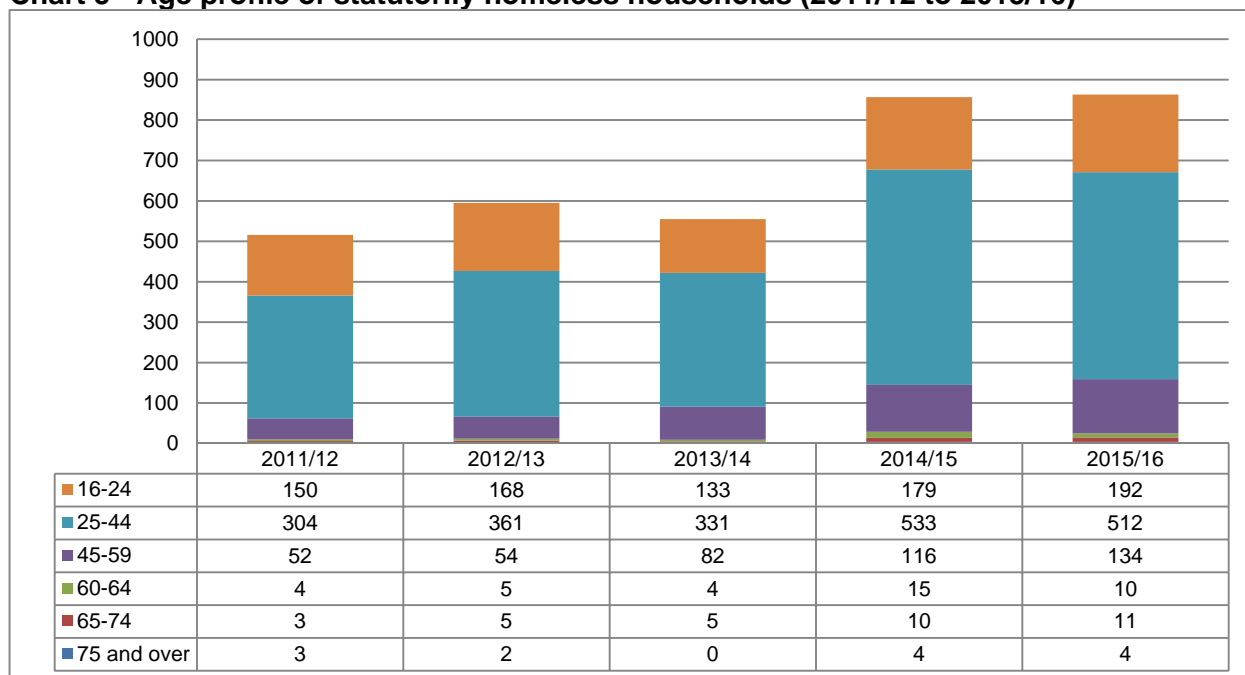


Source: P1E data

1.3.3 Age profile of statutorily homeless households

The majority of main applicants accepted as statutorily homeless are under 45 years of age.

Chart 5 - Age profile of statutorily homeless households (2011/12 to 2015/16)

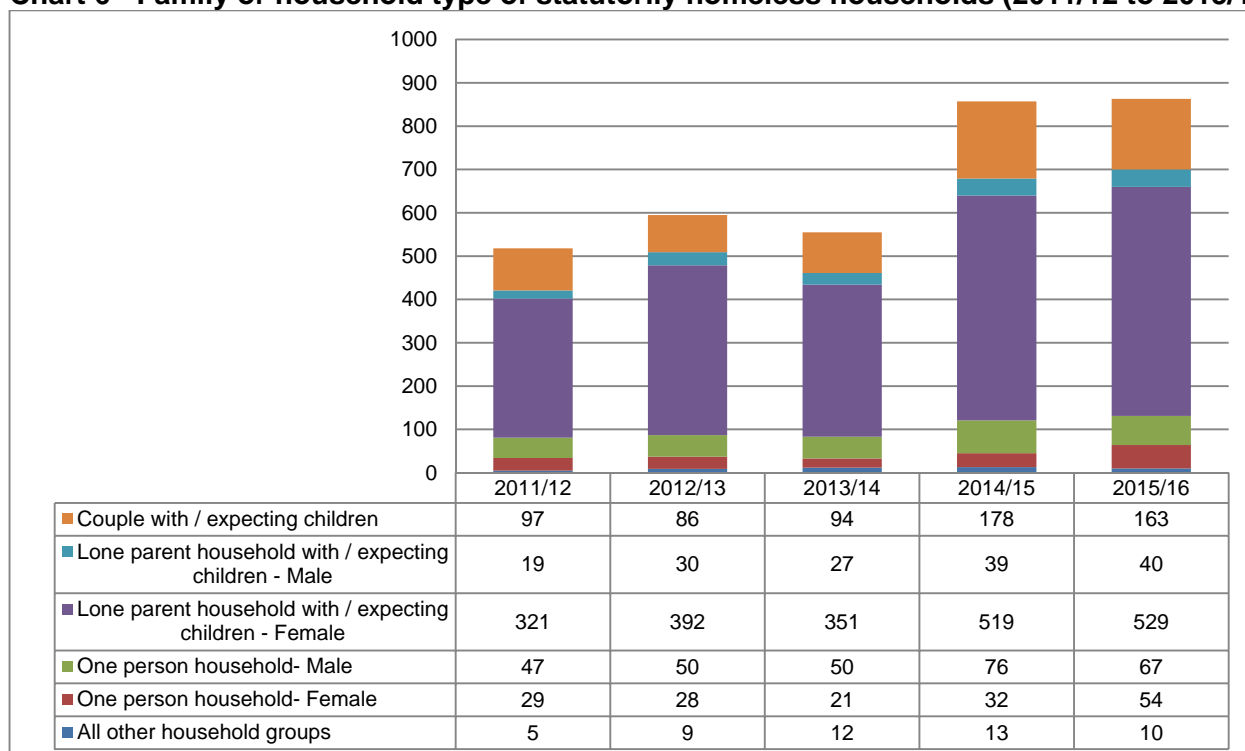


Source: P1E data

1.3.4 Family or household type of statutorily homeless households

The chart below sets out the range of household types accepted as statutorily homeless over the last five years. Lone parent households headed by a female account for the majority of homelessness acceptances in Southwark.

Chart 6 - Family or household type of statutorily homeless households (2011/12 to 2015/16)

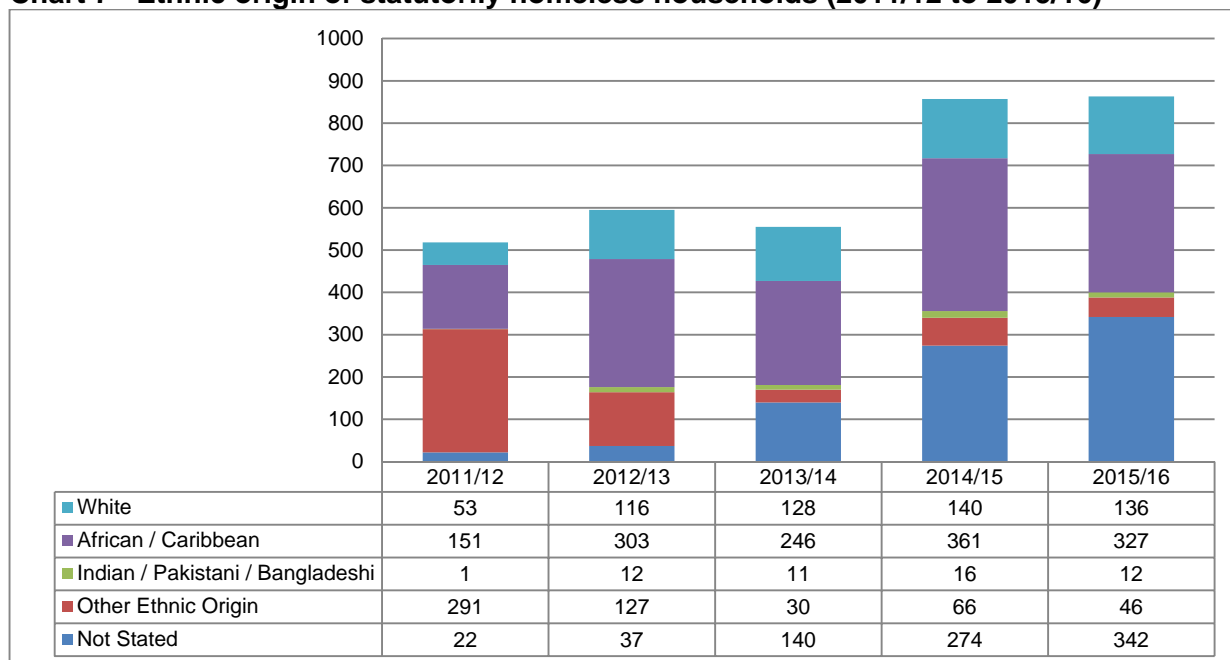


Source: P1E data

1.3.5 Ethnic origin of statutorily homeless households

This chart (Chart 7) looks at the ethnic origin of accepted households. There has been an increase in the number of households that have chosen not to state their ethnic origin in their initial application. All applicants are required to produce documents to confirm they are eligible for homelessness assistance.

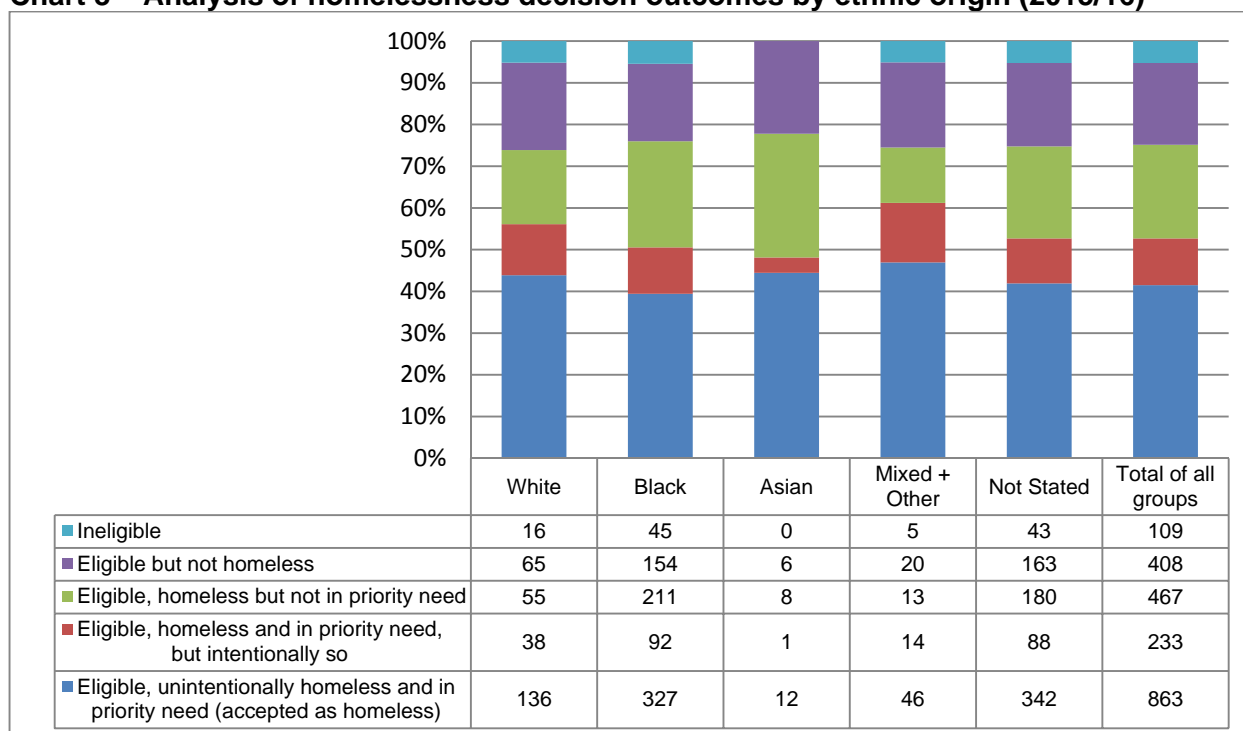
Chart 7 - Ethnic origin of statutorily homeless households (2011/12 to 2015/16)



Source: P1E data

The chart below provides a more detailed analysis of all homelessness decisions made in 2015/16, including those where a statutory duty was not accepted by the council.

Chart 8 – Analysis of homelessness decision outcomes by ethnic origin (2015/16)



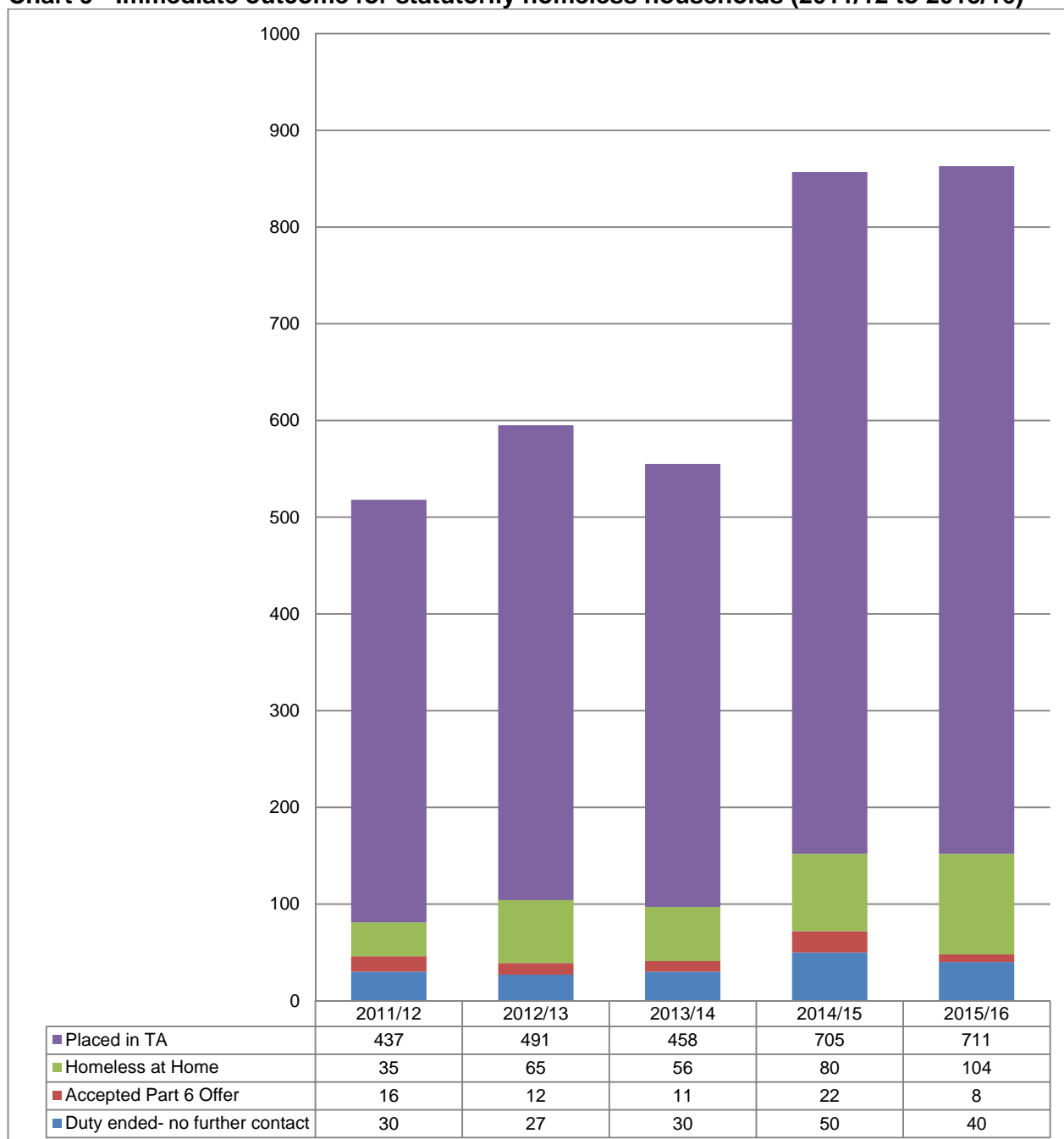
Source: P1E data

1.3.6 Immediate outcome for statutorily homeless households

The following chart shows the immediate outcome for households in Southwark over the last five years, once they were accepted as statutorily homeless. The majority of households over this time were placed in some form of temporary accommodation (TA).

The chart shows a big increase in the number of households that have been provided with TA in the last few years. This has put a strain on the Council's already stretched financial resources. In previous years Southwark would have been able to help many of these households to avoid homelessness by using the borough's private rented sector. But the sector can no longer be seen as providing a sustainable, affordable housing option for homeless households on low incomes. The main reason for this is that average rents in the borough have grown considerably whilst Local Housing Allowance has been frozen (see [section 7.2.2](#)). Finding affordable nightly paid temporary accommodation for homeless households in the borough has become difficult for the council.

Chart 9 - Immediate outcome for statutorily homeless households (2011/12 to 2015/16)



Source: P1E data

- **‘Duty ended – no further contact’** refers to applicants who made their own arrangements, refused an offer of suitable accommodation or made no further contact with the local authority
- **‘Accepted Part 6 offer’** refers to Part 6 of the 1996 Housing Act (as amended), which acts as the legal framework by which local authorities allocate their housing stock. Nominations by local authorities to stock owned by housing associations (also known as private registered providers of social housing) are allocated within the same legal framework. This group of cases include those where a “Part 6” offer, or an offer of any *assured tenancy* other than a “Part 6” offer, is made at the time the household is accepted as homeless, and the applicant is able to move into the property either immediately or within a few days once it has been made ready for occupation.
- **‘Homeless at home’** households are those that have been accepted as statutorily homeless by a local authority, but arrangements have been made with the consent of the applicant for them to remain in their own accommodation
- **‘Placed in TA’** refers to applicants accepted as eligible, unintentionally homeless and in priority need, and for whom some form of temporary accommodation was being secured by the local authority

2.0 Homelessness prevention and relief

2.1 Overview of homelessness prevention and relief in Southwark

The obligation for local authorities to prevent as well as respond to homelessness is longstanding in law and in good practice. Since the implementation of the Housing (Homeless Persons) Act 1977, authorities have been legally required to assist people under imminent threat of homelessness (and classed as ‘in *priority need*’) by taking reasonable steps to prevent them from losing existing accommodation.

The Homelessness Act 2002 placed an obligation on all local authorities to devise prevention-focused homelessness strategies, aimed at minimising the number of households forced to access the statutory homelessness route and instead sustain their own home or find suitable alternative accommodation.

Homeless prevention falls into two categories:

- Households that have had their risk of homelessness prevented and remain in their existing home
- Households that have had their risk of homelessness prevented through assistance in obtaining alternative accommodation

Homelessness relief is where households have become homeless but have their homelessness relieved through assistance in securing accommodation available for at least six months. This cohort would generally be non-priority or intentionally homeless households, found to be homeless but not accepted as being owed a statutory homeless duty

Southwark first introduced a housing options approach in 2003 and since then various operational changes have been implemented which looked to improve the customer experience and maximise opportunities to prevent homelessness. Under the current service offer, applicants are offered the chance to make a homeless application in an appointment with the housing solutions service, and at the same time offered a broader range of housing options, including support to prevent their homelessness, and with accessing private rented sector accommodation.

The Homelessness Reduction Act, which was enacted in 2017 and likely to come in to force for other local authorities in 2018, will oblige local authorities to assess households that are at likely to become homeless in the next 56 days, rather than the current 28 days. Local authorities will then have another 56 days to attempt to relieve the household's homelessness. The Act will require public bodies to work together and be able to demonstrate that they have considered every option to prevent each case of homelessness. Southwark has been successful in receiving Trailblazer funding that will enable the preventions approach to be expanded creating innovative new ways to help residents. For more information on the Trailblazer see [section 2.3.3](#).

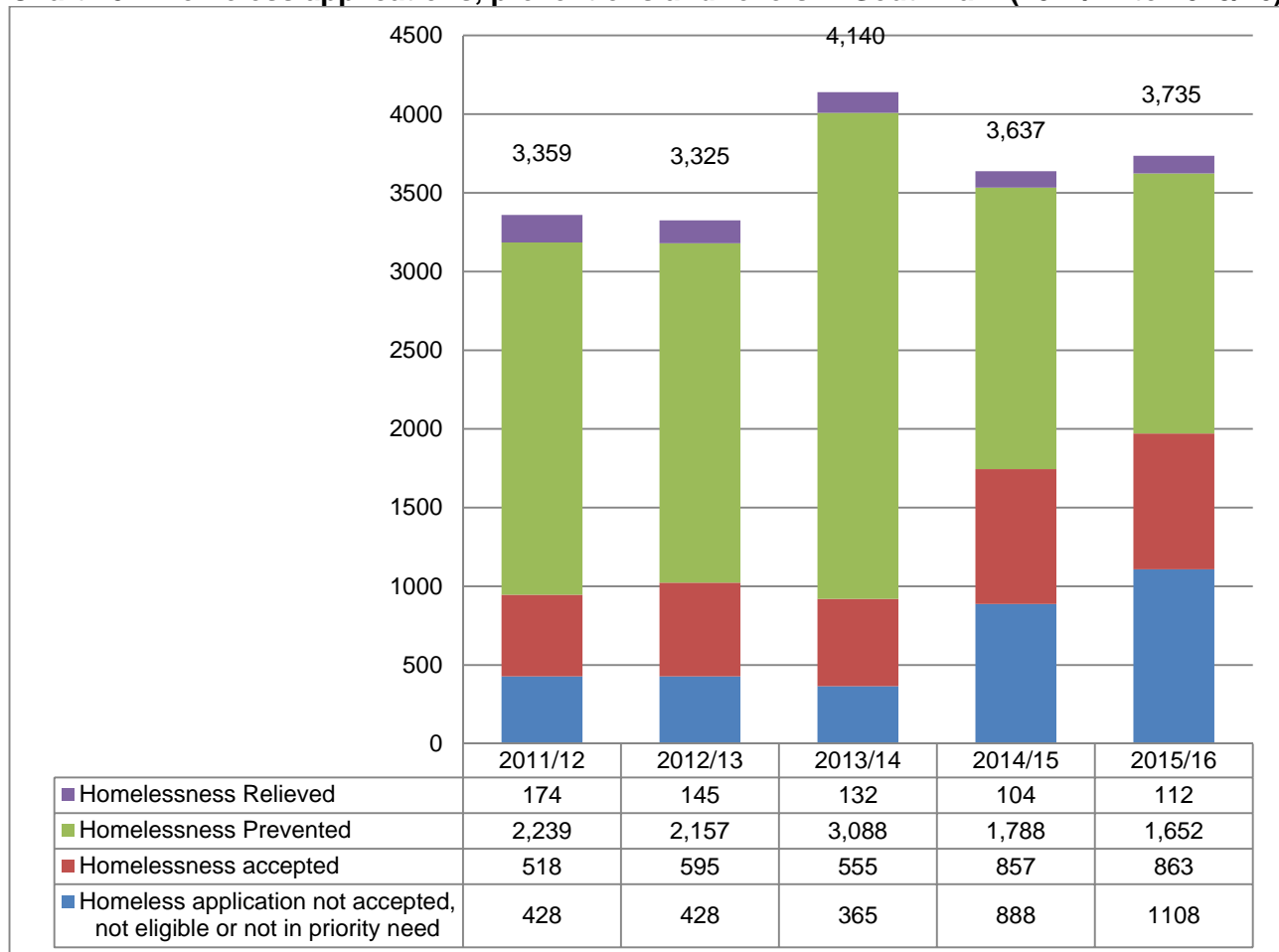
Further details about on-going service improvements and initiatives can be found in [appendix 7.1.2](#) of this report.

2.2 Homeless prevention and relief data

The following chart shows the increasing level of demand being placed on the borough's homeless services across homeless assessment, prevention and relief. The reduction in preventions after 2013/14 followed a reduction in the amount of funding for Discretionary Housing Payments (DHPs) the Council received after 2013/14.

The number of cases where Southwark was able to prevent or relieve homelessness was 27% fewer in 2015/16 than in 2011/12.

Chart 10 – Homeless applications, preventions and reliefs in Southwark (2011/12 to 2015/16)



Source: P1E data

The following table sets out the local authorities with the highest level of homeless preventions and reliefs in 2015/16. Southwark had the fourth highest number in London and ranked twenty-eighth nationally. Southwark was the highest placed inner-London local authority*.

Table 4 – Highest level of homeless preventions and reliefs in England (2015/16)

National Rank	Local Authority (IMD rank 2015)	Total Preventions + Reliefs	Rate per 1,000 households
1	Leeds (100)	8,368	25.29
2	Birmingham (11)	7,843	18.38
3	Kingston upon Hull, City of (9)	5,378	46.90
4	Bristol, City of (77)	4,348	22.90
5	Sunderland (38)	4,066	33.45
6	Wigan (107)	3,954	28.13
7	Newcastle upon Tyne (92)	3,775	31.42
8	Barking and Dagenham (3)	3,574	47.47
9	Gateshead (80)	3,411	37.66
10	Nottingham (10)	3,326	25.68
11	Bradford (30)	3,302	16.06
12	Dudley (118)	2,836	21.47
13	Warrington (176)	2,639	29.67
14	Leicester (14)	2,589	20.37
15	Ealing (87)	2,441	18.56
16	Hastings (20)	2,385	56.34
17	Sheffield (94)	2,312	9.76
18	Brighton and Hove (109)	2,213	17.56
19	Windsor and Maidenhead (306)	2,055	33.78
20	Walsall (41)	2,046	18.44
21	Kirklees (101)	2,020	11.29
22	Redbridge (119)	1,982	18.42
23	Oldham (51)	1,966	21.28
24	Rochdale (25)	1,961	21.99
25	Stockport (178)	1,858	14.86
26	Wolverhampton (19)	1,848	17.70
27	Liverpool (7)	1,825	8.59
28	Southwark (23)	1,764	13.58

Source: DCLG Live Table 792

*Inner-London boroughs include Camden, Greenwich, Hackney, Hammersmith & Fulham, Islington, Kensington & Chelsea, Lambeth, Lewisham, Southwark, Wandsworth and Westminster

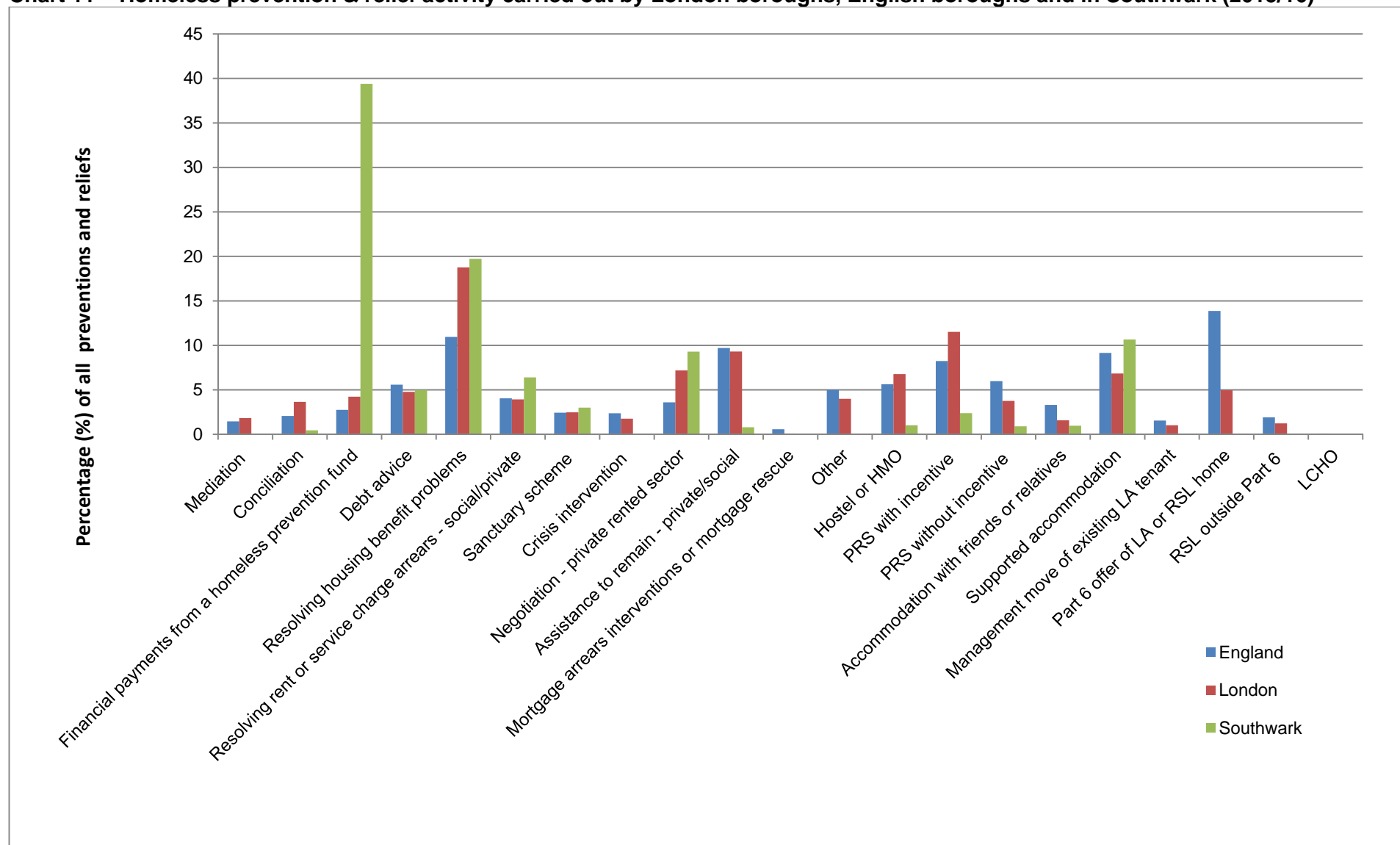
In summary, in 2015/16 Southwark Council prevented or relieved homelessness through:

- Financial payments from a homeless prevention fund: **39%**
- Resolving housing benefit problems: **20%**
- Supported accommodation (including supported lodging schemes, successful referrals to supported housing projects): **11%**
- Negotiation or legal advocacy to ensure that someone can remain in accommodation in the private rented sector: **9%**
- Resolving rent or service charge arrears in the social or private rented sector: **6%**
- Debt advice: **5%**
- Other: **10%**

Chart 11 demonstrates how important DHPs are to Southwark as that funding constitutes “financial payments from a homeless prevention fund. Unlike some boroughs that returned some of their funding, Southwark developed a robust approach to using DHPs to help residents. The chart also shows that Southwark is unable to use the private rented sector (PRS) as a prevention to the extent that some other boroughs in London and England can.

Improving the pathways through supported housing has enabled the council to use this type of accommodation more effectively.

Chart 11 – Homeless prevention & relief activity carried out by London boroughs, English boroughs and in Southwark (2015/16)



Source: P1E data, Internal records and DCLG Live Tables

2.3 Work with partners to prevent and relieve homelessness in Southwark

This section provides an overview of the protocols, services, activities and resources that contribute to homelessness prevention in Southwark. All of the following activity contributes to Southwark's overall homeless prevention performance that is reported to *The Department of Communities & Local Government (DCLG)* on a quarterly basis.

2.3.1 Southwark Homelessness Forum

Southwark's homelessness forum represents a partnership between the council and the wider local voluntary sector. It allows discussions about issues that affect homeless people and how services are responding to these. The forum meets on a quarterly basis with the aim of ensuring that current and future services for homeless and potentially homeless people in Southwark:

- Meet national and local homelessness standards;
- Are high quality and maximise opportunities for homelessness prevention;
- Meet the needs of a range of homeless people, including those of rough sleepers, families, people with disabilities or ill health and victims of domestic violence;
- Provide value for money;
- Learn from and share models of good practice locally and further afield;
- Offer choice where possible;
- Contribute to the delivery of other local and national strategies, plans and objectives across housing, regeneration, health and wellbeing, and social care.

The forum is co-chaired by the voluntary sector and the Council, and plays an important role in helping to develop Southwark's Homelessness Strategy. From 2017, a sub-group from the forum will be monitoring the delivery of the Homelessness Prevention Trailblazer.

2.3.2 Joint working to prevent homelessness

Several protocols have been established between the council and key partners to minimise homelessness and improve coordination across services, a summary of which is provided below:

Protocol	Description
Homelessness prevention and eviction procedure:	<p>This protocol sets out how the council and partner housing associations will take every possible measure to prevent evictions as a result of the impact of welfare reform policies.</p> <p>The 27 housing associations that have signed up to the protocol agree to only pursue the eviction of a tenant as a final resort if the tenant refuses to engage with the housing association or Southwark Council. Tenants accepting the offer of support receive protection from eviction as the council and housing associations will not authorise an eviction warrant if the tenant is seeking help from an appropriate advice specialist such as the citizens advice bureau, Southwark Law Centre or the council's SUSTAIN team.</p> <p>The support package on offer includes helping people to access benefits, find suitable accommodation, to seek assistance from specialist teams if they have drug or alcohol addiction and to get straightforward debt advice. Tenants are also offered support to help them into employment.</p>

<p>Hospital discharge protocol:</p>	<p>This procedure established a referral system with local health and social care agencies to minimise homelessness and improve the quality of life for homeless patients when discharged from hospital. The referral systems minimises the number of patients being discharged from hospital and advised to approach the housing solutions service as homeless or social care agencies for assistance and support.</p> <p>The protocol is currently in place across Guy's and St Thomas' hospital, King's College hospital and the South London and Maudsley NHS Foundation Trust (SLAM). Referrals can be made by hospital discharge teams at any time of day prior to the patient leaving hospital. The referral is addressed by the housing solutions service within 3 working days, and a housing assessment is conducted to identify how best to support the patient once they are discharged.</p>
<p>Housing and Southwark advocacy & support service (SASS) protocol:</p>	<p>This procedure outlines how the Southwark Advocacy and Support Service (SASS) and Southwark's housing department cooperate to ensure that tenants who experience domestic abuse are dealt with swiftly and professionally in order to reduce any further distress:</p> <p>Once a tenant's resident services officer (RSO) is aware that the tenant is experiencing domestic abuse they will conduct a risk assessment. A SASS worker will provide their own risk assessment and a letter detailing the service user's situation / history of abuse. When all of the evidence has been collated the RSO will consider the risks and the options available to the tenant, which may include a referral to the sanctuary scheme, or if it is deemed that the resident should be moved for safety reasons the RSO will refer to the council's social welfare panel (SWP). If the case is accepted by the SWP but the tenant needs to move out of their current property before they have successfully bid for a new property, SASS will try to secure a refuge, which will not affect the status of their application. Council tenants will always be advised not to give up their tenancy.</p> <p>Non-council tenants that require housing assistance will be referred to the housing solutions service, and if the client no longer has a roof over their head a homeless application will be made. However if they still have accommodation they will receive advice and assistance, and a homeless application will be made at a later time. SASS liaise with the housing solutions team on the day that the tenant attends an appointment to help minimise the risk of any further distress.</p>
<p>No Second Night Out:</p>	<p>No Second Night Out is a project focussed on helping those who find themselves rough sleeping on the streets of London for the first time. The project ensures there is a rapid response to new rough sleepers, and provides an offer, following a full assessment indoors that means they do not have to sleep out for a second night.</p> <p>Having presented themselves at Housing Options, medium to high support clients will be referred directly to the Reablement Team where they will be allocated a caseworker who will be responsible for making referrals to appropriate supported accommodation. The team will place the client in TA while referrals to supported accommodation are pending.</p> <p>There are no specific accommodation options for people with low support needs. They would be expected to access the private rented sector (through a Finders Fee scheme) with floating support if necessary. Referrals can be made by the Housing Options Team to the Single Homeless Project (SHP) to provide floating support.</p>

No First Night Out:*	<p>No First Night Out pilots in London have looked to identify pre-rough sleepers (those about to be on the streets) and what the tipping points are that see them end up there. They found that the issues affecting single homeless people included mental health, drugs and alcohol and domestic violence. From 2017, two dedicated No First Night Out housing options officers will work with partners to develop a prevention approach, specifically tailored to help prevent pre-rough sleepers from spending their first night on the street.</p>
Housing First:*	<p>Housing First is a relatively new programme that replaces the traditional system of transitional accommodation for vulnerable homeless people. It allows those with complex needs to be housed straight away, without the insecurity of temporary accommodation. Housing First works on the concept that other issues can be more easily addressed once stable housing is secured.</p> <p>Southwark will employ two Housing First officers to work with these vulnerable people when the approach is officially adopted in 2017.</p>

*- Housing First and No First Night Out are to be introduced by Southwark in 2017

2.3.3 Trailblazer funding to transform services

Homelessness Reduction Bill Trailblazer

To prepare for the new legislation, which became law in 2017, Southwark's corporate commitment will ensure that all council departments work with Housing Solutions to prevent homelessness. A cross departmental working group will ensure this change in culture occurs. Partners will be asked to sign up to a Homeless Prevention Charter that will help advisors give residents the best assistance at the earliest stage. With partners all providing consistent advice, the council will be responsible for overseeing the prevention options.

Working with partners, Southwark will develop Personal Housing Plans which will be used to monitor how effective each prevention measure has been. Pathway plans will include the additional care and support provisions some vulnerable homeless people will need.

The new approach will enable officers to work with many more people in danger of losing their homes, including single homeless people and those that are not vulnerable. Officers will be able to help people help themselves through a range of accommodation initiatives, like lodging and sharing schemes.

Every local authority in England will be required to introduce this approach once the Act has been brought into force. As a trailblazer, Southwark will be sharing its findings to help them develop their own approach.

Prevention of Rough Sleeping Trailblazer

Building on the services already in place in Southwark, like No Second Night Out, the Council will use this extra funding to develop additional measures that will prevent people from needing to sleep on the streets. As well as developing *Housing First* and *No First Night Out* models, a multi agency assessment process will be adopted for individuals that have nowhere safe to stay.

In order to help rough sleepers find employment, the Council will recruit two ex rough sleepers each year to identify appropriate employment opportunities for them and provide mentoring. Employment training and support will be provided by the St Mungo/Broadway employment academy.

2.3.4 Financial inclusion team

The financial inclusion team are part of the housing solutions service and provide assistance to all tenants who are at risk of losing their home or who may simply be worried about their current housing situation. The team work in partnership with other agencies including jobcentre plus and *Southwark Works* to help tenants find employment. They also work closely with other council departments including [SUSTAIN](#) and the [Local Support team](#) to ensure that a joined up approach is provided to help vulnerable Southwark residents. The team provide the following support:

Rent arrears fund:	Providing a maximum payment of £500 to assist private tenants with a shortfall in their rent on the understanding that the landlord will not seek to evict the tenant for at least six months
Welfare reform advice:	Advice and assistance for residents affected by welfare reform changes, including advice on how to downsize through <i>Homesearch</i> or mutual exchange
Personalised support:	Help with budgeting and finding alternative solutions to housing needs, such as rent deposit or finders fee schemes
Outreach sessions:	Attending community venues to help residents that might be struggling to keep up their housing payments
Home visits:	Providing advocacy and assistance to those unable to leave their homes
Negotiation with landlords:	Sustaining tenancies and working with landlords to help avoid homelessness

One of the most significant elements of the prevention approach adopted by the financial inclusion team is their delivery of Southwark's discretionary housing payments (DHP) scheme. The team administer DHP applications from housing benefit recipients who are struggling with their housing costs. Demand for these payments has increased significantly since the rollout of welfare reform policies; specifically the [welfare benefit cap](#) and [social rented sector size-criteria](#). Details of Southwark's DHP allocation can be found in [section 1.2.2](#) of this report. In 2015/16, funding was provided to residents experiencing a shortfall in income, for the following reasons:

Table 5a - Successful Southwark DHP applications (2015/16)

Primary reason for application	Number of successful applications	Total of DHP allocated	Average DHP award per case
Social sector size criteria	962	£531,164.71	£552.15
Exceptional circumstances	142	£85,765.48	£603.98
LHA reforms	76	£48,147.14	633.52
Welfare benefit cap	261	£357,329.60	£1,369.08
Combination of reasons			
Total	1,441	£1,022,406.93	

Source: Internal Records

In 2013/14, Southwark Council had £2,232,844¹ in DHP and was able to assist 2,555 households. In 2015/16, Southwark had less than half of that funding but was able to assist 1,441 households.

¹ This figure consisted of £1,877,849 from the DWP topped up with £351,782 from the council's Housing Revenue Account.

Households affected by the [Social Rented Sector Size Criteria](#) have received the majority of awards. Applicants demonstrating more than one primary reason received a higher DHP award on average per case.

The table below shows how DHP awards were used by Southwark residents:

Table 5b - Outcome of successful Southwark DHP awards (2015/16)

Expected Outcome	Number of cases	Total amount
Short-term help before move	387	£191,013.55
Exceptional circumstances	651	£468,848.24
Short-term help seeking employment	246	£273,436.46
Short-term until change of circumstances	144	£79,796.16
Combination of uses		
Adapted accommodation	11	£7,739.92
Foster carer	1	£890.76
Rent deposit	1	£654.84
Total	1441	£1,022,379.93

Source: Internal Records

Additional information about Southwark's DHP scheme can be found in [appendix 7.1.5](#) of this report.

2.3.4 Youth homelessness team

The youth homelessness team, which forms part of the housing solutions service mainly work with young people at risk of homelessness. Their responsibilities relate to Sections 17 and 20 of the Children's Act, which stipulate the support that local authorities are required to provide for children and families. Some activities that this team carry out in order to prevent homelessness include:

- Mediation with families and young people experiencing or at risk of homelessness,
- Facilitating access to the private rented sector,
- Utilising a specialist project that places young people with host families for up to 28 days whilst the above activities take place.

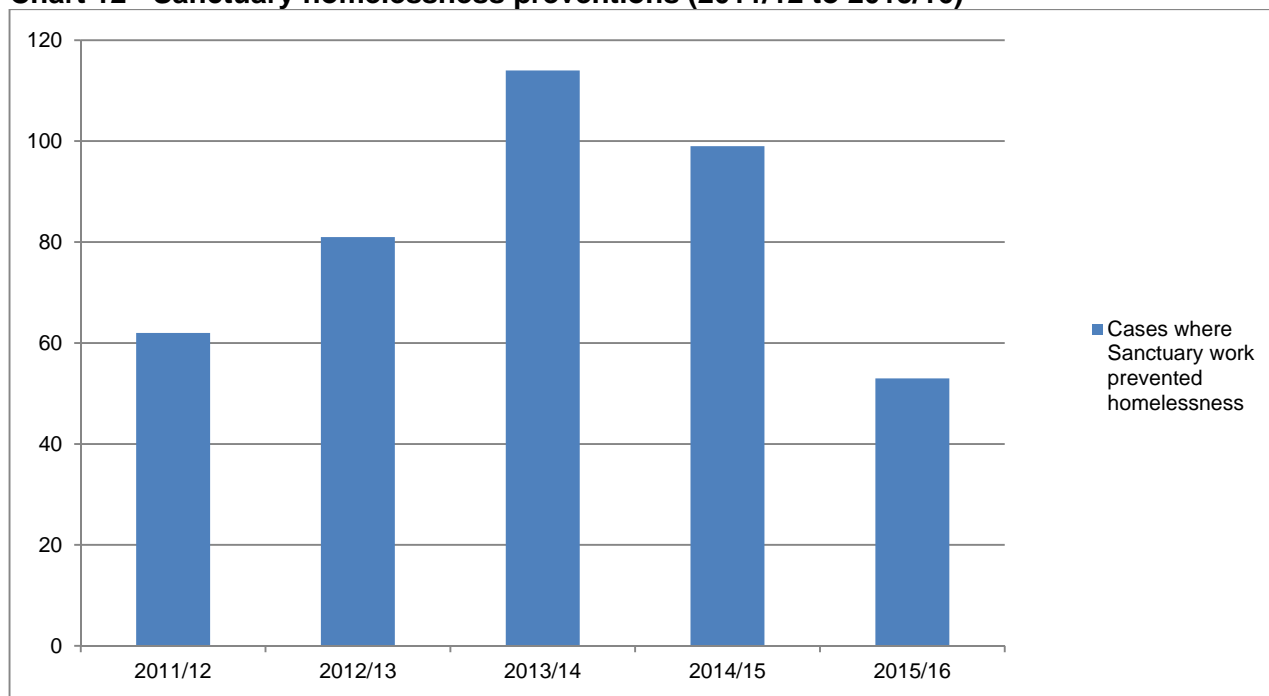
2.3.5 Domestic abuse

[Chart 3 on page 11](#) of this report indicates that the number of homelessness acceptances attributed to "violent breakdown of a relationship, involving a partner" (55) accounted for 6% of all accepted cases in 2015/16.

Survivors of domestic abuse who are accommodated in temporary refuges are legally classed as homeless, and are awarded band three priority in Southwark's housing *allocations policy*.

The housing options for survivors of domestic violence will vary depending on their personal preferences and circumstances, such as whether they are the tenant at their home and their eligibility to receive benefits. One homeless prevention option may be for the survivor to access Southwark Council's sanctuary scheme, which is aimed at those who wish to remain in their own home. The sanctuary scheme provides increased security for the survivor in their home and may include strengthened doors, locks, window frames and fire resistance measures. Access to the sanctuary scheme is subject to a risk assessment of the survivor's circumstances and managed by Southwark advocacy and support services (SASS).

The chart below sets out the number of homeless preventions that have been achieved through Southwark's sanctuary scheme over the last five years:

Chart 12 - Sanctuary homelessness preventions (2011/12 to 2015/16)

Source: P1E data

Alternatively, the council may seek to evict the perpetrator or exclude them from the property through an injunction.

2.3.6 Private tenancies team

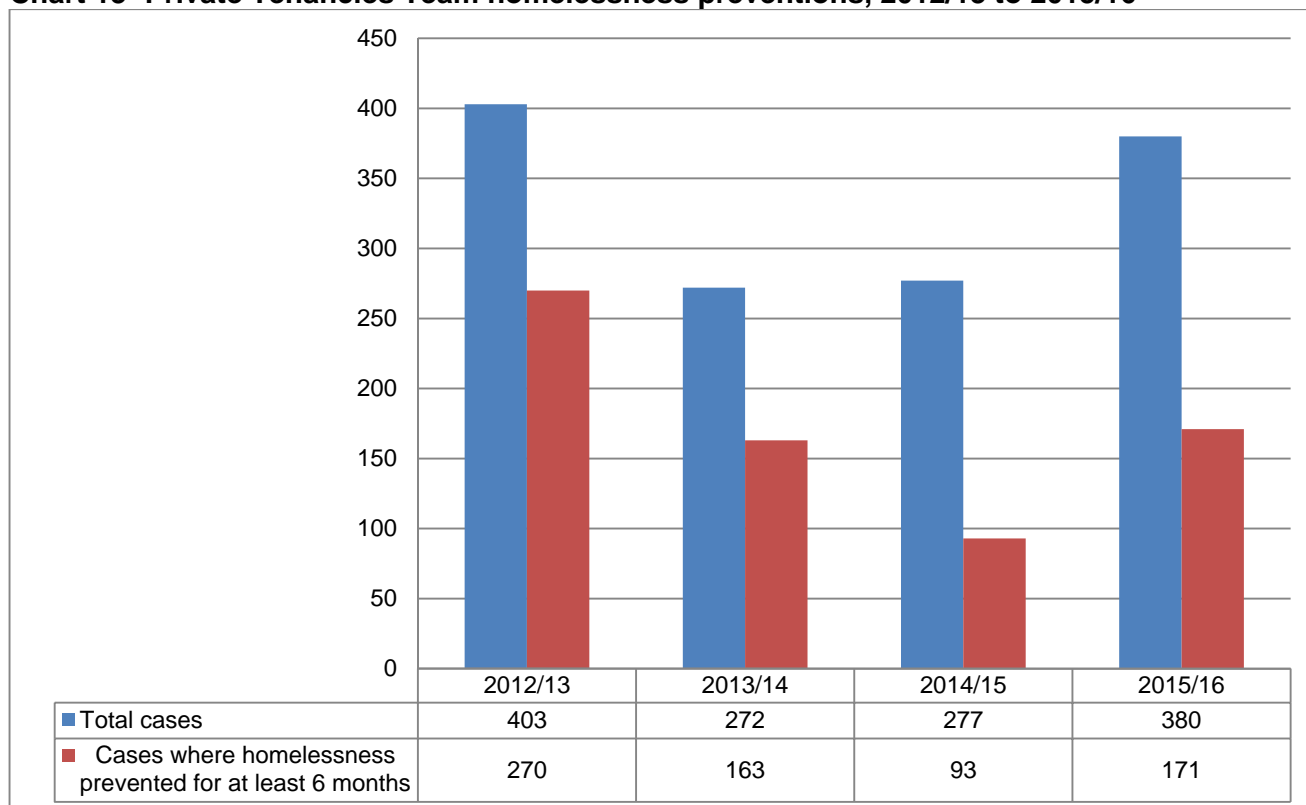
This team works with **private tenants** to sustain tenancies and address situations where a tenant may feel that their landlord is acting unfairly. Examples of these scenarios may include:

- Where a landlord is asking a tenant to leave, or has given them notice;
- Where a tenant is having problems getting their deposit back or in getting repairs carried out;
- Where a landlord is trying to increase the rent charge.

The team will be expanded in 2017 to ensure it is resourced to negotiate with landlords to help prevent eviction proceedings where a valid notice to quit has been served. They work closely with the Financial Inclusion Team to help broker agreements to help tenants remain in their homes (through incentive payments for landlords, for example) and provide more in-depth casework support for clients who approach at risk of homelessness (soon to be 56 days as opposed to the current 28 days.) The team will also help private tenants defend possession proceedings wherever possible, i.e. invalid Notices, breaches of deposit protection legislation or more recently, breaches of the Deregulation Act 2015. The Deregulation Act brought in legislation that simplified the law concerning tenancy deposits and clarified when a s21 notice may be served.

The following table shows the number of cases, per year, where the Private Tenancies team has been successful at preventing homelessness for at least six months. Preventions are also merited to cases where there has been a ceasing of eviction proceedings completely through intervention and advice and/or the provision of support to enable a client the time to make their own alternative accommodation arrangements.

Preventing homelessness in the private rented sector has become harder over the last few years. Rising rents and welfare reform have contributed to making the sector less secure for renters.

Chart 13- Private Tenancies Team homelessness preventions, 2012/13 to 2015/16

Source: Internal records

2.3.7 SUSTAIN

Sustain is a service which helps vulnerable **social housing tenants** to maintain their tenancy when at risk of losing their home, due to:

- Rent arrears;
- Breach of a court order;
- Breach of tenancy clauses (e.g. antisocial behaviour);
- Need of support to manage day to day tenancy issues.

All vulnerable social housing tenants at risk of losing their tenancy are able to self refer to the SUSTAIN service. SUSTAIN can help vulnerable tenants, including those with mental or physical health problems; tenants with physical or learning difficulties, older or younger people, or those for whom English is not their first language.

2.3.8 Commissioned partners

A wide range of housing services have been commissioned by the council and the Clinical Commissioning Group (CCG) to help residents that are homeless and have support needs. For a complete list of commissioned supported housing services please see [section 4.1](#).

Southwark commissions a day centre homelessness advice service through the Manna Society, a local charity. This offers a drop-in homeless prevention advice service run from an open access day centre situated near London Bridge train station. The service works with clients who are homeless (either rough sleeping or hidden homeless, such as sofa surfing) or those threatened with homelessness. It also provides advice on benefit entitlement, employment and training as well as

housing options. A small amount of accommodation from charitable and private landlords is procured for clients, thereby preventing homelessness where possible. The homelessness advice service is designed to complement wider homeless prevention activities carried out by or on behalf of the council, including the commissioned outreach service for rough sleepers provided by St Mungo's Broadway.

Additionally, Southwark commissions community services to provide independent advice, advocacy and casework for residents. Many of the issues they assist residents with are related to housing. They include:

- Changes to benefit entitlement and welfare reform.
- Homelessness and the risk of homelessness.
- Language barriers.
- Difficulties paying for basic services.
- Irregular immigration status (and No Recourse to Public Funds).

Amongst the services they provide to help residents avoid homelessness are:

- Rent arrears: support to arrange affordable repayments and avoid homelessness.
- Advice for interrelated employment, debt, benefits and housing problems.
- Multiple debt: independent advice that rent and council tax must be paid first.

Table 6 shows a breakdown of some of the major recipients of community services' advice funding, up to the 31st March 2018:

Table 6- Community Services' advice funding, up to the 31st March 2018

Service Area	Provider	Annual Contract Value: Aug 2016-July 2017	Total Contract Value: Aug 2016 - March 2018
Generalist advice- West of the borough	1. Advising London	£313,380	£522,300
Advice in Community Languages- Borough wide	1. Advising London	£72,000	£120,000
Generalist advice- East of the borough and Leaseholder advice	2. Citizens Advice Southwark	£346,200	£577,000
Specialist level legal advice services- borough wide	3. Southwark Law Centre	£369,600	£616,000

Source: Internal records

Representatives from Advising London, Citizens Advice and the Southwark Law Centre attend the Southwark Homelessness Forum. In recent years the forum has provided a platform that brings partners together to share information about welfare reform and the main causes of homelessness in the borough (see [section 2.3.1](#)). It also allows partners to give straight forward feedback about how well council services are operating.

2.3.9 Southwark repossession prevention fund

In partnership with the Southwark Credit Union, Southwark's housing solutions service offers both homeowners and tenants a small one-off loan up to a maximum of £5,000 to help prevent repossession or eviction in the short term. The fund is aimed at people who have had a temporary setback but whose circumstances are likely to recover.

2.3.10 Southwark emergency support scheme (SESS)

Southwark's emergency support scheme (SESS) was implemented in April 2013 and offers assistance to customers in crisis by providing support in kind including the provision of white goods, furniture, food bank parcels, rent advances for those leaving care or prison and in exceptional circumstances cash payments through London Mutual Credit Union.

Between April 2015 and March 2016, SESS received a total of 1,576 applications and made 903 awards, which equates to a 57% approval rate. The table below shows a breakdown of SESS awards according to the type of award made and the amount awarded over this period:

Table 7a - Allocation of SESS awards in Southwark 2015/16

Award type	Total amount awarded	Proportional breakdown of SESS awards made
Cash	£4,106	1%
Food	£30,921	6%
Furniture / White goods / Other	£485,493	92%
Rent in advance / Deposit	£5,989	1%
Total	£526,509	100%

Source: Internal records

The following table shows that lone parents and single person households made up 84% of all applications received for SESS.

Table 7b- SESS applications by household type 2015/16

Applications received by Household type	% of all applications
Couple	2%
Family	4%
Lone Parent	29%
Pensioner	10%
Single Person	55%

Source: Internal records

2.3.11 Local support team

The local support team is a benefits maximisation service that offers advice about extra income and services that may be available to Southwark's residents. Support is offered in making new benefit claims, checking that entitlement to welfare benefits is correct and helping residents challenge inaccurate decisions. Home visits are available for residents over 60 years of age, people that are housebound, and those that are vulnerable.

3.0 Temporary accommodation

Temporary accommodation (TA) may be used by local authorities as an interim solution for statutorily homeless households until suitable permanent accommodation becomes available. The TA offered to a homeless household must be suitable for them and the local authority will take a number of things into account when considering this, including:

- how much rent the homeless household can afford to pay;
- the condition of the accommodation;

- whether the accommodation is the right size for the household;
- the location of the accommodation;
- any health needs in the household and other social factors (such as whether the household needs to be close to support services, family or special needs schools).

Households placed in TA are liable to pay rent and may have to pay other charges for items including meals or cleaning services. Households in receipt of benefits or on a low income may be eligible for housing benefit, but this may not cover the rent in full.

Local authorities must continue to provide TA until a homeless household either:

- Can move into settled accommodation arranged by the local authority;
- Is no longer eligible for assistance;
- Moves out under their own volition;
- Is evicted because of something they have done (e.g. rent arrears or antisocial behaviour); or
- Refuses a final offer of settled accommodation that is suitable for their needs.

Like most inner London local authorities, Southwark is unable to secure enough affordable temporary accommodation to be able to keep all homeless residents housed in the borough. The following table shows that 74% of TA secured for homeless households is in the borough and that no households have had to leave London.

Table 8- Current location of Southwark's TA

Location of Southwark's temporary accommodation		
Location	Number of homes	%
Southwark	1408	74%
Surrounding London boroughs (Lewisham, Lambeth, Bromley)	360	19%
Other London boroughs	133	7%
Outside of London	0	0%
TOTAL	1901	100%

Source: Internal records

As of March 2016, Southwark had the 18th highest number of statutorily homeless households placed in TA in England ² and the 17th highest level in London.

Table 9 - English local authorities with the highest levels of statutorily homeless households in temporary accommodation (March 2016)

Local Authority (Non-London in <i>italics</i>)	National rank	Total households in TA	IMD rank 2015
Newham	1st	3,956	8
Haringey	2nd	3,164	21
Enfield	3rd	2,987	53
Brent	4th	2,945	39
Barnet	5th	2,941	157
Croydon	6th	2,918	91
Hackney	7th	2,495	2

² Of 296 boroughs that had submitted data

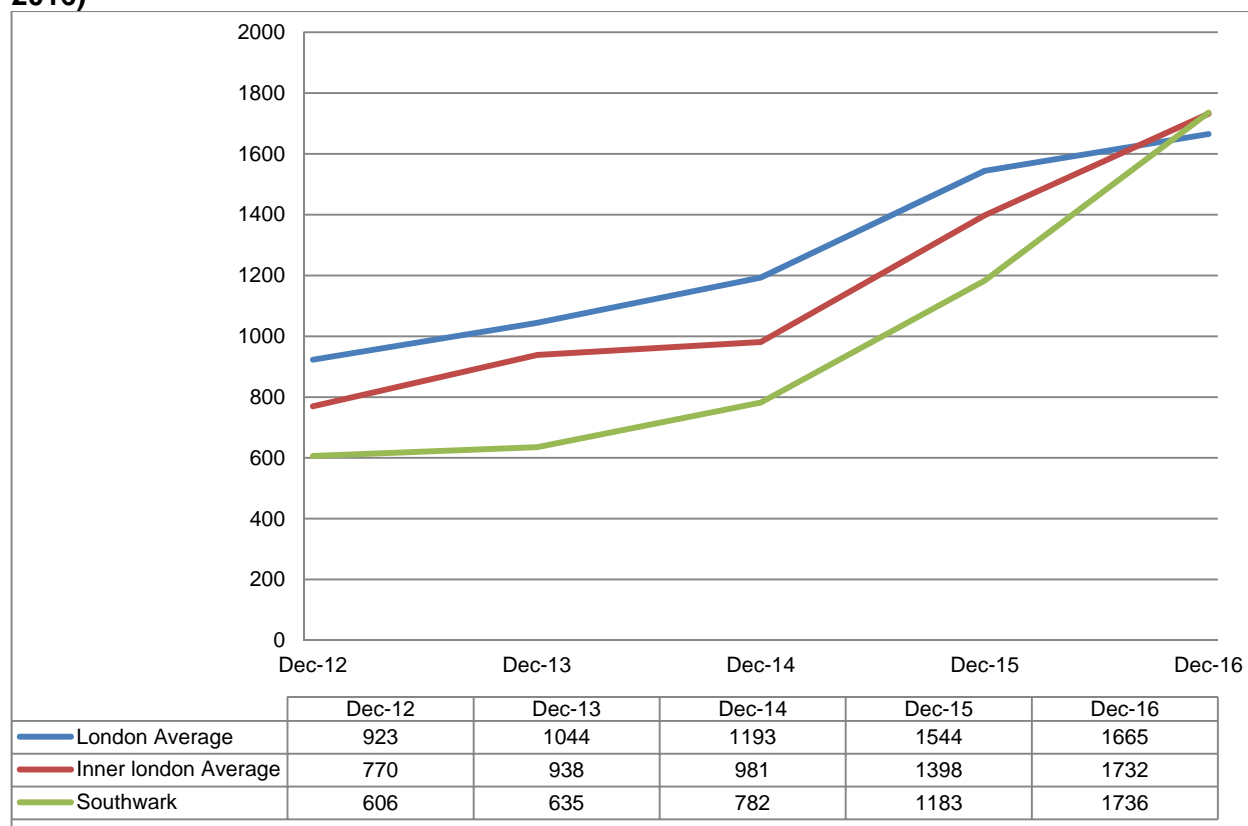
Westminster	8th	2,423	43
Ealing	9th	2,301	87
Redbridge	10th	2,205	119
Waltham Forest	11th	2,181	15
Tower Hamlets	12th	1,972	6
Lambeth	13th	1,867	22
Kensington and Chelsea	14th	1,836	99
Lewisham	15th	1,747	26
Barking and Dagenham	16th	1,735	3
<i>Brighton and Hove</i>	<i>17th</i>	<i>1,636</i>	<i>109</i>
Southwark	18th	1,341	23

Source: DCLG Live Tables

The following chart shows that the number of statutorily homeless households in TA has increased across London over the last five years. Until December 2016, the number of homeless households in TA in Southwark had remained below the London and Inner-London averages.

The chart excludes households for whom a main homeless duty has ended and who remained in temporary accommodation at the end of the quarter (e.g. pending expiry of a notice to quit or pending possible possessions proceedings). It also excludes those households with pending enquiries, or found to be intentionally homeless or awaiting review, appeal or referral.

Chart 14 – Number of statutorily homeless households in temporary accommodation in Southwark, compared to London and Inner-London borough averages (quarter 4, 2012 to 2016)



Source: P1E data, Internal records

*Inner-London boroughs include Camden, Greenwich, Hackney, Hammersmith & Fulham, Islington, Kensington & Chelsea, Lambeth, Lewisham, Southwark, Wandsworth and Westminster

^Data for Dec 16 incomplete as not all local authorities had submitted data

3.1 Supply of temporary accommodation in Southwark

The types of temporary accommodation (TA) being used by Southwark as of November 2016, either to accommodate statutorily homeless households, or those households who are awaiting an outcome from their homeless application can be described as follows:

Type of TA	Occupied units	Description
Nightly-paid accommodation, also referred to as Bed & Breakfast (B&B)	625	This comprises both self-contained and non self-contained accommodation purchased on a nightly basis. The council uses this accommodation as a last resort; either in emergencies or when there is nowhere else to place homeless households. This is a very expensive form of TA and impacts on the council's General Fund. It is estimated that each placement on average costs the council £6,400 pa.
Hostels	350	Southwark has a stock of council owned and managed hostels, which are mainly non self-contained units. Hostels are accounted through the council's Housing Revenue Account (HRA) and the rent collected covers any costs.
In-house private sector leasing scheme	108	Self-contained private sector accommodation leased by the council from private landlords at guaranteed rent levels.
Housing association leasing scheme (HALS)	63	Self-contained accommodation leased by the council from registered providers. This accommodation is cost neutral to the council's <i>General Fund</i> .
Voluntary organisation accommodation	11	Voluntary sector placements for homeless households.
Regeneration estate void property	603	Properties on estates pending demolition / regeneration. This accommodation is accounted through the <i>HRA</i> and all costs are covered by rent collected.

Source: Internal records

A detailed comparison of the different types of TA used across Inner London boroughs is provided in [appendix 7.2.6](#) of this report.

The percentage of households in TA that have been on “passported benefits” (i.e. in receipt of non working benefits such as JSA or ESA where Housing Benefit would be paid automatically) has dropped significantly. Previously, around 90% of households would have had TA paid through Housing Benefit. A survey of TA tenants carried out in 2015 showed that this figure has dropped to around 50%. This is likely to be because of the increase in the number of people in part time employment (declaring themselves as self-employed).

The Government chose Southwark to be one of the first boroughs to introduce Universal Credit. This new benefits system requires claimants to pay their bills and housing costs themselves, with some exceptions. The transition has been difficult and has led to an increase in the number of tenants in arrears, particularly in nightly paid temporary accommodation. Part of the problem has been the time taken to process claims (6-7 weeks on average).

3.2 Average length of stay in temporary accommodation

Until recently, households facing homelessness may have been able to avoid spending time in TA by taking up an offer of accommodation in the private rented sector through a rent deposit scheme. This is no longer a realistic option for those on low incomes as the capped rate of *Local Housing Allowance (LHA)* does not meet the average rent at the lower end of the market (see [Table 17 in appendix 7.2.2](#) of this report).

The following table shows the average length of time spent in TA for different client groups awaiting suitable housing, as of January 2017. Waiting times have risen recently and are expected to rise in the next few years, with more households expected to become homeless and fewer lettings available each year for the council to house homeless households.

Table 10 - Average length of time spent in temporary accommodation for different client groups awaiting suitable housing (Jan 2017)

Client group	Average stay in temporary accommodation
People awaiting supported housing (Reablement clients)	226 days
Statutory homelessness households	270 days
Households with no recourse to public funds (placed by Children's and Adults Services)	405 days

Source: Internal records

The table below shows the average length of time spent in TA by households making statutory homelessness applications (including those with negative decisions), according to the type of TA in use:

Table 11 – Homeless households average time spent in different types of temporary accommodation, by type (Jan 2017)

Type of Temporary accommodation	Average stay in temporary accommodation
Nightly paid	193 days
Southwark hostels	264 days
In-house leased TA	426 days
Estate property	358 days
Overall average	284 days

Source: Internal records

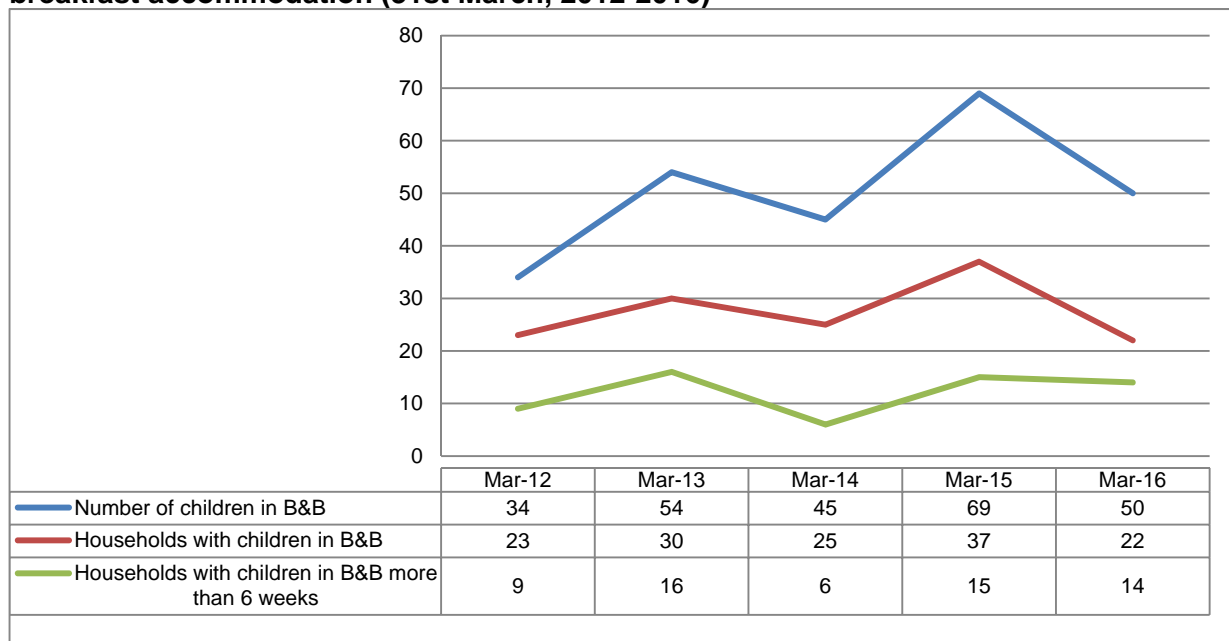
3.3 Bed and Breakfast (B&B) accommodation in 2016/17

The majority of Bed & Breakfast (B&B) accommodation used by Southwark is located outside the borough, predominantly in Lambeth and Lewisham. The council adheres to the *London Councils'* inter-borough accommodation agreement, which sets out minimum standards for boroughs who acquire TA for homeless households. The costs associated with B&B accommodation impact on the council's *General Fund* budget as opposed to other housing solutions, which are generally associated with the *HRA*.

B&B accommodation is recognised as an undesirable form of TA for homeless people in Southwark and generally only used as a last resort. The law enables local authorities to accommodate families in B&B accommodation on the stipulation that it must be for a maximum of six weeks. Statutory

guidance also states that B&B accommodation is never suitable for any 16 and 17 year olds, even in emergencies.

Chart 15 – London boroughs average of the number of households with children in bed & breakfast accommodation (31st March, 2012-2016)



Source: Internal records

The above chart shows the average number of households with children living in B&B accommodation in London on the 31st March, between 2012 and 2016. In March 2012, London boroughs were on average accommodating 23 households with children, with an average of 34 children, in B&B accommodation. By March 2015 this had grown to an average of 37 households with 69 children in B&B.

In March 2012, London boroughs had on average 9 households with children in B&B for longer than the six week limit. In March 2016 this had risen to 14 households.

In the five years leading up to June 2016 Southwark reported that no more than one household with children was being accommodated in a B&B, each quarter. Following a review of homelessness data in May 2016, it was decided that the type of accommodation previously described as a nightly paid hostel actually better fitted the description of a B&B. It was for this reason that in June 2016 Southwark reported that it now had 218 households in B&B. 149 of these households had children. The total number of children in B&Bs was 244. 83 of the 218 households had been in a B&B for longer than 6 weeks.

Despite the pressures on temporary accommodation being felt by local authorities across the country, Southwark is working to reduce these numbers by actively sourcing new types of temporary accommodation.

4.0 Support for vulnerable people

4.1 Overview of supported housing

Supported housing schemes operate on the basis that the best place for people in need to overcome challenges is in a home environment. Whether it is learning new skills, recovering from stays in hospital or a residential care setting, or in finding a new job and/or home, supported housing schemes aim to support people to live independently and, when they are ready, to then move onto permanent accommodation.

Supported housing schemes are designed to meet the needs of particular client groups, such as people with mental ill health, learning or physical disabilities, addiction issues, those at risk of domestic violence, teenage parents, care leavers and ex-offenders.

Some supported housing schemes are commissioned by Southwark Council and some by NHS Southwark CCG. The table below shows the provision of supported housing and associated bed spaces that were available in Southwark in January 2017:

Table 12- Supported Housing Services and capacity (bed spaces), January 2017

Provider	Services	Age range of clients	Number of bed spaces
Learning Disabilities			
Aurora Options	Learning Disabilities	16+	6
Bede Housing	Learning Disabilities	16+	13
Brandon Trust	Learning Disabilities	16+	13
Camden Society	Learning Disabilities	16+	30
Choice Support	Learning Disabilities	16+	71
Family Mosaic	Learning Disabilities	16+	8
PLUS Services	Learning Disabilities	16+	10
Regard Partnership	Learning Disabilities	16+	9
Looked After Children, Care Leavers and Young People at risk of Homelessness			
Artemis Team	Looked After Children/Care Leavers	16-25	7
Finefair	Looked After Children/Care Leavers	16-25	9
Future Foundations	Looked After Children/Care Leavers	16-25	12
Holmdene	Looked After Children/Care Leavers	16-25	19
LookAhead Care & Support	Care Leavers and Young People	18-21	83
Look Ahead Care & Support	Mother and Baby	18-21	10
Look Ahead Care & Support	Looked After Children/Care Leavers	16-25	9
Oasis Trust	Care Leavers and Young People (Female Only)	16-21	14
Purple Pebbles	Looked After Children/Care Leavers	16-25	9
Salvation Army	Care Leavers and Young People	16-21	40
Step Ahead	Looked After Children/Care Leavers	16-25	15
Young Futures	Looked After Children/Care Leavers	16-25	5
Mental Health and Mental Health Homelessness			
Certitude	Adult Mental Health and Homeless Mental Health (Medium need)	18+	43

Provider	Services	Age range of clients	Number of bed spaces
Certitude	Adult Mental Health and Homeless Mental Health (High need)	18+	17
Equinox	Adult Mental Health and Homeless Mental Health (High need)	18+	14
Hexagon	Adult Mental Health and Homeless Mental Health (High need)	18+	14
Look Ahead Care & Support	Adult Mental Health and Homeless Mental Health (Medium need)	18+	97
Look Ahead Care & Support	Adult Mental Health and Homeless Mental Health (Homeless Mental Health)	18+	121
Metropolitan Support Trust	Adult Mental Health and Homeless Mental Health (Forensic)	18+	12
Riverside Group Ltd.	Adult Mental Health and Homeless Mental Health (Older People)	50+	42
St Mungo's	Adult Mental Health and Homeless Mental Health (Medium need)	18+	71
Southwark Council	Adult Mental Health and Homeless Mental Health (Medium need)	18+	55
Thames Reach	Adult Mental Health and Homeless Mental Health (Medium need)	18+	20
Women and children – survivors of domestic abuse			
Refuge	Women and children - survivors of domestic abuse	18+	26
Source: Internal records		Total	924

Throughout 2016/17, the Council has been working with NHS Southwark CCG and other key stakeholders to review the current approach to supported housing in Southwark, and to develop a future model for these services. A number of reports on future support and housing services for (a) care leavers and young people, (b) people with learning disabilities and (c) people with mental ill health and homeless mental ill health will be brought forward for consideration by Cabinet in summer 2017.

4.2 Access to supported housing

In Southwark, homeless people with support needs are identified at an initial interview with the housing solutions service. Clients with support needs are not required to make a homeless application and are referred directly to the housing reablement team. The reablement team will carry out an assessment of the homeless person and make a decision as to whether supported housing would best meet their needs or if they are more suited to mainstream housing.

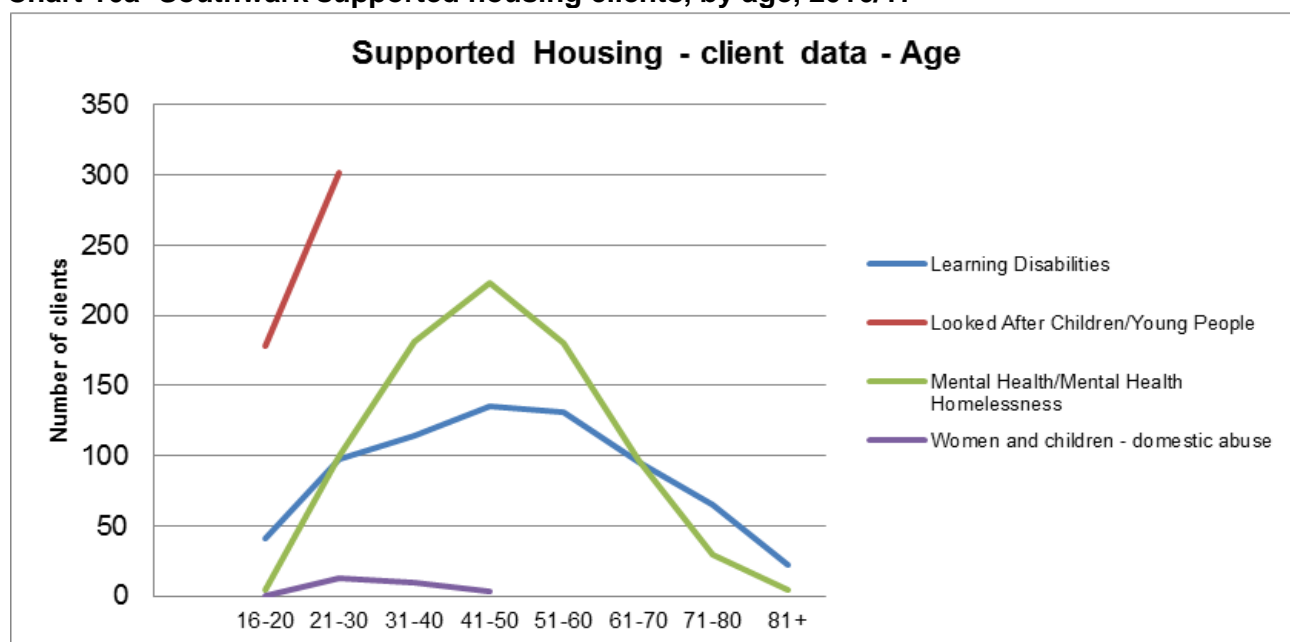
Where a client's support needs do not meet the thresholds for supported housing, the reablement team will refer the client back to the housing solutions service for further advice and assistance to secure independent accommodation along with a referral to *floating support* if necessary.

For people with mental ill health, learning disabilities and care leavers, homeless services accept referrals from children's social care, adult social care and the South London and Maudsley (SLAM) NHS Foundation Trust.

4.3 Demographics

Demographic data regarding the clients in supported housing in Southwark in 2016/17 is set out below. The data shows the need to provide services for residents of all ages. Residents that are homeless and require mental health support are most likely to be aged 41-50. Women and children escaping domestic abuse are most likely to be aged 21-30.

Chart 16a- Southwark supported housing clients, by age, 2016/17

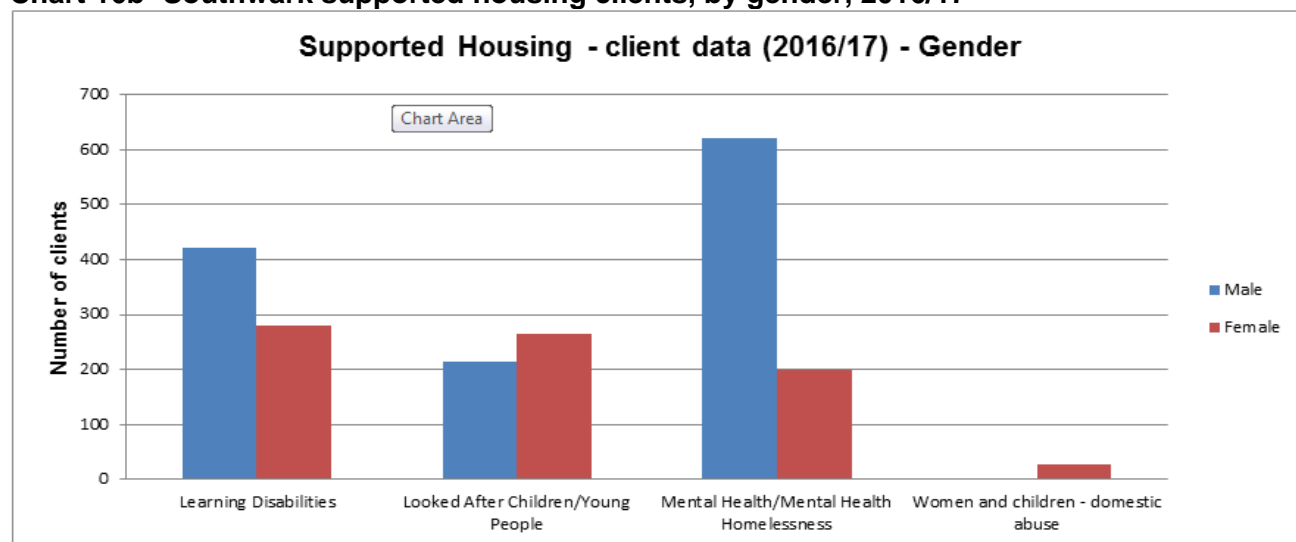


Age	Learning Disabilities	Looked After Children/Young People	Mental Health/Mental Health Homelessness	Women and Children – domestic abuse
16-20	41 (6%)	178 (37%)	4 (0.5%)	
21-30	98 (14%)	302 (63%)	100 (12%)	13 (50%)
31-40	114 (16%)		181 (22%)	10 (38%)
41-50	135 (19%)		223 (27%)	3 (12%)
51-60	131 (19%)		180 (22%)	
61-70	95 (14%)		97 (12%)	
71-80	65 (9%)		30 (4%)	
81+	22 (3%)		4 (0.5%)	

Source: Internal records

Looking at the data for the gender of supported housing residents, 60% of those with learning disabilities are male. 76% of those receiving support for mental health and homelessness are male. 55% of the young people cared for are female.

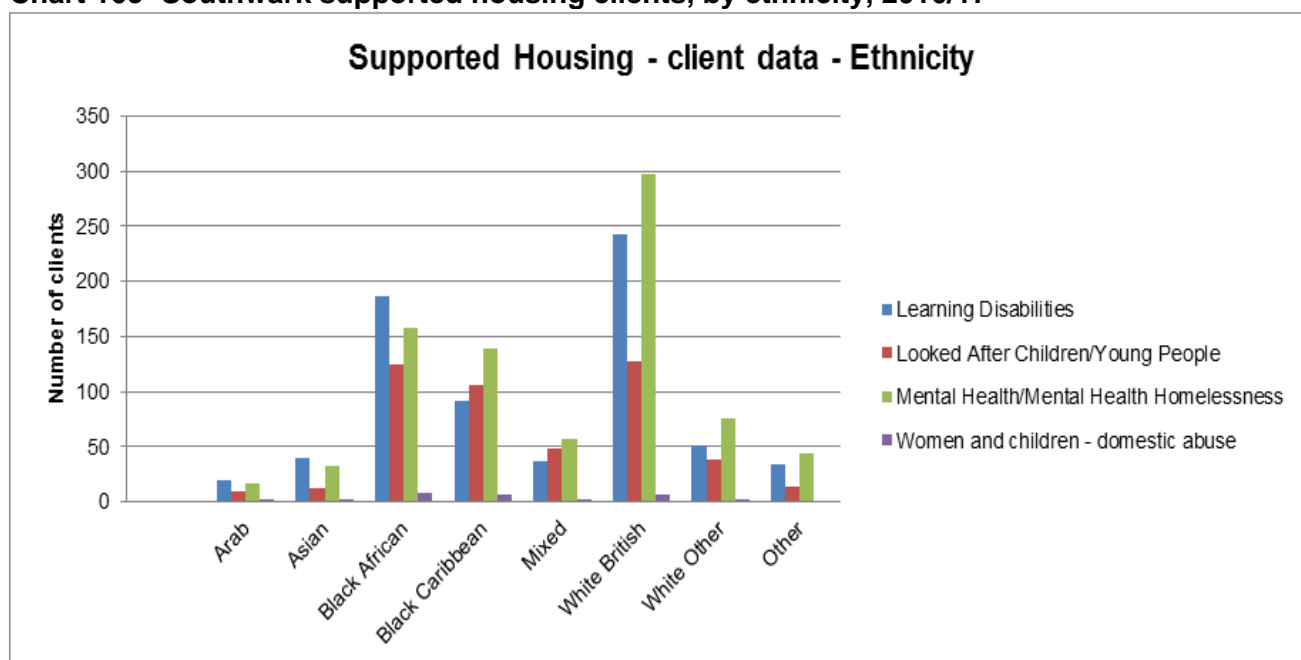
Chart 16b- Southwark supported housing clients, by gender, 2016/17



Gender	Learning Disabilities	Looked After Children/Young People	Mental Health/Mental Health Homelessness	Women and Children – domestic abuse
Male	421 (60%)	215 (45%)	620 (76%)	0 (0%)
Female	480 (40%)	265 (55%)	199 (24%)	26 (100%)

Source: Internal records

Chart 16c- Southwark supported housing clients, by ethnicity, 2016/17



Ethnicity	Learning Disabilities	Looked After Children/Young People	Mental Health/Mental Health Homelessness	Women and Children – domestic abuse
Arab	19 (3%)	10 (2%)	17 (2%)	1 (4%)
Asian	40 (6%)	12 (3%)	32 (4%)	2 (8%)
Black African	187 (27%)	124 (26%)	157 (19%)	8 (31%)
Black Caribbean	91 (13%)	106 (22%)	139 (17%)	6 (31%)

Mixed	37 (5%)	49 (10%)	57 (7%)	1 (23%)
White British	242 (35%)	127 (26%)	297 (36%)	7 (23%)
White Other	51 (7%)	38 (8%)	76 (9%)	1 (4%)
Other	34 (5%)	14 (3%)	44 (5%)	0 (0%)

Source: Internal records

4.4 Complex needs

There can be a strong overlap between homelessness and other support needs. For people with what may be deemed 'complex needs', visible forms of homelessness, such as the use of services like hostels or applying to the council as homeless, can often happen after initial contact with non-housing agencies, such as mental health services, drug agencies, the criminal justice system and social services. Contact can be more likely after multiple periods of hidden homelessness, such as sofa-surfing.

There is a far greater chance that this group of people will have had exposure to forms of institutional care, substance misuse, and street activities (such as begging), in addition to homelessness. People with complex needs can be at serious risk of falling through the gaps between services, therefore an integrated response across health, housing and social care is vital.

4.4.1 Complex Needs Advisory Panel (CNAP)

Southwark Council established a *Complex Needs Advisory Panel (CNAP)* in January 2014, superseding the previous arrangements that were in place. The aim of the panel which meets twice every month is to minimise homelessness and repeat homelessness amongst people with mental health and / or complex multiple needs, through effective joint working and facilitating access to appropriate housing, support, social and health care services.

The panel aims to ensure that:

- Resources are used effectively and innovatively, ensuring there is consistency across the borough in decision making and resource allocation;
- Mental health service users and people with complex needs are placed in the most appropriate housing as quickly as possible;
- Relevant advice, information and signposting is available to staff;
- Needs and activity levels are monitored effectively and any gaps in service provision are identified and fed into the strategic planning process of agencies represented;

Referrals for residential care placements are screened before going to the mental health funding panel.

4.4.2 South London and Maudsley NHS Foundation Trust (SLAM)

Part of King's Health Partners Academic Health Sciences Centre, South London and Maudsley (SLAM) NHS Foundation Trust provides the widest range of NHS mental health services in the UK. SLAM provides substance misuse services for people who are addicted to drugs and alcohol. Other services include the Maudsley Hospital and Bethlem Royal Hospital. SLAM work closely with the Institute of Psychiatry, Psychology and Neuroscience, King's College London.

The table below provides an overview of community mental health services available in Southwark:

Table 13- Overview of Community Mental Health services, January 2017

Team name	Description
Approved mental health professional (AMHP) duty	Located on Windsor Walk, this service arranges to assess people under the mental health act regarding admission and / or detention in hospital without a need for referral to A&E
High support rehab team	Located on Norwood High Street, the team work with people in medium supported housing, residential care or nursing homes.
High support forensic team	Located on Norwood High Street, the team work with people in forensic placements
Home treatment team	Located on Windsor Walk, the team provide community support for people at home who would otherwise need hospital admission.
Mood, anxiety and personality disorder (MAP) assessment teams	Located on Camberwell Road and Lordship Lane, the teams assess all new referrals and are the first point of contact for all other enquiries. They conduct initial assessments for up to 12 weeks and will verify details, redirecting as necessary to one of the other teams
Mood, anxiety and personality disorder (MAP) treatment teams	Located on Camberwell Road and Lordship Lane, the teams provide longer term treatment for people who have a mood, anxiety or personality disorder
Reablement Team	Located on Camberwell Road, the team provides short term reablement interventions
START team	Located on St Giles Road, START are a small multi-disciplinary assessment team for street homeless people, which operates across the boroughs of Lambeth, Southwark and Lewisham. START engage with and assess homeless people with severe mental health problems and refer them on to local mainstream services. Examples of the types of severe mental illnesses that START will offer support with include schizophrenia, affective disorders and personality disorders. The majority of START referrals come from outreach teams and day centres but they do accept referrals from any source if they meet the criteria for the service
Staying well team	Located on Ann Moss Way, the team work with people to help with their recovery process and transferring their care back to GPs.
STEP team	Located on Windsor Walk, the team work with younger people up to the age of 35 who are presenting for the first time with psychotic symptoms. STEP is a community based multi-disciplinary team which provides a holistic and comprehensive early intervention service to individuals aged 14 to 35 who are experiencing their first episode of psychosis. The team work intensively with service users and carers to promote engagement with the team and with treatment and to facilitate social inclusion and recovery.
Support and recovery teams (psychosis)	Located on St Giles Road and Ann Moss Way, the teams provide support to people with a psychotic illness
Supported living team	Located on St Giles Road, the team work with people in a range of homelessness hostels, low and medium supported housing projects in Southwark

4.4.3 The King's Health Partners Pathway homeless team

The King's Health Partners Pathway homeless team works with homeless patients attending or admitted to Guy's and St Thomas', King's College Hospital and South London and Maudsley NHS Foundation Trusts. The team includes GPs, nurses, occupational therapists, a social worker, housing workers and peer advocates.

The team aims to maximise the clinical benefit of admissions, and improve discharge outcomes (including reconnecting patients with their families, and home area where this is relevant). They also befriend and support clients when they are in hospital, and work hard with frequent attenders to resolve their issues. Referrals are accepted from the community as well as from within the hospital.

4.4.4 Fulfilling lives programme

The Fulfilling Lives project forms part of a an eight year Resolving Chaos programme, funded through the Big Lottery, focussed on those people with multiple complex needs in Lambeth, Southwark and Lewisham who currently incur high costs with very poor outcomes. The project works with commissioners and providers to help identify people with multiple needs and to make an economic case for commissioning the right support services to help them. Its premise is that chaotic lives result in high costs to public services such as accident & emergency, the criminal justice system and mental health care, and that user-led choice is cost-effective and delivers better outcomes.

The project has identified 45 people whose collective service use (excluding benefits and rent) cost £4.5 million over two years. Despite this level of spending, they continue to experience poor outcomes, such as homelessness, addiction and unemployment. Emerging data indicates that significant cost savings can be achieved by developing user-led and centred bespoke packages of support at the same time as breaking entrenched patterns of need and negative outcomes for individuals.

As well as delivering an intervention service, the programme aims to demonstrate how a personalised approach through the use of individual budgets is cheaper and more effective than the current system of spending in silos and setting eligibility criteria that exclude this group of people from mainstream services, thereby funnelling them towards expensive crisis care.

The anticipated benefits from the programme include:

- Demonstrating that identifying people who are high-cost but have poor outcomes is an effective way of pinpointing need;
- The personalised, user-led approach will empower people to improve their housing, employment and relationships; and
- A reduction in the use of crisis services, particularly the police, accident & emergency and emergency mental health services.

4.4.5 Multi-agency public protection arrangements (MAPPA)

The Referral Assessment and Resettlement team (RARS) provide and coordinate services to homeless clients monitored under multi-agency public protection arrangements (MAPPA) who require independent accommodation. MAPPA are put in place to ensure the successful management of violent and sexual offenders, and set out the responsibilities of the police, probation trusts, the prison service and other agencies like the Youth Justice Board.

The council has a duty to cooperate with other agencies in managing the risk of these clients and if necessary temporary accommodation is provided via the RARS team up to the point that the clients are housed. Social housing will be available for those people that qualify under the council's *lettings policy*. MAPPA clients may spend a longer period of time in temporary accommodation than average because the suitability of any permanent accommodation must be checked by Southwark Police's Jigsaw team, whose officers undertake the police functions as a responsible authority for MAPPA.

5.0 No recourse to public funds (NRPF)

5.1 Overview

Non-UK or EU citizens require permission to live, work or study in the UK. Permission may be granted on the condition that a person cannot access certain 'public funds' during their time in the UK, a status called 'No Recourse to Public Funds' (NRPF).

Restricted public funds include social housing and most welfare benefits – including jobseekers' allowance and housing benefit. If a person with NRPF needs care services or is at risk of destitution, or their children are experiencing or at risk of destitution, then local authorities have a legal duty to provide support.

NRPF status can cover current asylum seekers (with social care needs which aren't being met by support from the National Asylum Support Service), failed asylum seekers, migrants with leave to remain, migrants with no leave to remain, nationals of European Economic Area countries and non-UK nationals who are parents of British children.

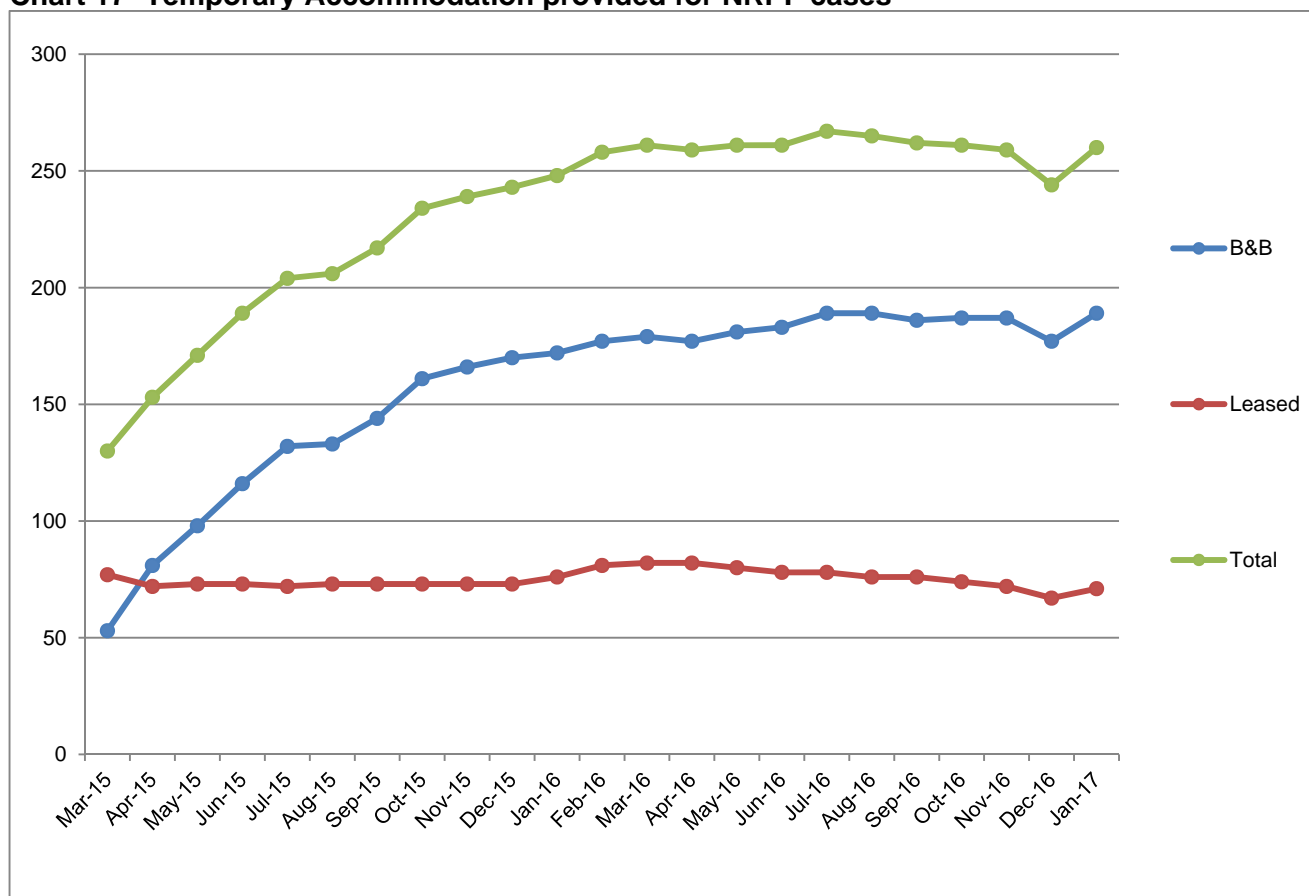
Support to those that are eligible is provided under social care legislation, or pending an assessment under social care legislation, and typically consists of temporary accommodation and subsistence but can include homecare and residential care.

The council does not receive any support from central government for this expenditure. Demand for services for NRPF families has been growing placing increased cost pressures on local authorities particularly those in urban centres such as London.

5.2 No recourse to public funds (NRPF) in Southwark

In January 2017 Southwark was supporting approximately 470 NRPF households in total, with those claimants receiving either subsistence or accommodation or both. Approximately half of those cases have been provided with temporary accommodation.

Chart 17- Temporary Accommodation provided for NRPF cases



Source: Internal records

Due to an increase in demand for these services, Southwark Council has a specialist team working with destitute people from abroad who have NRPF status and are ordinarily resident in Southwark. The NRPF team is based within the Housing and Modernisation Department and works in

partnership with the council's Children's Social Care and Adult Social Care division. The team ensure that those who are genuinely in need get the support they require to resolve their situation.

The team provide information to all destitute people from abroad with NRPF, including:

- explaining their situation and possible options;
- referral and signposting to agencies that assist with voluntary return to country of origin;
- help and advice on health care;
- assistance in accessing other services, such as local schools and English for speakers of other languages (ESOL) classes;
- provision of information about local community organisations.

The NRPF team coordinate needs assessments and where necessary refer clients on to other care services, by:

- conducting immigration checks;
- referring individuals to the relevant teams for initial community care and mental health assessments. (If care needs are identified the relevant children's or adults social care team will retain responsibility for the client(s) care packages and future care assessments);
- carrying out welfare benefit checks;
- providing accommodation and financial or subsistence support where there is a genuine need demonstrated;
- regularly reviewing all cases to identify changes in immigration status or financial position.

The Council's NRPF related costs have been growing steadily over the last five years. In 2012/13 the council spent £2.7m on NRPF support, this rose to £4m in 2013/14, £5m in 2014/15, £6.2m in 2015/16 and is forecast to be around £7.5m in 2016/17.

A range of factors have contributed to this increasing demand, including rising immigration from outside the EU over proceeding years, backlogs in central government processing of immigration and asylum applications, and changes to immigration law which increased visa fees and imposed NRPF restrictions on spouses of migrants.

6.0 Rough sleeping

6.1 Overview of rough sleeping

Rough sleepers are defined as people seen either sleeping, about to bed down or actually bedded down in the open air (such as streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, sheds, car parks, cars, derelict boats, stations, or "bashes") are also included in this definition.

Sleeping rough is a dangerous and traumatising experience. The longer someone sleeps rough, the greater the risk is that they will become trapped on the streets and vulnerable to becoming a victim of crime, developing drug or alcohol problems, or experiencing problems with their health. Many people who sleep rough will suffer from multiple health conditions, such as mental health problems and they are also in greater danger of violence than the general population. Other health impacts associated with rough sleeping include higher rates of communicable diseases such as TB, HIV, and hepatitis. Research indicates that the average age of death of a homeless person is 47 years old and even lower for homeless women at just 43, compared to 77 for the general public.³

³ <http://www.crisis.org.uk/data/files/publications/Homelessness%20-%20a%20silent%20killer.pdf>

Whilst there may at times be an overlap between rough sleeping and other forms of street activity such as drinking or begging, those individuals engaged in wider street activities often have access to accommodation and do not sleep rough. A number of local services are in place to tackle antisocial street related activities, ensuring that appropriate help and support is in place for vulnerable individuals and that meaningful enforcement action is taken in a coordinated way when necessary. Further information regarding this can be found in [section 6.4](#) of this report.

Some rough sleepers may fall within statutory thresholds for local authorities, either in terms of homelessness and / or social care thresholds, such as mental health. However even if they are entitled to assistance, without the right support, some rough sleepers, due to their complex needs, will not get the service to which they are entitled.

It is impossible to reach an absolute figure for the number of people sleeping rough because many rough sleepers hide in order to protect themselves or choose not to engage with services until a crisis occurs (this is particularly true of female rough sleepers). For statistical purposes, local authorities in London have two separate methodologies for counting the level of rough sleeping in their borough:

Street Count:	Local authorities, in partnership with relevant local agencies, evaluate the extent of rough sleeping in their area annually by carrying out a count of people sleeping rough or by estimating the number of rough sleepers on a typical night in their locality. The <i>DCLG</i> collate this information twice annually.
CHAIN reports:	CHAIN is a multi-agency database recording information about rough sleepers and the wider street population across London in real time. The system, commissioned and funded by the Mayor of London, is managed by St Mungo's Broadway and represents the UK's most detailed and comprehensive source of information about rough sleeping.

For the purposes of this review, CHAIN data has been used, however information from the *DCLG* street count is available on the Greater London Authority's (GLA) website.⁴

Further information regarding this can be found in [section 6.4](#) of this report.

6.1.1 Categories of rough sleeping

The GLA's CHAIN reports enable us to assess a person's experience of rough sleeping, using three categories:

New rough sleepers:	Also referred to as 'flow clients', these are people who have not had any previous contact with outreach teams
Intermittent rough sleepers:	Also referred to as 'returner clients', these are people with some history of rough sleeping and engagement with outreach services, but not regularly enough to be considered to be 'living on the streets'
Living on the streets:	Also referred to as 'stock clients', these are people who have had a high level of contact with outreach services over three weeks or more, which suggests they are living on the streets

⁴ <https://www.gov.uk/government/collections/homelessness-statistics#rough-sleeping>

As this report has already noted, many rough sleepers will hide from public view for their own safety and security. Because of this there is likely to be a large overlap between 'intermittent' clients and those thought to be 'living on the street'.

6.1.2 Mayor's No Nights Sleeping Rough Taskforce

In November 2008 the Labour Government announced a new goal to end rough sleeping by 2012. In London, the area of the country with the highest number of rough sleepers, the London Delivery Board (LDB) was charged with meeting the 2012 target, which was endorsed by the Mayor Boris Johnson.

The LDB was a partnership body established in 2008 and chaired by the Mayor's housing advisor, which brought together central London boroughs, government departments, the voluntary sector and key stakeholders. In 2013, the LDB was superseded by the Mayor's rough sleeping group (MRSG) made up of *DCLG* and seven local authorities.

In 2016, the new Mayor of London, Sadiq Khan, created the No Nights Sleeping Rough Taskforce, bringing together government officials, homelessness charities and representatives from the five councils with the highest number of rough sleepers - Westminster, Camden, Lambeth, Tower Hamlets and the City of London. The Metropolitan Police, NHS bodies and Transport for London are also involved and the group will lobby Government for any additional powers they require. They intend to take a more preventative approach than the previous Mayor's Rough Sleeping Group. Their priorities are to:

- identify interventions that will contribute to tackling rough sleeping in the capital, building on and supporting existing work to do so
- where possible, implement the interventions identified, or
- where necessary, lobby for the interventions identified, and
- monitor the effectiveness of interventions in tackling rough sleeping

6.2 Identifying rough sleepers

Historically, many of the people who slept rough in Southwark had a local connection to the borough, and were therefore generally eligible for local supported housing services. This enabled considerable progress to be made in reducing the overall number of people sleeping rough. In recent years changes have occurred in the profile of rough sleepers across Inner London boroughs, with an increasing proportion of people from eastern Europe, and other groups (in smaller numbers) with no recourse to public funds (NRPF). The overall size of the rough sleeper population across London grew as a result of these clients being ineligible for housing assistance. At the same time, there has also been an influx of economic migrants for whom rough sleeping can be a means of saving money, or because they have been unable to find work and they are forced to sleep rough.

This change has necessitated a new approach for these clients in Southwark, to one which consists of partnership working with a view to reconnecting such clients to their home countries, where they are willing to return, and some limited enforcement action by community safety services, police and the UK Borders Agency where clients are not willing to engage. This has meant that while there has been an overall growth in numbers, these have broadly stabilised. Fewer people are graduating into the 'living on the streets' population which is of the greatest concern.

6.2.1 Street population outreach team (SPOT)

The council currently commissions a specialist street population outreach team (SPOT) through St Mungo's Broadway. SPOT provides support to those individuals rough sleeping in the borough, both those new to the streets and those who require a sustained casework approach to try and break the cycle of long term life on the streets. SPOT survey the borough's streets on a nightly basis; focusing particularly on the borough's known hotspots for rough sleeping and street activity. Outreach workers carry out robust needs assessments of individuals and seek to find housing solutions by

accessing supported accommodation in the borough for those clients with a local connection or facilitating reconnection to home towns or countries where the individual is not entitled to assistance from the council. The service also includes a 24 hour helpline as well as assertive outreach on the streets of the borough six days per week.

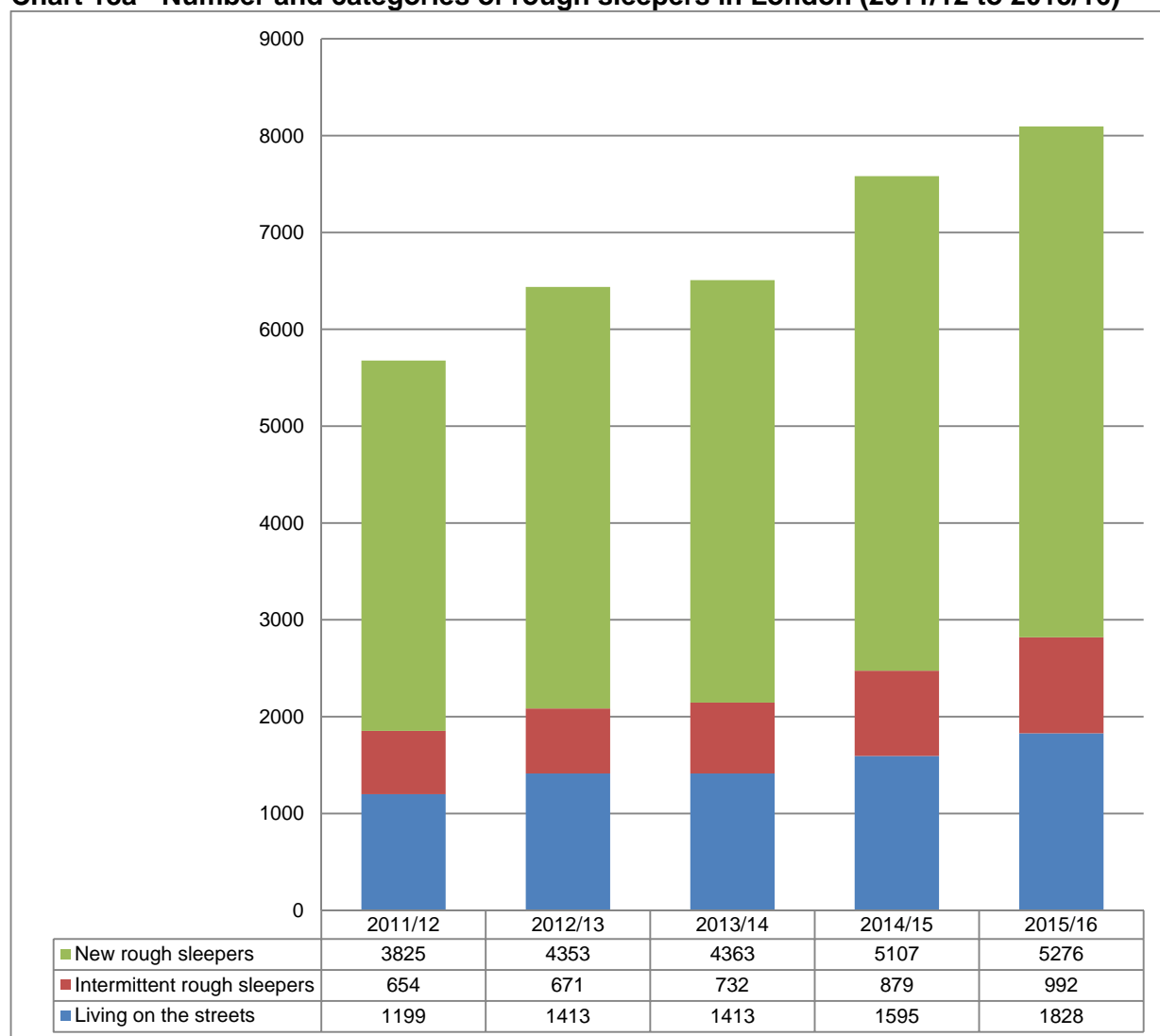
Wherever possible, rough sleepers who are new to the street are offered a place at one of the GLA's *No Second Night Out (NSNO)* hub where they will receive a single service offer dependent on their circumstances. Clients who are ineligible for the hub will receive personalised support that suits their needs, which could include a permanent tenancy, a hostel placement, an offer of supported housing or reconnection to a home country or town.

6.3 Rough sleeping in Southwark data

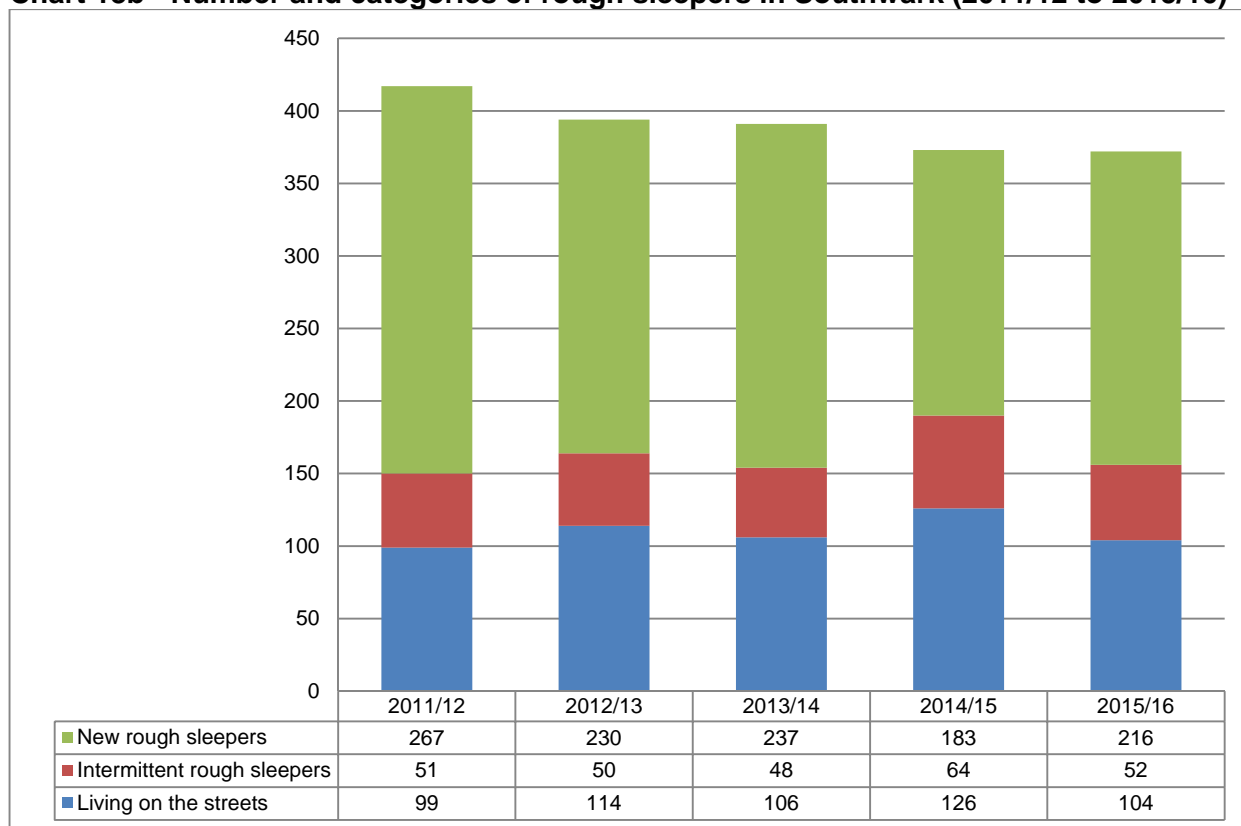
6.3.1 Levels of rough sleeping in Southwark

Chart 18a shows that the number of rough sleepers in London has increased over the last five years. 43% more rough sleepers were seen in 2015/16 compared with 2011/12. In Southwark however (Chart 18b), overall numbers have reduced slightly (around 11%). This is mainly due to a reduction in new rough sleepers (down from 267 in 2011/12 to 216 in 2015/16). Overall, in 2015/16 Southwark had the sixth highest number of rough sleepers in London.

Chart 18a - Number and categories of rough sleepers in London (2011/12 to 2015/16)



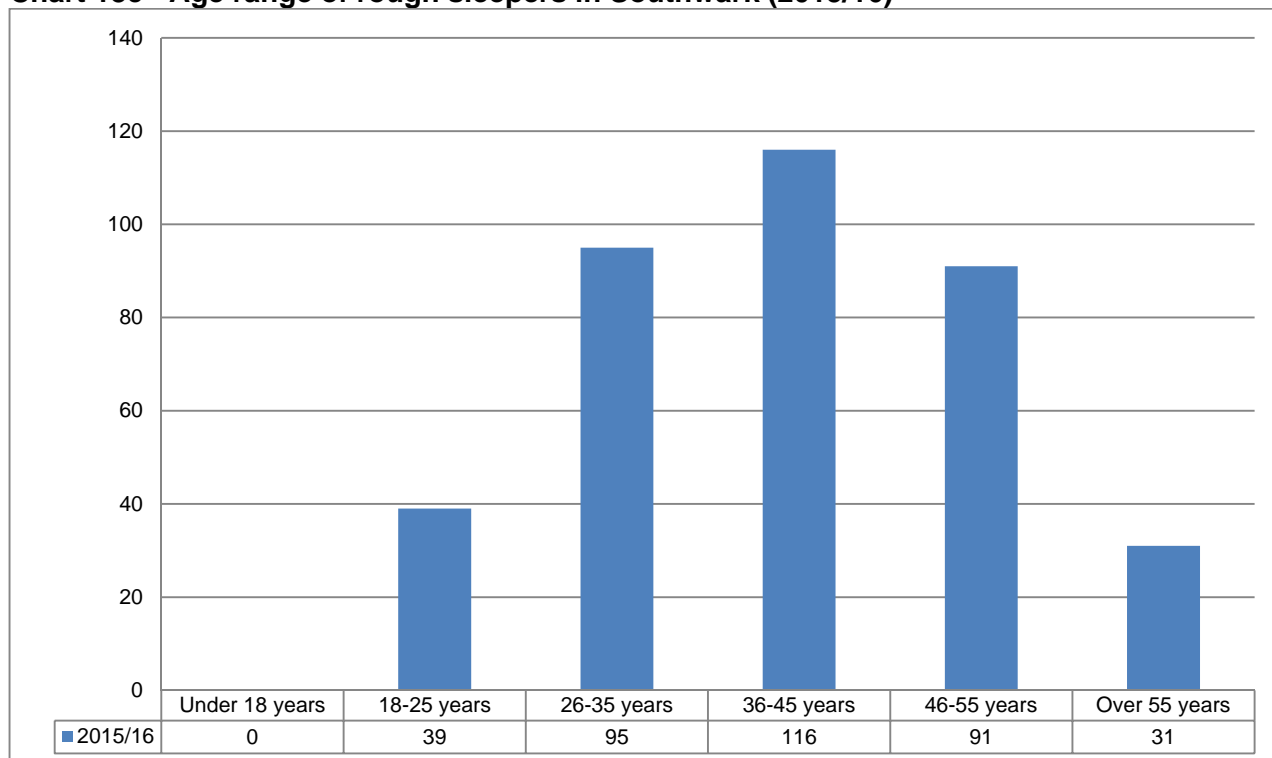
Source: CHAIN reports

Chart 18b - Number and categories of rough sleepers in Southwark (2011/12 to 2015/16)

Source: CHAIN reports

6.3.2 Age range of rough sleepers in Southwark

The chart below shows the age range of people identified as rough sleepers in Southwark in 2015/16; 36 to 45 years of age was the largest age range:

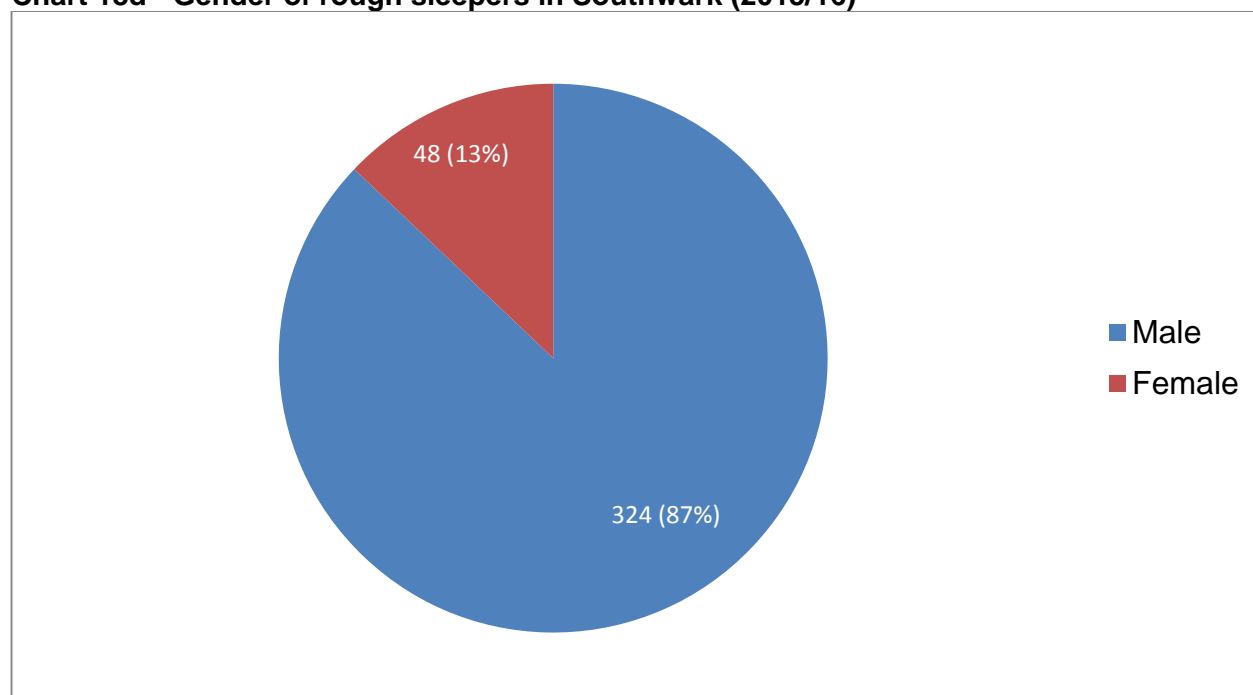
Chart 18c - Age range of rough sleepers in Southwark (2015/16)

Source: CHAIN reports

6.3.3 Gender of rough sleepers in Southwark

The chart below shows that **87%** of the people seen rough sleeping in Southwark in 2015/16 were male. This is slightly higher than the London average over the same period which was **85%**:

Chart 18d - Gender of rough sleepers in Southwark (2015/16)



Source: CHAIN reports

6.3.4 Nationality of rough sleepers in Southwark

The table below provides a comparison between the nationality and category of people seen rough sleeping in Southwark in 2015/16 (see [section 6.1](#) of this report for further details on categories of rough sleepers).

The data shows that nearly half of the people seen rough sleeping in Southwark in 2015/16 were from Europe. About 8% were from Africa.

Table 14 – Nationality of rough sleepers in Southwark (2015/16)

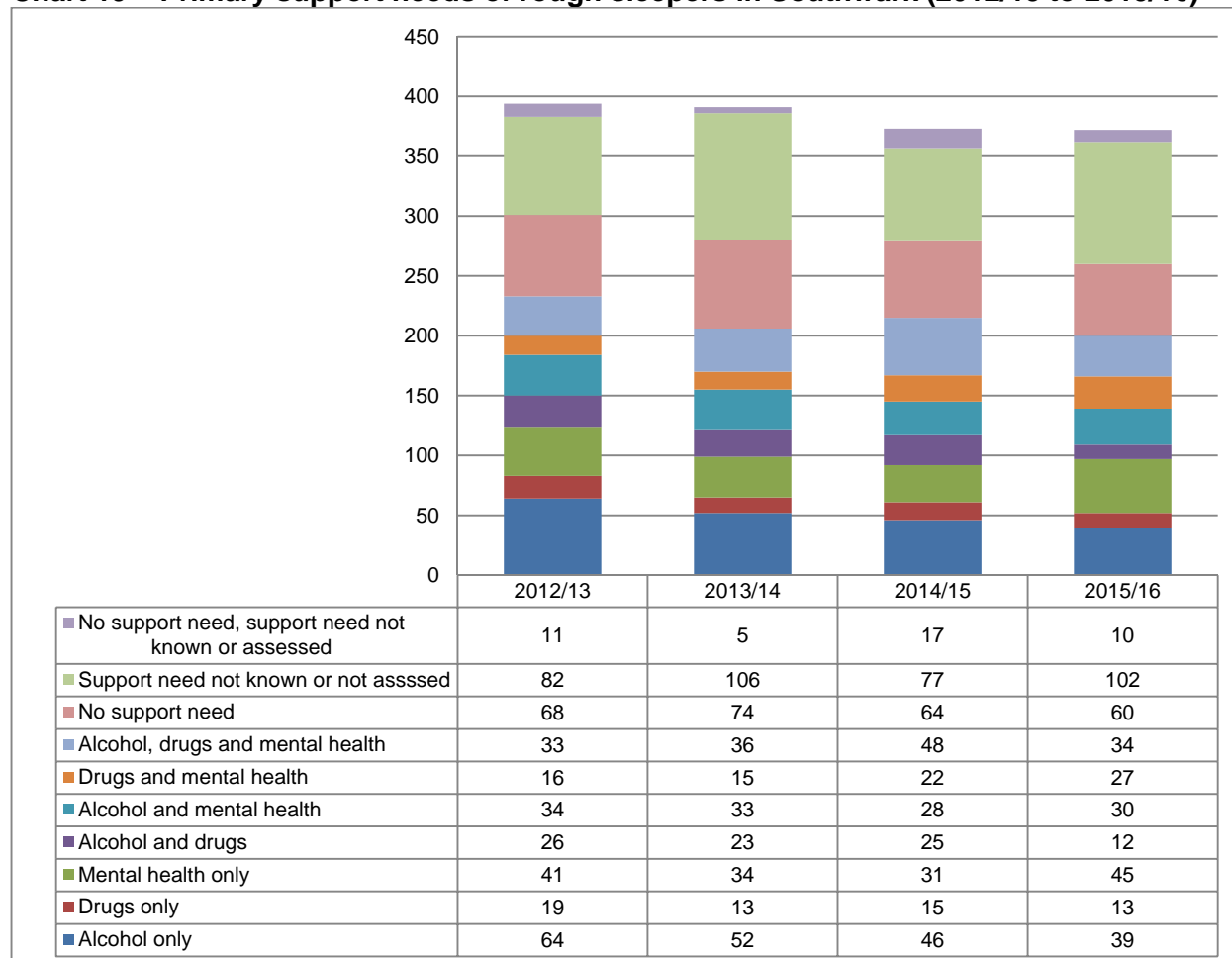
Nationality	Flow	Stock	Returner	Total	Total %
UK	75	45	21	141	38.11%
Europe (CEE)	83	42	16	141	38.11%
Europe (EEA)	25	5	9	39	10.54%
Europe (Non-EEA)	1	0	0	1	0.27%
Europe (Unknown)	2	1	0	3	0.81%
Africa	20	6	2	28	7.57%
Asia	6	2	0	8	2.16%
Americas	3	3	3	9	2.43%
Not known / missing	1	0	1	2	-
Total (excl.) Not known	215	104	51	370	100%
Total (incl. Not known)	216	104	52	372	

Source: CHAIN reports

6.3.5 Support needs of rough sleepers in Southwark

The chart below shows the profile of support needs of rough sleepers in Southwark over the last four years, and shows an increasing number of clients either not being assessed or not demonstrating an identifiable support. This trend may be linked to an increased number of economic migrants who are seeking work and do not wish to engage with a rough sleeping outreach team:

Chart 19 – Primary support needs of rough sleepers in Southwark (2012/13 to 2015/16)



Source: CHAIN reports
No data available for 2011/12

6.4 Street related activity and enforcement

Whilst there may at times be an overlap between rough sleeping and other forms of street activity such as drinking or begging, those individuals engaged in wider street activities often have access to accommodation. A number of local services are in place to tackle antisocial street related activities, ensuring that appropriate help and support is in place for vulnerable individuals and that meaningful enforcement action is taken in a coordinated way when necessary.

6.4.1 Community Safety and Enforcement

The community safety and enforcement division encompasses services which manage the operational delivery of the council's community safety strategy as well as a range of regulatory enforcement functions which tackle street related activities such as drinking and begging. A safer Southwark partnership was established across the community safety and enforcement team, the fire brigade, the probation service and the police to work together with other agencies to tackle crime and disorder issues in Southwark.

The community safety and enforcement division contains the following services:

Southwark Anti-Social Behaviour Unit (SASBU)

SASBU is a multi agency team, including officers from housing, the police and the youth offending team, who are responsible for dealing with alleged perpetrators and taking legal action, arranging victim support, and organising systems for collecting evidence and information.

Some of the work carried out by the partnership to address antisocial behaviour includes:

- Action days in areas where issues of antisocial behaviour are more frequent
- Deploying street based teams in areas where youth crime and antisocial behaviour is of particular concern
- Community mediators address issues of antisocial behaviour before taking enforcement action
- Providing feedback on enforcement actions that have taken place
- Working closely with tenants and resident groups and other bodies to both support and empower them to take a stand against antisocial behaviour

A night time economy team consisting of police and council officers operates in the north of the borough with the aim of reducing alcohol related violence in the borough. The team:

- Carry out partnership patrols identifying street drinkers / beggars, offering support and advice;
- Provides a rapid response to tackle anti social and violent behaviour;
- Aim to reduce crime and the fear of crime.

Community safety and partnership services

Teams within this service include:

Drugs and alcohol action team (DAAT):	Working in partnership with safer neighbourhood teams to promote recovery, and protect individuals, families and communities from the harm caused by drugs and alcohol misuse in Southwark. DAAT commission treatment services including Blackfriars community drug and alcohol team (CDAT) and Foundation 66.
Reducing reoffending:	Southwark's reducing and deterring adult reoffending (RADAR) service supports residents sentenced to less than 12 months in prison. RADAR can help with a range of issues including drug and alcohol problems; housing issues; help with relationships; benefits and debt advice; mental, physical and sexual health; education, training and employment; and help to avoid offending in the future.
Community wardens:	A team of uniformed staff based across Southwark, with teams located in three town centres; Elephant and Castle, Camberwell Green and Peckham. The service includes a team who work with other services in specific areas for a dedicated period of time tackling key issues around crime and antisocial behaviour. The Better Bankside team, funded jointly by the council and the local Business Improvement District, has a focus in the north of the borough close to the river. There are also parks liaison officers focusing on safety within Burgess Park, Southwark Park, Peckham Rye and Dulwich Park

6.4.2 Gang related activity

The Southwark anti-violence unit (SAVU) supports individuals aged 16 to 25 at risk from gang related activity or serious violence. SAVU offers a range of interventions and clients are offered support in areas including education and training, substance misuse, finance and health. The team enable clients to move away from gang activity and make positive lifestyle choices for the future. This in turn reduces the risk of harm not only to themselves but to their local communities.

Glossary

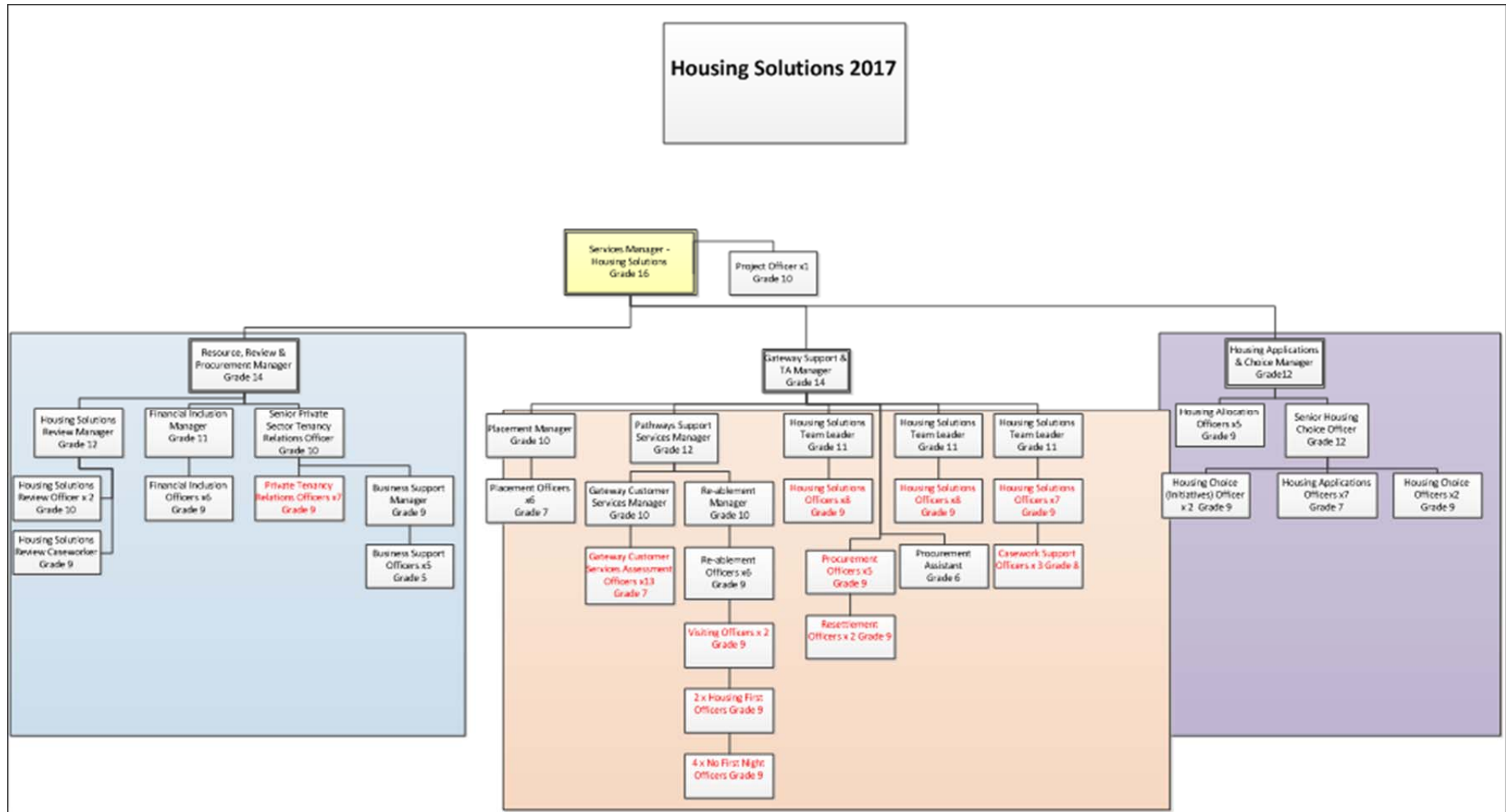
Assured Shorthold Tenancy (AST):	The default legal category of residential tenancy in England. It is a form of assured tenancy with limited security of tenure, which was introduced by the Housing Act 1988.
Complex Needs Advisory Panel (CNAP):	The panel which meets twice every month aims to minimise homelessness and repeat homelessness amongst people with mental health and / or complex multiple needs, through effective joint working and facilitating access to appropriate housing, support, social and health care services.
Department for Communities and Local Government (DCLG):	The UK Government department for communities and local government in England. The department's responsibilities for UK Government policy includes building regulations, community resilience, housing, local government, planning and race equality.
Department for Work and Pensions (DWP):	The UK Government department responsible for welfare and pension policy. The department consists of four operational organisations; Jobcentre Plus; The Pension Service; The Disability and Carers Service; and The Child Maintenance Group.
Floating support:	A service that provides housing related support to vulnerable adults, enabling them to maintain independence in their own home.
General fund:	A summary account for all local authority services with the exception of the <i>HRA</i> .
Homeless acceptance rate:	The proportion of all homeless applications received by a local authority which go on to be accepted as statutorily homeless and eligible for support.
Homesearch:	The choice based letting site for Southwark Council, allowing people on the council housing register to bid for properties and review other options for being housed.
Housing Revenue Account (HRA):	The specific account for spending and income relating to the management and maintenance of local authority-owned housing stock and must be kept separate from other local authority accounts.
iform:	The <i>DCLG</i> website used by local authorities to submit their <i>P1E</i> form. Unofficial regional data can be extracted from the website at a later time.
Lettings or Allocations policy:	Southwark's policy for assessing the priority of applicants to the council's housing register.
Local Housing Allowance (LHA):	<p>Introduced in 2008 to improve transparency for housing benefit recipients in the private rented sector, LHA rates provide a flat allowance that are used to decide the eligible rent for recipients with similar sized households living in a particular (broad rental market) area. The 2010 emergency budget introduced a number of reforms to LHA, including:</p> <ul style="list-style-type: none"> • Setting LHA rates at the 30th percentile of local rents rather than the 50th, meaning that the cheapest 30% of rental properties in an area would be available to tenants in receipt of housing benefit. • Removal of the 5 bedroom LHA rate and introducing maximum levels of housing benefit for each household size. • Shared room rate increased from 25 years of age to 35, meaning that

	<p>single adults under 35 only qualify for a payment equal to the cost of a room in a shared house.</p> <p>LHA rates were frozen in April 2016. See 7.2.2 for a breakdown of maximum LHA rates in Inner South East London and how they compare with average advertised rents in Southwark.</p>
Localism Act (2011):	Introduced in November 2011, the aim of the act was to devolve more decision making powers from central government back into the hands of individuals, communities and local authorities.
London Councils:	The local government association for Greater London, which acts as a think tank and lobbying organisation as well as providing some services directly through legislation that allows multiple local authorities to pool responsibility and funding.
No Second Night Out (NSNO):	Part of the Mayor of London's commitment to end rough sleeping in London, No Second Night Out (NSNO) was launched on 1 April 2011 as a pilot project aimed at ensuring those who find themselves sleeping rough in central London for the first time need not spend a second night on the streets. Since October 2013, three London NSNO assessment hubs are open round the clock, seven days a week offering people help so that they do not need to return to the streets.
Priority need:	A household must be considered to be in priority need in order to be found 'statutorily homeless' by their local authority. Originally defined in UK through the 1977 Housing (Homeless Persons) Act, the 1996 Housing Act refined and expanded the definition of a household in 'priority need' in England so as to include pregnant women; households with dependent children; someone vulnerable as a result of old age, mental illness or handicap or physical disability or other special reason; someone homeless or threatened with homelessness as a result of an emergency such as flood, fire or other disaster. The term was expanded further still by the 2002 Homelessness (Priority Need for Accommodation) (England) Order to include those; aged 16 and 17 years old; aged under 21 years old who were in local authority care between the ages of 16 and 18; aged 21 and over who are vulnerable as a result of leaving local authority care; vulnerable as a result of leaving the armed forces; vulnerable as a result of leaving prisoner; vulnerable as a result of fleeing domestic violence or the threat of domestic violence.
P1E:	A statistical return form completed by Local Authorities and submitted to <i>DCLG</i> . The purpose of this return is to collect information on English local housing authorities' discharge of duties under the homelessness legislation, along with some additional information on other homelessness prevention and relief.
Southwark Works:	An employment advisory service supporting Southwark residents, helping them to access jobs, training, apprenticeships, placements and other work-related opportunities.
Tenant management organisations (TMO):	Organisations set up under UK law which allow residents of local authority housing or housing association homes to take over responsibility for the running of their homes.

7.0 Appendix

7.1 Additional information about homelessness and homelessness prevention

7.1.1 Overview of Southwark's main homeless services - Organisational structure



Source: Internal records

7.1.2 Housing solutions service improvement initiatives

Between February and April 2014 mystery shoppers from CRISIS visited the housing solutions service as part of their research into the experience of single homeless people who approach their local authority with a housing need. In their subsequent report 'Turned Away'⁵, several key suggestions were made for improvement, including:

- Ensure that the housing solutions services offer a thorough assessment of the needs of single clients;
- Offer assistance with the completion of the housing options 'wizard' assessment tool;
- Give meaningful advice and assistance to all clients;
- Provide everyone with an opportunity to make a homeless application;
- Provide a summary of the outcome of the visit to the client.

The housing solutions service adopted these recommendations and as a result, a special appointment service for single clients is available so that they can make a homeless application. Additionally, housing solutions no longer require clients to complete the housing options wizard assessment before they are booked an appointment. All clients receive a thorough assessment of their needs and meaningful advice and assistance is provided at the interview. An outcome summary letter of the interview is issued to all clients after their full diagnostic interview.

Shelter have also been carrying out mystery shopping assessments of homelessness services on an annual basis since 2013. The last review was in March 2017. The findings form an improvement plan which is shared with partners at the homelessness forum.

The housing solutions service is also working in partnership with Shelter in developing a package of continuous improvement. As part of a strategic and organisational review, the service identified a number of desired areas for improvement to achieve efficient, effective and customer focussed services. Shelter's improvement package builds on the work already completed and in progress to enable the Housing Solutions Service to meet the new strategic vision and values. Their recommendations which Housing Solutions enacted were:

- A review of housing register assessment and allocations;
- Cost and demand baseline for the housing solutions service;
- Service improvement and action planning;
- Work shadowing and mentor support;
- Referral pilot programme with key partner agencies aiming to provide better advice and information, as well as design a process for effective and fast referrals for clients with complex needs and advice support.

In 2016 the Housing Solutions Service worked with the Domestic Abuse Housing Alliance to discover how services for domestic abuse survivors could be improved. The action plan will be implemented in 2017.

7.1.3 Housing solutions review team

Local authorities are statutorily obliged to offer homeless applicants an internal review of any homelessness application that is refused. The review must be undertaken by an officer that is senior in grade to the initial decision maker and should not have had any involvement in the refused decision. A review decision is subject to the scrutiny of court and an applicant can lodge an appeal if there has been a mistake in law, if they feel that have been not treated procedurally fair, or where the decision made by the review team was unreasonable.

⁵ http://www.crisis.org.uk/data/files/publications/MysteryShopping_Report_FINAL_web.pdf

In 2015/16, 427 reviews were received by Southwark Council compared to 337 in 2014/15, equivalent to a 21% increase on the previous year and a 37% increase on 2013/14. Generally between 75 to 80% of review decisions uphold the original decision made.

7.1.4 Homeless prevention grant allocation (2015/16)

The table below sets out how Southwark's homelessness prevention grant was allocated across projects and activities in 2015/16. The largest allocations were funding for the Finders Fee rent deposit scheme (£149,308), the Street Population Outreach Team (SPOT) (£239,600) and detecting fraud in the private rented sector (£248,672).

Table 15 – Allocation of Southwark's homeless prevention grant (2015/16)

Details	Priority area	Base budget 2015/16 (£)
Priority finders fee programme	Reduce TA numbers	149,308
Procurement Officer	Reduce TA numbers	38,296
Placement & Procurement Officer	Reduce TA numbers	35,207
Reablement Officer	Reduce TA numbers / effective move on	38,945
Reablement Officer	Reduce TA numbers / effective move on	41,110
Reablement Officer	Reduce TA numbers / effective move on	38,945
Rough Sleeper Co-Ordinator	Eliminate rough sleeping	50,900
Victim Support	Eliminate rough sleeping	80,000
Brief Intervention Service	Eliminate rough sleeping	47,700
Street Population Outreach Team (SPOT)	Eliminate rough sleeping	239,600
Homelessness and Housing Options Officer	Prevent homelessness	44,358
Homelessness and Housing Options Officer	Prevent homelessness	44,358
Homelessness fraud - Private rented sector	Fraud & error	248,672
Fraud officer	Prevent homelessness	40,341
Financial inclusion Officer	Prevent homelessness	41,110
Financial inclusion Officer	Prevent homelessness	42,106
Homeless advice and litigation	Prevent homelessness	81,533
Finders fee administrator - BSO	Prevent homelessness	16,044
External agencies - RDS/ finder fee	Prevent homelessness	19,383
Financial inclusion Officer	Prevent homelessness	36,345
Private Tenancy Relations Officer	Prevent homelessness	43,195
Private Tenancy Relations Officer	Prevent homelessness	42,106
Under Occupation programme	Prevent homelessness	75,000
Total homelessness prevention funding		£1,534,561*

Source: Internal Records

*Sum is £1,534,561 due to rounding

7.1.5 Discretionary housing payments (DHP)

The table below sets out Southwark's historic DHP allocation, and the significant growth in funding and applications received in 2013/14 as a result of welfare reform policies. In the next few years the Government will continue to reform the benefits system, including further cuts to Housing Benefits for some people, but the council will have fewer resources with which to mitigate the effects.

Table 16a –Allocation of Southwark’s DHP fund (2012/13 to 2016/17)

Financial Year	Total number of DHP awards made	Allocation from DWP (£)	Council ‘top-up’ from HRA (£)	Total DHP funding available (£)
2012/13	628	331,962	-	331,962
2013/14	2555	1,877,849	351,782	2,229,631
2014/15	2124	1,462,621		1,462,621
2015/16	1441	1,022,380		1,022,380
2016/17	1074	682,241		682,241

Source: Internal Records

The table below provides additional information regarding the use and allocation of Southwark’s discretionary housing payment (DHP) in 2015/16. It also shows the tenure of those people who were successful in applying for a DHP in 2015/16:

Table 16b - Breakdown of Southwark DHP awards by tenure (2015/16)

Tenancy Type	Number of cases	Total amount of DHP awarded
Southwark council tenancy	748	£446,781.01
Housing associations	472	£333,283.68
Private rented sector	171	£162,789.21
Southwark council temporary accommodation	50	£79,553.03
Total	1,441	£1,022,406.93

Source: Internal Records

The table below sets out the primary reason that requests for a DHP were refused:

Table 16c – Reason for refused DHP applications in Southwark (2015/16)

Refusal Reason	Number of cases
Claim not for a reason covered by DHP	133
Rent covered in full by housing benefit	98
Housing Benefit assessment outstanding or suspended	0
No housing benefit in payment	124
Household has disposable income	26
DHP given for a limited time only	53
Total	434

Source: Internal Records

7.2 Increasing demand for affordable homes in Southwark

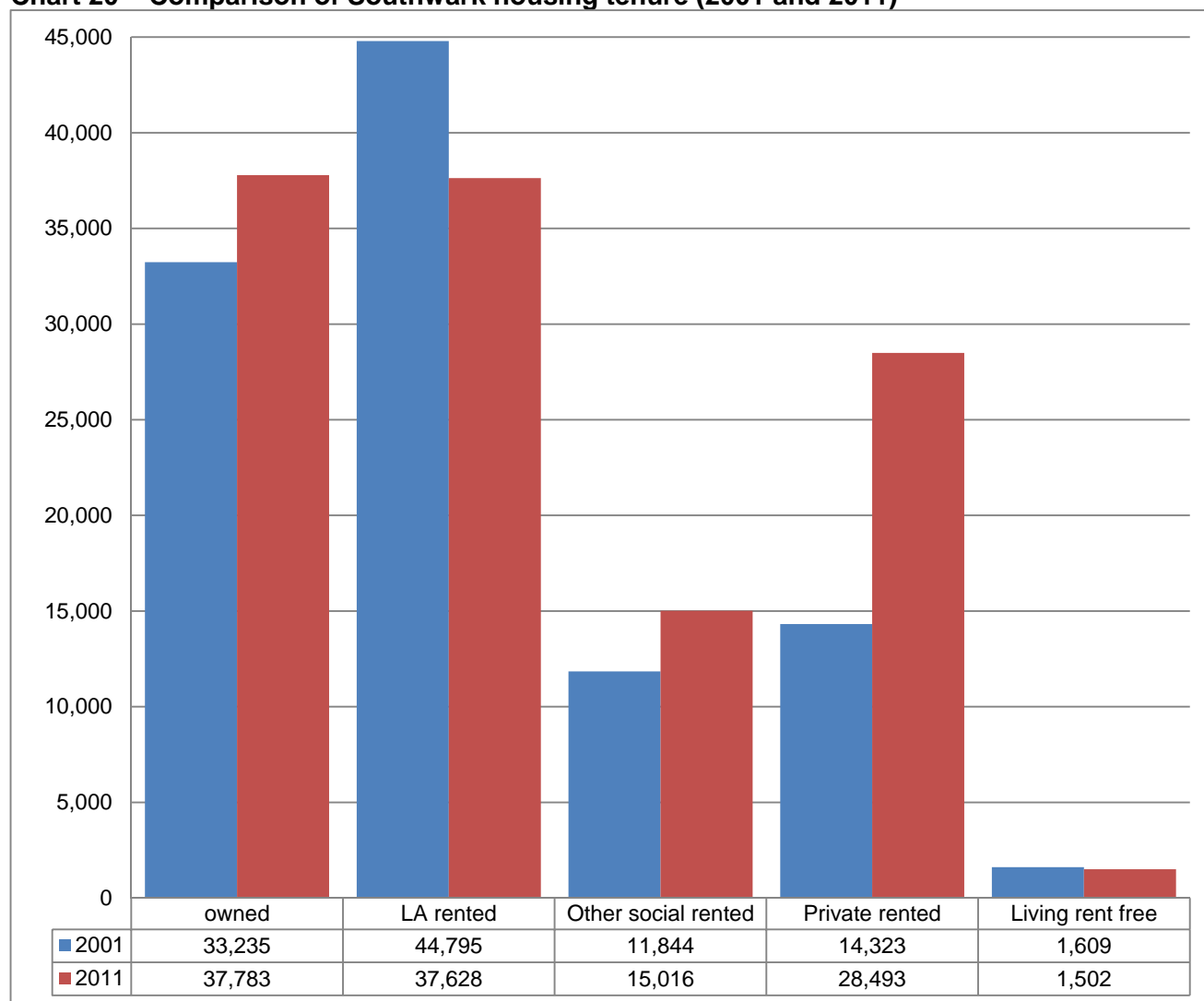
This section provides some data in relation to housing in Southwark. Further information can be found in the housing strategy and statistics pages on the council’s website:

<http://www.southwark.gov.uk/housing/housing-strategy>

7.2.1 Housing tenure

Nationally (England and Wales), Southwark has the largest proportion of council tenants although this has been changing. 31.2% of households in the borough currently rent a home from the local authority; down from 42.3% in 2001. The 2011 Census showed that the local authority rented tenure is no longer the largest, having been overtaken by the owner occupier tenure. Proportionally, the private rented sector is the fastest growing sector as illustrated in the following chart:

Chart 20 – Comparison of Southwark housing tenure (2001 and 2011)

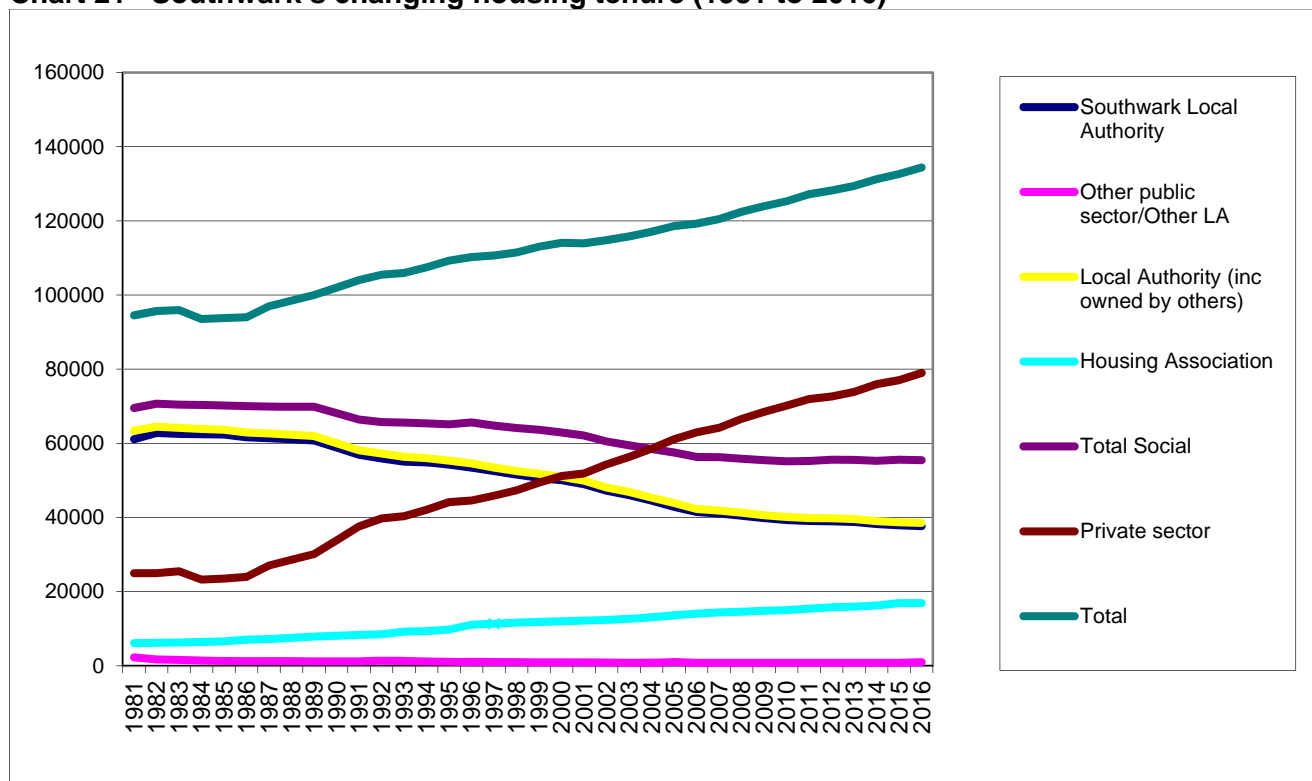


Source: Census data

Chart 21 shows that the number of council properties Southwark owns has reduced from over 60,000 in 1981 to fewer than 40,000 in 2016. The loss of stock is largely due to the Right to Buy and because of the need to regenerate some estates that were in poor condition.

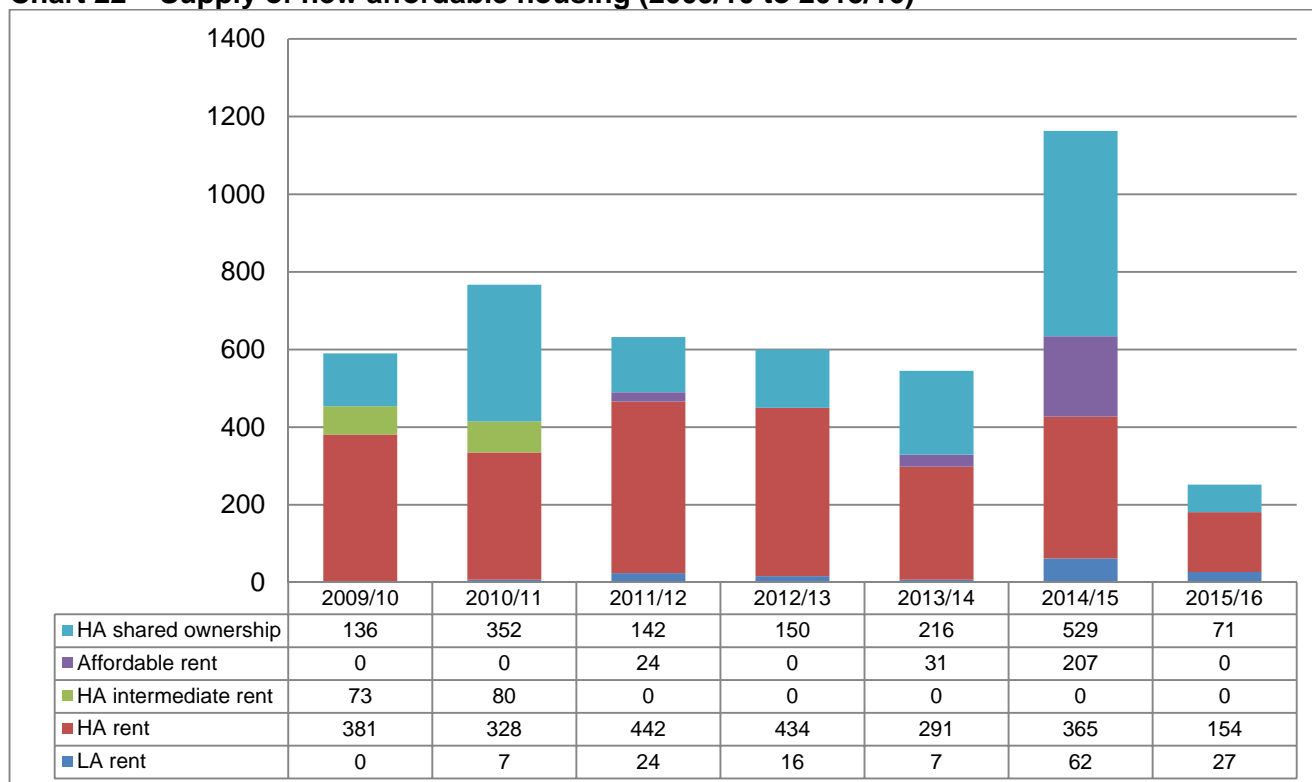
In contrast, the number of private sector homes has increased from 25,000 to nearly 80,000. Despite an increase in Housing Association homes, the Council has been receiving fewer nominations from them in recent years ([see 7.2.5](#)).

Data on the delivery of affordable homes in recent years (Chart 22) shows that numbers peaked in 2014/15. This was because developers were required to meet a Government deadline for funding. However, neither shared ownership nor affordable rent (at high proportions of market rent), are likely to be affordable to homeless households on low incomes in Southwark.

Chart 21 –Southwark’s changing housing tenure (1981 to 2016)

Source: LAHS and internal records

The peak in supply of affordable housing in 2014/15 in Chart 22 can be explained by the requirement for developers to meet a deadline for funding. Southwark has an ambitious target to build 11,000 council homes by 2043. Exchange of contracts will have taken place on 1,600 of these new homes by the end of 2018.

Chart 22 – Supply of new affordable housing (2009/10 to 2015/16)

Source: LAHS

7.2.2 Housing costs of the private rented sector

The following chart shows the average rent costs, by number of bedrooms, of private rented properties in Southwark between 2013 and 2017.

Chart 23 - Average monthly private sector rents in Southwark (2013 to 2017)



Source: Southwark Market Trends Bulletins (based on advertised rents in Southwark)

The increase in average house prices has led to Southwark becoming one of the more expensive London boroughs to rent privately. Because of that, for many, home ownership will be unachievable. Saving enough for a deposit to buy a first home is often impossible as rents take up too much of a renter's income.

Higher rents in the private rented sector also cause other problems for Southwark. As well as an increase in homeless applications to the council for those that cannot afford rising rents, the sector has become unaffordable for the council to use to prevent homelessness. This is because of the disconnect between average rents and the amount of housing benefit available for tenants in the private rented sector (Local Housing Allowance, LHA).

The following table (Table 17) shows the maximum LHA that can be claimed compared to average rents in Southwark. Tenants would be expected to make up the shortfall.

LHA Rates are frozen for 4 years from April 2016 but they may decrease if rents go down locally.

Table 17 - Comparison between capped LHA rates (Inner SE London, rounded) and average advertised rents in Southwark (January 2017)

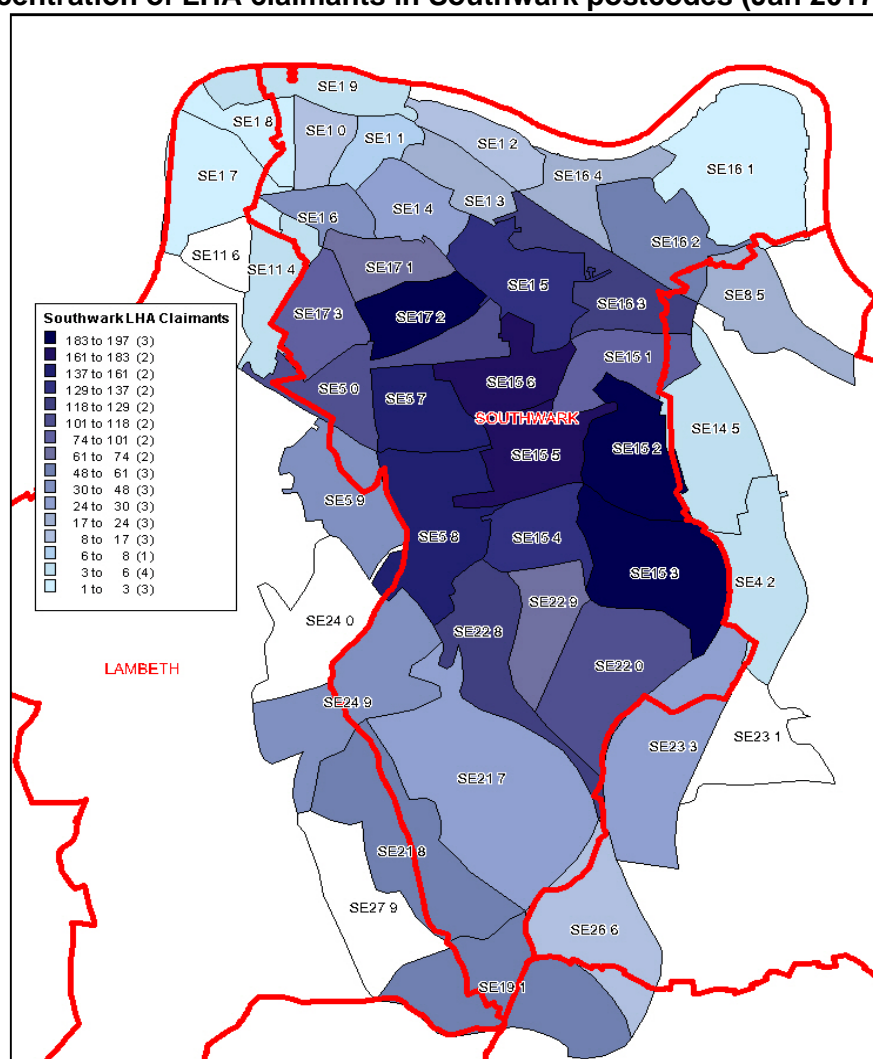
Size of accommodation	LHA cap - April 2016 (pcm)	Average lower quartile rent (pcm)	Average median rent (pcm)
Room (in shared accom)	£412	£646	£719
1 bed	£884	£1,340	£1,538
2 bed	£1,150	£1,675	£1,950
3 bed	£1,433	£1,998	£2,449
4 bed	£1,807	£2,600	£2,925

Source: Southwark Market Trends Bulletins (based on advertised rents for self-contained properties in Southwark, unless stated)

The Government plans to limit the amount of benefits that supported and sheltered housing residents can claim to LHA levels from 2019. There will be a top up fund to help supported housing providers but it may make providing that type of accommodation untenable for some providers in Southwark. It is also likely that these plans may have already deterred some providers from increasing the amount of supported housing in the borough.

The map below shows the concentration of private tenants receiving housing benefit at *LHA* rates in Southwark in January 2017. It shows a concentration of claimants in the centre of the borough:

Chart 24 - Concentration of LHA claimants in Southwark postcodes (Jan 2017)



Source: Internal records

7.2.3 Repossessions and evictions

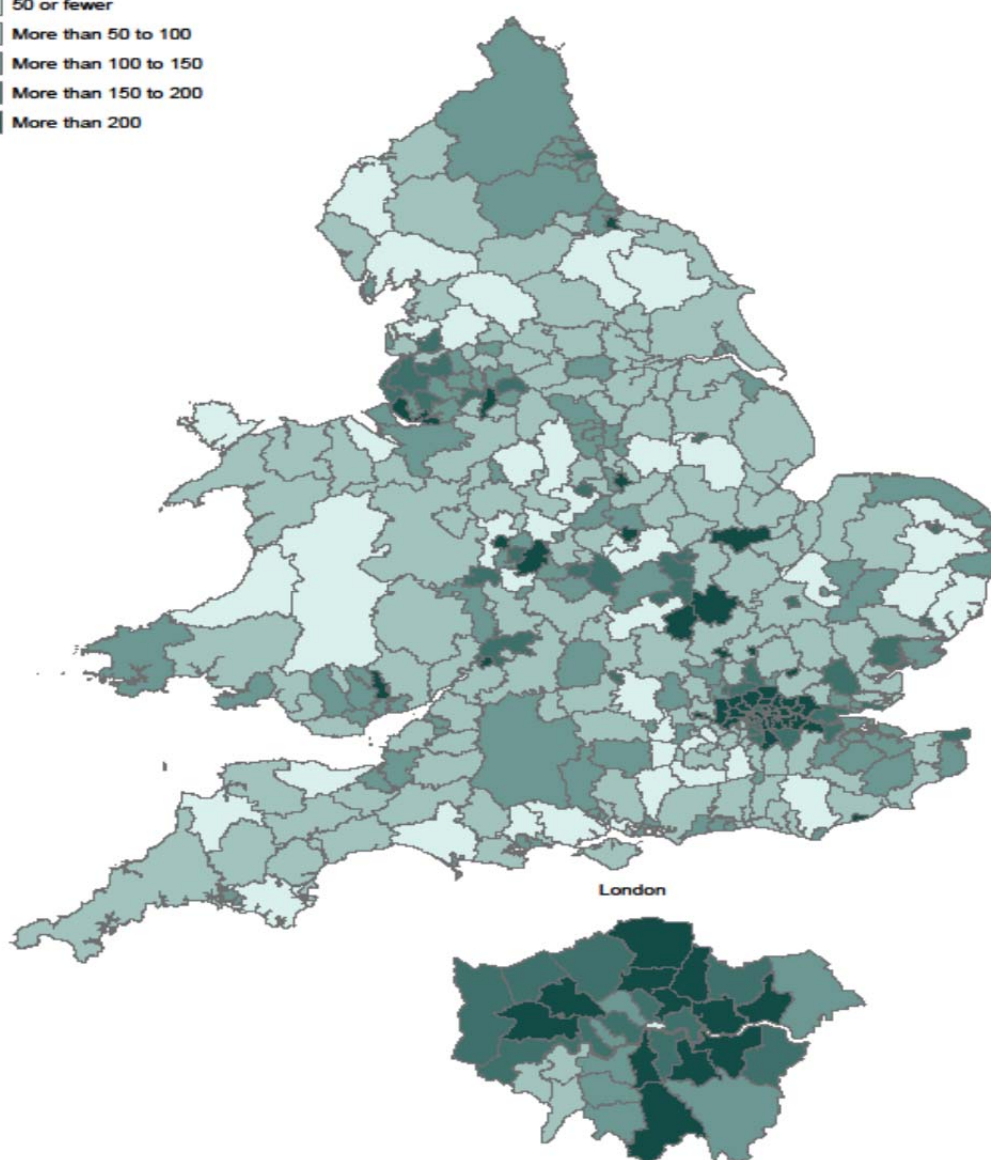
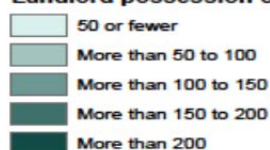
A possession claim is the first stage of the legal process which can result in a person or household being evicted. Not all possession claims will lead to a possession order, and not all possession orders will lead to the loss of the home and eviction. However receiving a possession claim means that a household is subject to a legal process where their home may be at risk.

In the mortgage and social landlord sectors, pre-action protocols and other rules are in place to try to avoid reaching the stage of a possession claim being issued. In the private rented sector, landlords may try to negotiate with tenants and reach agreements that do not require court proceedings where possible.

The following map shows that in 2016, London local authorities, including Southwark, saw some of the highest possession rates by landlords in the country.

Chart 25 - Landlord Possession Claims in England & Wales by Local Authority, 2016, Q3

Landlord possession claims per 100,000 households



Source: MoJ, Mortgage and Landlord Possession Statistics in England and Wales, Nov 16

The following table shows the number of possession claims made by landlords in Southwark over the last five years. The number has fluctuated over this time with 2013 seeing the highest total level of claims being made. Over this time, claims against mortgage holders have reduced considerably.

Table 18 - Possession claims in Southwark (2010 to 2015)

Year	Private landlord	Social landlord	Mortgage	Total
2010	239 -10%	1,873 -76%	348 -14%	2,460 -100%
2011	204 -10%	1,514 -76%	278 -14%	1,996 -100%
2012	241 -10%	1,857 -79%	256 -11%	2,354 -100%
2013	299 -11%	2,133 -81%	198 -8%	2,630 -100%
2014	244 -11%	1,802 -82%	155 -7%	2,201 -100%
2015	199 -10%	1,678 -86%	75 -4%	1,952 -100%

Source: Ministry of Justice data

The following table shows the number of possession claims that went on to become possession orders in Southwark over the last five years. Possession orders for private landlords rose by over 105% between 2011 and 2015, whilst orders for social landlords rose by 17%.

Table 19 - Possession orders in Southwark (2010 to 2015)

Year	Private landlord	Social landlord	Mortgage	Total
2010	68 -11%	475 -75%	90 -14%	633 -100%
2011	63 -12%	372 -72%	85 -16%	520 -100%
2012	63 -13%	348 -74%	59 -13%	470 -100%
2013	88 -19%	335 -71%	51 -11%	474 -100%
2014	86 -19%	352 -76%	26 -5%	464 -100%
2015	129 -22%	435 -73%	34 -6%	598 -100%

Source: Ministry of Justice data

Landlords may seek to evict tenants using what's referred to as 'accelerated possession'. This is quicker than a normal eviction and doesn't usually need a court hearing. A landlord can only do this where there is a written *assured shorthold* (AST) or statutory periodic tenancy, the tenant has been given the required written notice in the right form and the landlord hasn't asked the tenant to leave before the end of a fixed-term tenancy.

In the past only private sector landlords used ASTs but since 2012 Housing Associations have been able to use them. Data from 2015/16⁶ shows that a quarter of all Housing Association lettings nationally were made using ASTs in that year.

A tenant can only stop accelerated possession if they are able to prove that their landlord hasn't followed these rules. If a landlord applies to the court for accelerated possession, the court will send the tenant a copy of the application which must be challenged within 14 days.

If a judge makes a possession order, a tenant will normally have between 14 or 28 days to leave the property, although in cases of exceptional hardship, the judge may extend this to 42 days. If the tenant does not leave after this time, a landlord can use bailiffs to evict them.

The following table shows the number of accelerated landlord possessions that have been granted to private rented sector and Housing Association landlords in Southwark over the last five years:

Table 20 - Accelerated landlord possessions in Southwark (2011 to 2015)

Year	Accelerated landlord possessions claims made	Number of outright orders issued	Proportion of successful possession claims
2011	293	213	73%
<i>Change between 2011-12</i>	<i>44% increase</i>	<i>61% increase</i>	<i>8% increase</i>
2012	423	342	81%
<i>Change between 2012-13</i>	<i>9% increase</i>	<i>5% increase</i>	<i>3% decrease</i>
2013	459	360	78%
<i>Change between 2013-14</i>	<i>11% increase</i>	<i>13% increase</i>	<i>2% increase</i>
2014	508	406	80%
<i>Change between 2014-15</i>	<i>no change</i>	<i>7% increase</i>	<i>6% increase</i>
2015	507	436	86%

Source: Ministry of Justice data

This table below shows the number of households that have been evicted from Southwark's council properties over the last five years:

Table 21 - Evictions from council properties (2011/12 to 2015/16)

Financial year	Number of households evicted
2011/12	212
<i>Change between 2011/12-12/13</i>	<i>5% increase</i>
2012/13	223
<i>Change between 2012/13-13/14</i>	<i>2% increase</i>
2013/14	227
<i>Change between 2013/14-14/15</i>	<i>4% decrease</i>
2014/15	218
<i>Change between 2014/15-15/16</i>	<i>11% decrease</i>
2015/16	195

Source: Internal records

⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/575440/Social_housing_lettings_in_England_2015-16_revised_071216.pdf

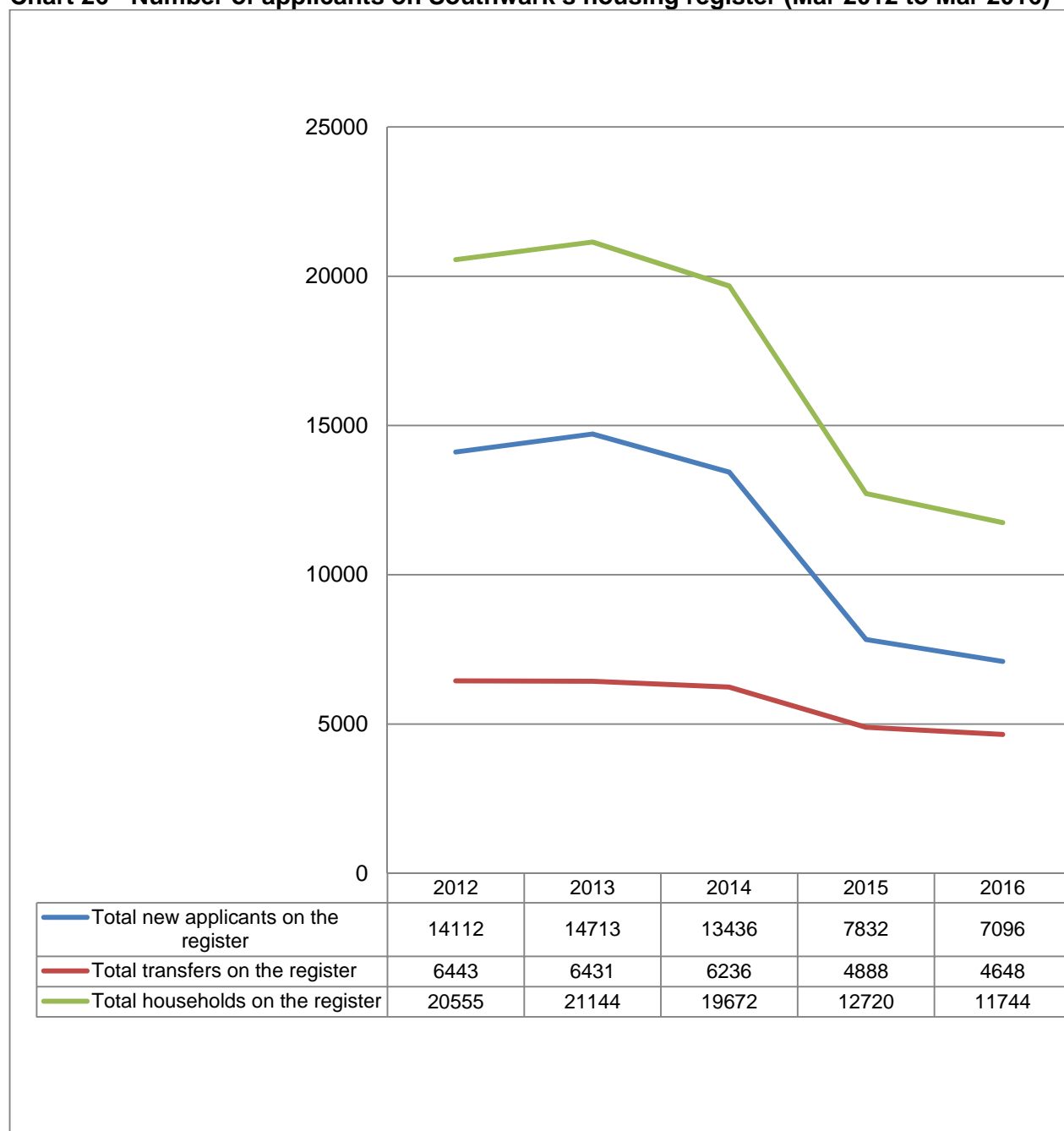
7.2.4 Southwark's housing register

Overview of Housing Register

Previous legislation required local authorities to add applicants to the housing register at their request even if they were found to have no housing need. Since the implementation of the Localism Act in 2014, local authorities are only required to abide by the terms of their *lettings policy*, enabling them to prioritise those they have a duty to support with the greatest housing needs.

The following chart shows how numbers on the housing register have fallen in the last three years, from 21,144 households in 2013 to 11,744 in 2016. Following a review in 2014, the council decided to include in its revised lettings policy a requirement that applicants should have a five year local connection to the borough.

Chart 26 - Number of applicants on Southwark's housing register (Mar 2012 to Mar 2016)

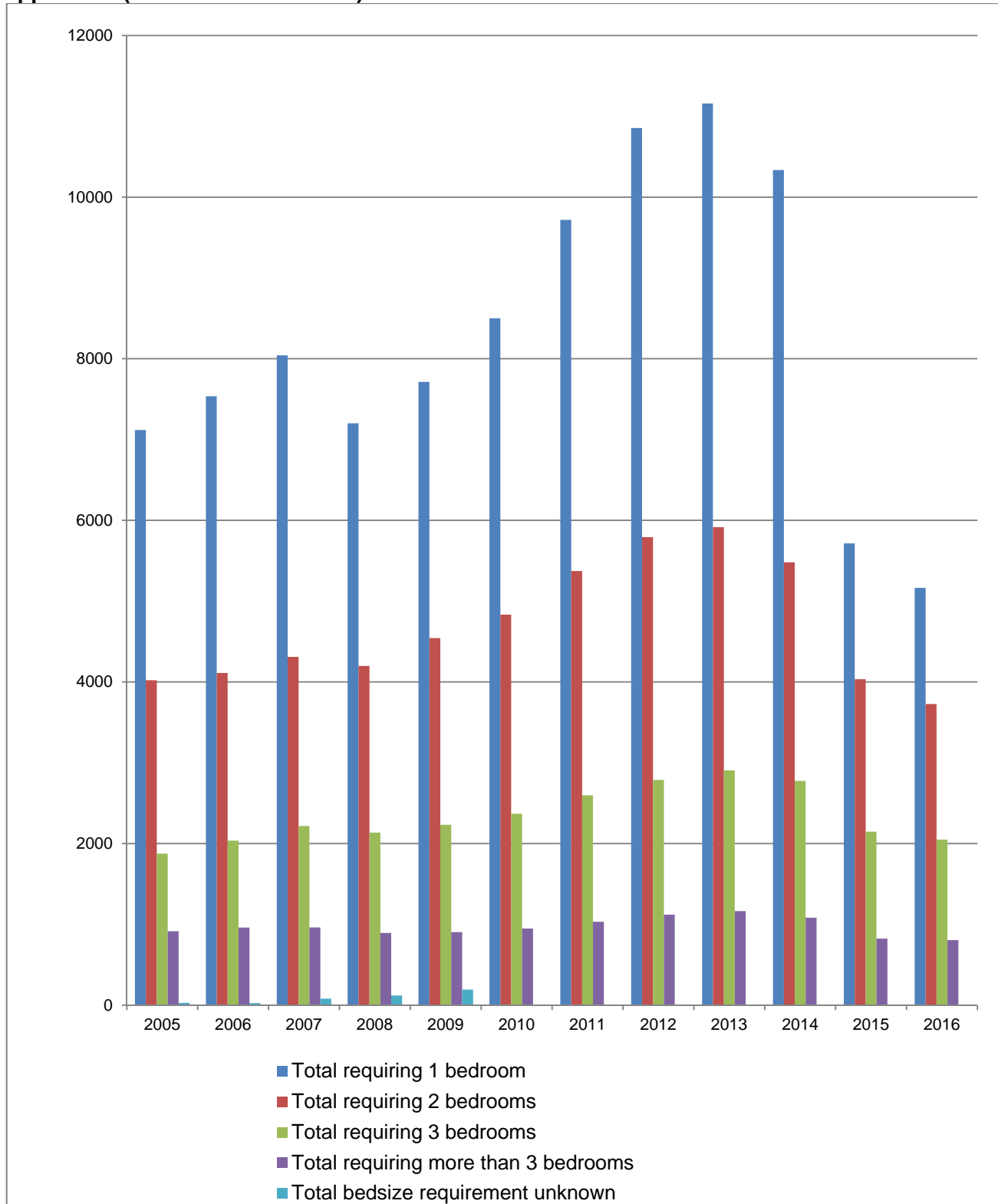


Source: LAHS/HSSA + Internal records

Analysis of housing register by the number of bedrooms required

The graph below shows the size of property required by households on Southwark's housing register, including those requiring transfers. The greatest need relates to one bedroom properties though waiting times are longer for larger properties as they are less likely to become void.

Chart 27 – Analysis of Southwark's housing register by the number of bedrooms required by applicants (Mar 2005 to Mar 2016)

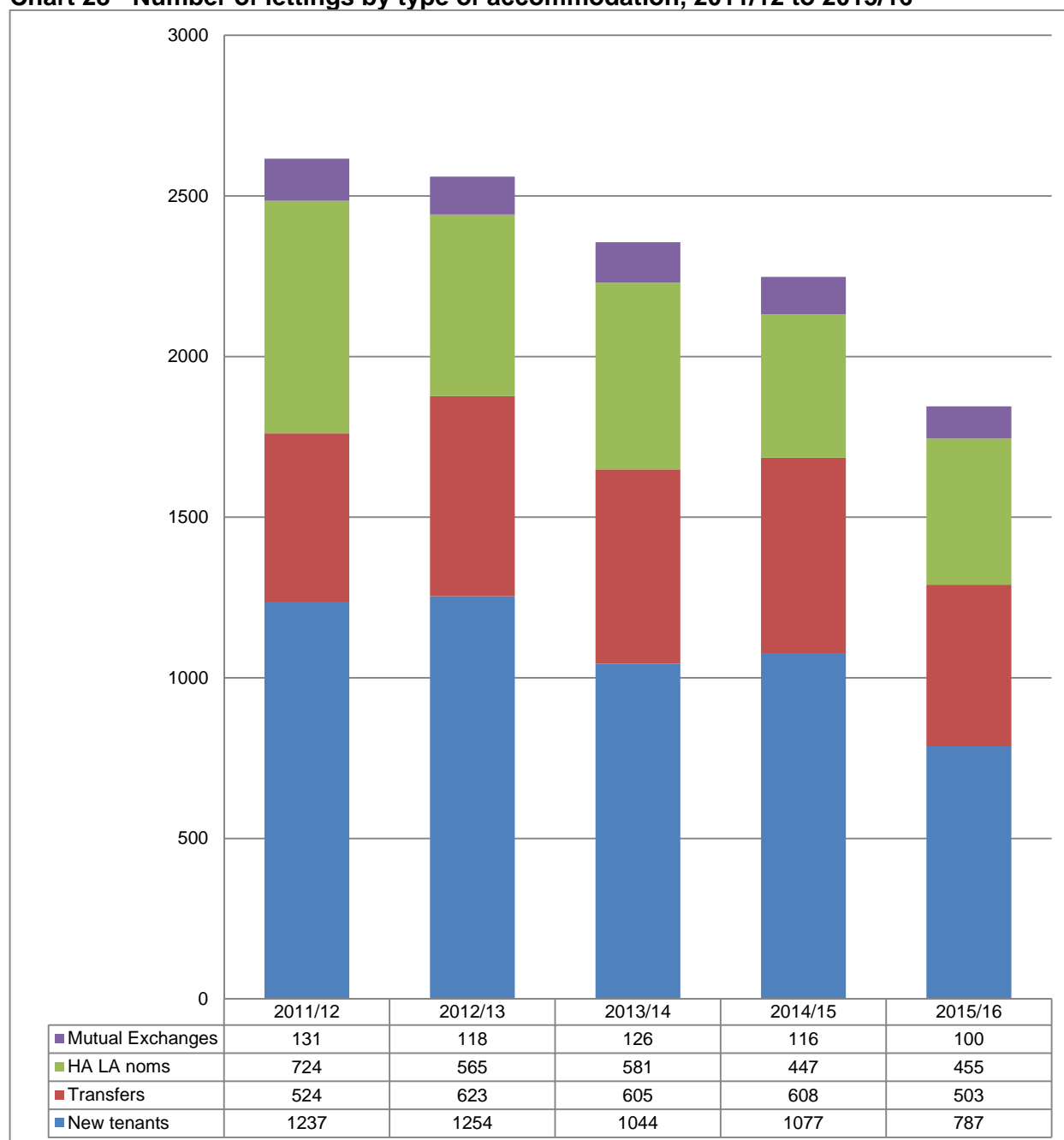


Source: LAHS/HSSA + Internal records

7.2.5 Lettings in Southwark

Once registered on the housing register, applicants use Southwark's choice based lettings service (*Homesearch*) to bid for a new home, although some homeless households are made direct offers. The graph below shows the number of lettings made by the Council to: new tenants; existing tenants (transfers); through a nomination to a Housing Association and through mutual exchanges. The total number of lettings the Council has been able to make each year has been falling since 2009/10 (3,030). Last year (2015/16) saw the fewest number of lettings on record (1,845 including nominations to housing associations and mutual exchanges).

Chart 28 - Number of lettings by type of accommodation, 2011/12 to 2015/16



Source: LAHS/HSSA + Internal records

The following table shows the number of lettings made to Southwark council homes in 2015/16 via *Homesearch*. Over half of the properties let were one bedroom properties:

Table 22 - Lettings to council stock via Homeseach (2015/16)

Band	BEDSIT	1 BED	2 BED	3 BED	4 BED+	TOTAL
Band 1	0	103	70	51	19	243
Band 2	23	88	44	36	4	195
Band 3	56	165	32	24	7	284
Band 4	2	4	1	4	0	11
Adapted Homes	0	17	9	7	1	34
Sheltered Homes	3	56	0	0	0	59
Other	0	2	1	1	1	5
TOTALS	84	435	157	123	32	831

Source: Internal records

*Band 4 lettings are likely to have been urgent management decision offers

A total of **384** lettings were made through direct offers in 2015/16, the majority of which were made to homeless households.

The following table show the number of successful nominations made to Southwark's *Tenant Management Organisations* in 2015/16:

Table 23 - Lettings to tenant management organisations (TMOs) (2015/16)

Band	BEDSIT	1 BED	2 BED	3 BED	4 BED +	TOTAL
Band 1	0	1	7	5	4	17
Band 2	1	3	5	2	0	11
Band 3	2	5	11	5	1	24
Band 4	1	1	0	0	0	2
Other	1	0	1	0	0	2
TOTALS	5	10	24	12	5	56

Source: Internal records

The table below shows successful nominations made to registered providers in 2015/16:

Table 24 - Lettings to registered providers (2015/16)

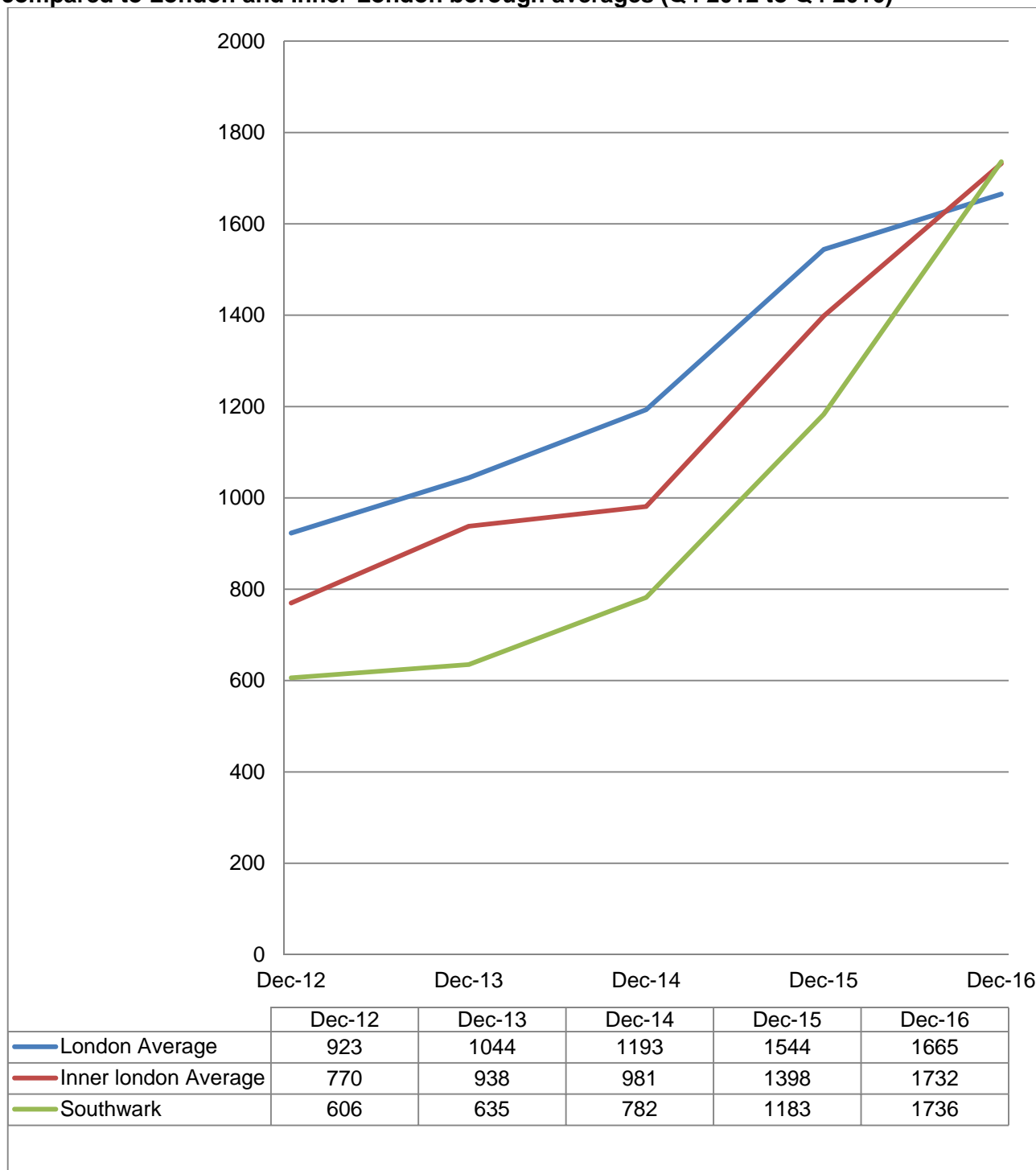
Band	BEDSIT	1 BED	2 BED	3 BED	4 BED+	TOTAL
Band 1	0	16	28	30	17	91
Band 2	2	18	26	13	6	65
Band 3	3	80	109	30	5	227
Band 4	0	1	1	0	0	2
Adapted Homes	0	6	16	14	1	37
Sheltered Homes	1	17	0	0	0	18
Other	0	3	15	1	0	19
TOTALS	6	141	195	88	24	462

Source: Annual Lettings Report 2015/16

7.2.6 Temporary accommodation (TA)

The chart below provides an analysis of all homeless households in temporary accommodation (TA). This includes statutorily homeless households and those with pending enquiries, or found to be intentionally homeless or awaiting review, appeal or referral. An increase in the number of households accepted as homeless in Southwark was noted in [section 1.3](#). The total number of households in TA in Southwark has almost doubled in the past two years.

Chart 29 – Number of homeless households in temporary accommodation in Southwark, compared to London and Inner-London borough averages (Q4 2012 to Q4 2016)



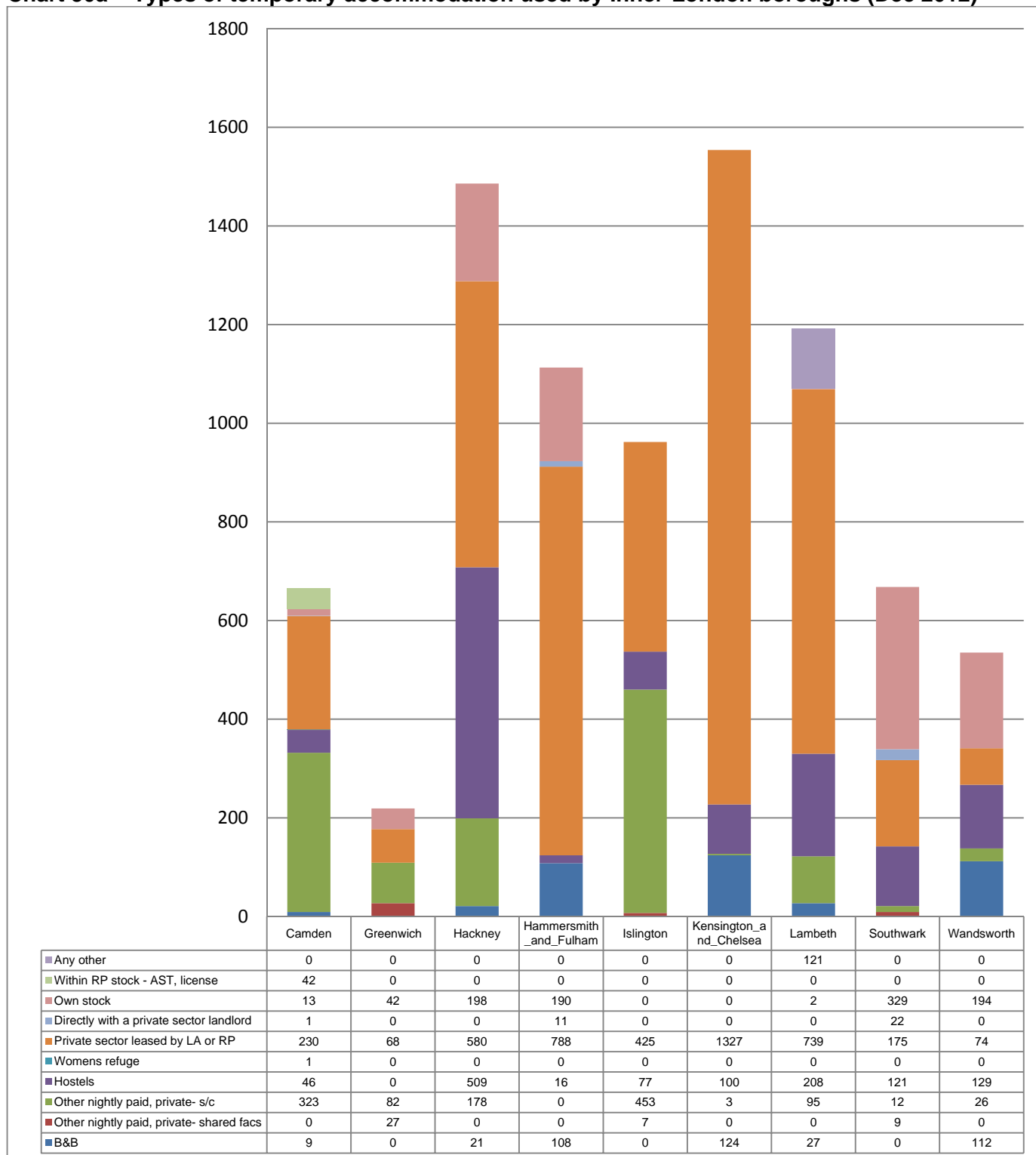
Source: P1E data, Internal records

*Inner-London boroughs include Camden, Greenwich, Hackney, Hammersmith & Fulham, Islington, Kensington & Chelsea, Lambeth, Lewisham, Southwark, Wandsworth and Westminster

The following charts provide a comparison between the different types of temporary accommodation (TA) being used by inner-London boroughs in December 2012 and December 2016.

Chart 30a shows that in 2012, inner London local authorities were most likely to use private sector leased accommodation as TA. Southwark however mostly used their own stock to house homeless households.

Chart 30a – Types of temporary accommodation used by Inner-London boroughs (Dec 2012)



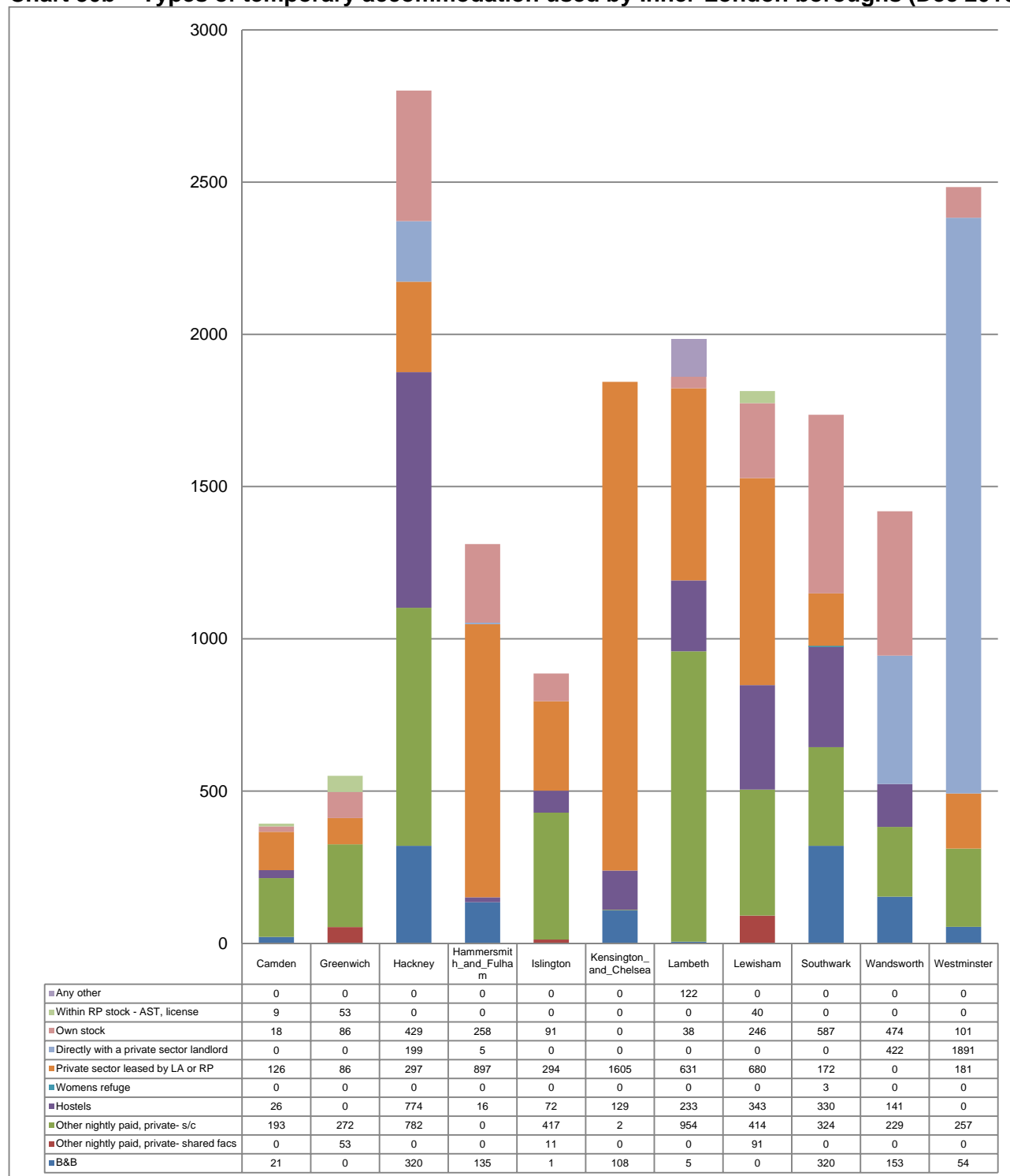
Source: P1E data, Internal records

*- Westminster and Lewisham did not submit complete P1E data for TA for December 2012.

Chart 30b shows that in December 2016 inner London local authorities were supporting many more homeless households, compared to 2012. Because of the increase in demand for TA, local authorities needed to acquire TA from alternative sources. Data from Westminster was not available for December 2012 but the 2016 data shows that unlike other authorities, most of their homeless households were placed with a private sector landlord.

Having reported zero households in B&B accommodation in previous years, Southwark had 320 households in B&B in December 2016.

Chart 30b – Types of temporary accommodation used by Inner-London boroughs (Dec 2016)



Source: P1E data, Internal records

7.2.7 Housing standards in the private rented sector

Mandatory licensing for Houses of Multiple Occupation (HMOs) already applies across England and Wales. Landlords of HMOs must be licensed if their property is:

- Three or more storeys high (a storey includes a basement, loft conversion and any storey comprising business premises);
- Contains five or more people in two or more households; and
- Contains shared facilities such as a kitchen, bathroom or toilet.

The private rented sector in Southwark has seen a rapid growth and an estimated 70,000 people now live in private rented homes, which equates to approximately a quarter of all residents. Whilst the majority of the sector provides decent well managed accommodation, there are problems associated with parts of the sector arising from poor management, poor property conditions and issues of anti-social behaviour.

In Southwark, two additional licensing schemes were implemented in January 2016:

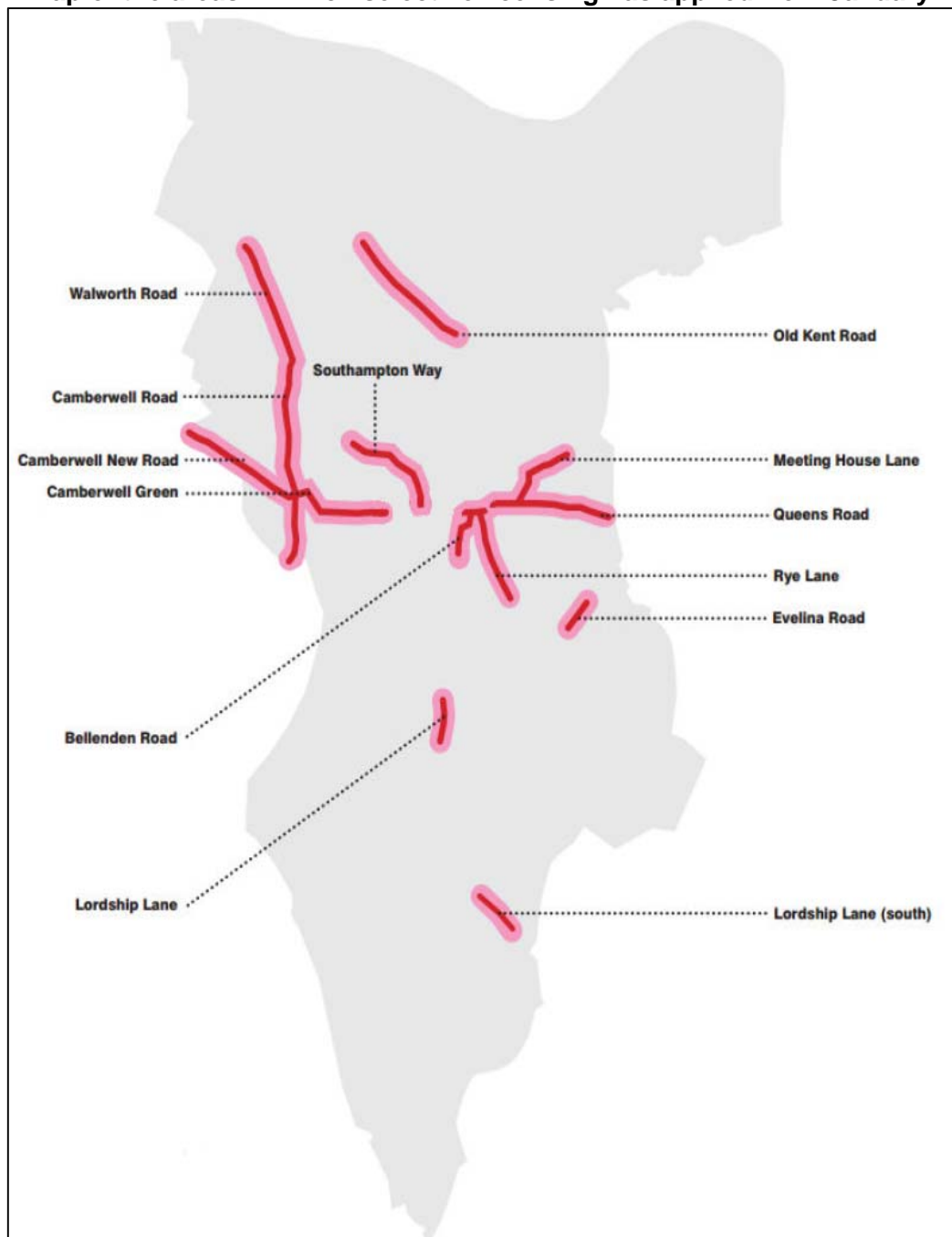
- An **additional licensing** scheme has extended HMO licensing to all HMOs in the borough. Every private rented property shared by three or more people who are not all related now needs to be licensed; an estimated 10,000 properties. The cost of a license is set at £250 per bedroom, although landlords that applied within the first six months of the scheme received a 20% discount, with a further 20% discount offered to accredited landlords.
- A **selective licensing** scheme now applies to certain parts of the borough, and extends property licensing to all private rented homes rented by an individual or single household. The cost of a license is £500 per property, although landlords that applied within the first six months of the scheme received a 20% discount, with a further 20% discount offered to accredited landlords.

The introduction of these schemes will help improve the quality and management of private rented properties in Southwark by:

- Providing greater confidence in the operation of Southwark's private rental market for both tenants and landlords;
- Working closely with both landlords and tenants to address anti-social behaviour in specific areas where the behaviour links to the private rented sector;
- Identifying and taking action in relation to small HMOs where overcrowding, poor quality conversions and subdivision are increasing;
- Driving up standards of tenancy management;
- Ensuring that there is a consistent level of responsible property management among private landlords and taking action against those landlords who persist in providing a poor standard of accommodation or whose tenants are causing persistent anti-social behaviour;
- Creating a level playing field and promoting an understanding among tenants about what they can reasonably expect from their landlord so they can make an informed choice.

The map below demonstrates the areas of the borough in which selective licensing has operated from January 2016:

Chart 31 – Map of the areas in which selective licensing has applied from January 2016



Source: Internal records

As of January 2017, licensing applications have now been received from around 2,000 of the borough's landlords. Of those properties that have been inspected so far, officers found that:

- 40% have some sort of hazard (HHSRS- Category 1 are serious or Category 2 all other)
- 23% of hazards are Category 1
- The most common hazard was fire safety

For the properties inspected for additional licensing (HMOs), the other commonly found hazards have been overcrowding, damp, electrical hazards and excess cold.

Under the selective scheme, for single households, the most common hazards were damp, excess cold, food safety and trip hazards.

7.3 Southwark's demographics

7.3.1 Population

Southwark is a densely populated, geographically small and narrow inner London borough that stretches from the banks of the river Thames to the beginning of suburban London south of Dulwich. The population is relatively young, ethnically diverse, with significant contrasts of poverty and wealth. There is wide distribution in educational achievement, access to employment and housing quality. Major regeneration programmes have been underway for some time leading to significant changes in landscape and population structure and this continues to be the case. Major health indicators such as mortality and life expectancy have improved, but there are significant inequalities in these indicators for people living in different parts of the borough.

The Census 2011 recorded Southwark's resident population at 288,200, which is an increase of 18% since 2001. The latest mid-year estimate (2015) estimated the population at 308,901. By 2039, it is estimated that Southwark's resident population will have grown by approximately 26% to 390,000 individuals. The adult population aged 18-64 is expected to see the largest growth followed by the <18 and 65+ population.

The population is highly mobile. 13% of residents move out of the borough and 13% move in each year. Those moving out are most likely to move to Lambeth and Lewisham. Movement within the borough has been high but is reducing.

Many people in their 20s and 30s come to work and live in the borough. Southwark's population is predominantly young: 42% are aged 20 to 39 years old compared with 35% in London and 27% in England; 58% of Southwark's population is aged 35 or under. Southwark has the 9th highest population density for boroughs in England and Wales.

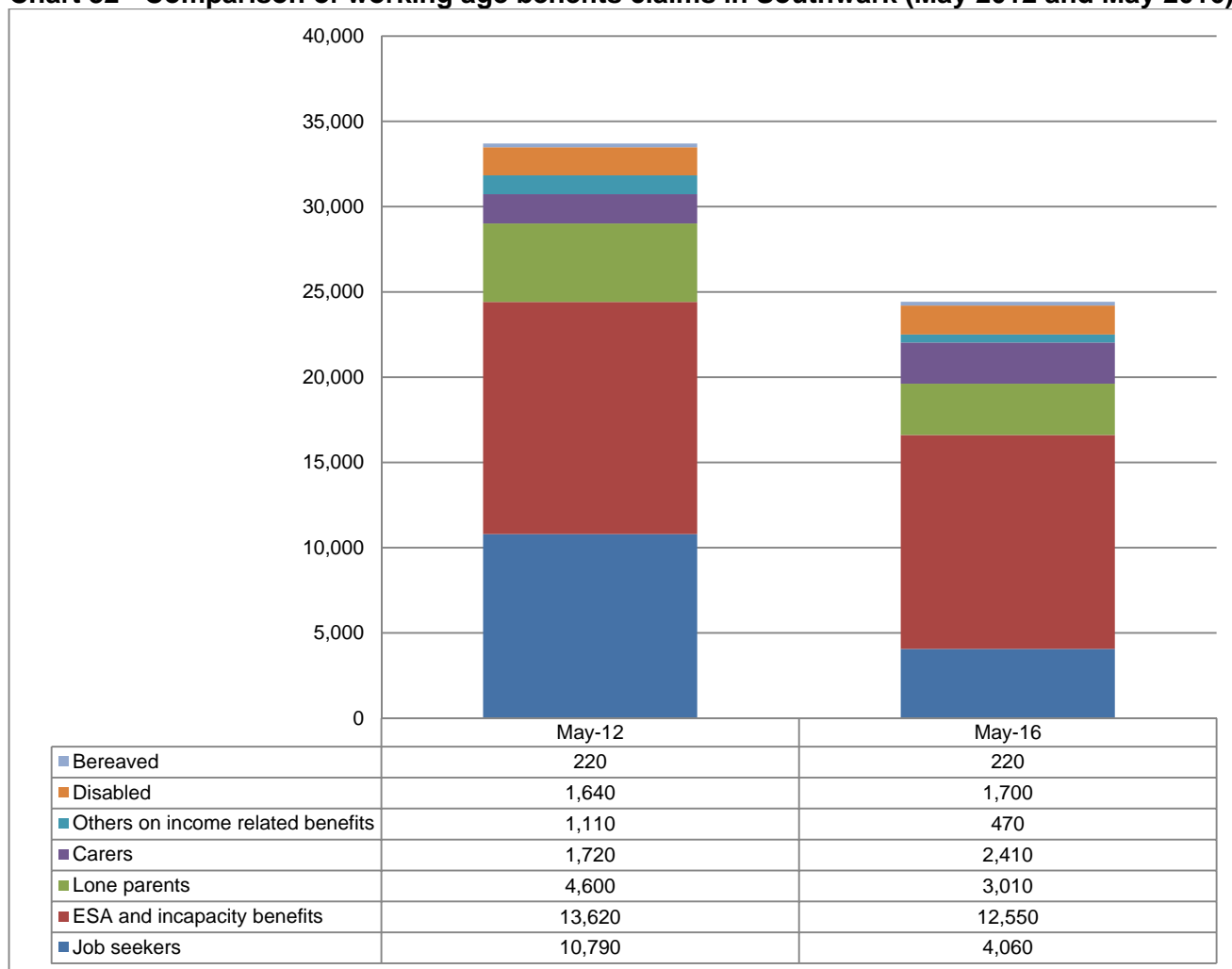
Southwark is ethnically diverse with the highest proportion of residents born in Africa in the country (12.9 per cent), as well as significant populations from Latin America, the Middle East, South East Asia and China. 75% of reception-age children are from Black and Minority Ethnic (BME) groups with over 120 languages spoken in Southwark. In 11% of households nobody speaks English as a first language.

7.3.2 Deprivation and poverty

In 2015, Southwark was ranked the 23rd most deprived local authority in England (out of 326) and the 9th most deprived borough in London (out of 33) according to The Index of Multiple Deprivation (IMD).

In September 2016 Southwark's unemployment rate was 6.9% compared to a London average of 6.0% and a national rate of 4.9% with 24,420 of working age residents (10.8%) claiming a key out of work benefit (these include JSA, ESA / Incapacity Benefit and other income related benefits).

Between May 2012 and May 2016 the number of working age benefit claimants in Southwark reduced by 28%. The data below shows that the main reduction has been in Job Seekers Allowance claimants with fewer than half the claimants in 2016, than in 2012.

Chart 32 - Comparison of working age benefits claims in Southwark (May 2012 and May 2016)

Source: NOMIS

Carers

According to the 2011 Census, 7.1% (20,725) of Southwark's residents were providing unpaid care for a family member or friend. Nearly a quarter of the unpaid carers (4,748) were providing more than 50 hours of unpaid care per week. A further 3,446 were providing 20 to 49 hours per week.

7.3.3 Health and wellbeing

Male life expectancy is 78.2 years compared to 78.5 years in England. Female life expectancy is 83.4 years compared to 82.5 years in England.

There is higher incidence of emergency hospital admissions due to alcohol related conditions, high rates of teenage pregnancy and HIV, high rate of premature deaths from cancer and cardio-vascular diseases and high prevalence of mental illness in the local population. Coronary heart disease, cancers and respiratory diseases remain the top three causes of death in the population. Disease prevalence models have shown that there are high numbers of undetected cases of diabetes, hypertension and heart disease in Southwark population. Socio-economic challenges such as unemployment and poor housing result in high rate of child poverty and social exclusion which subsequently contribute to poor physical and mental health manifesting health inequalities.

Groups most at risk of suffering from poor wellbeing include older women, older teenagers (particularly girls), people with a disability, people with a chronic illness, people in significant financial hardship and people who are unemployed (particularly men).

7.4 Welfare reform

The coalition Government introduced the Welfare Reform Act in 2013, in an attempt to “improve work incentives, simplify the benefits system and tackle administrative complexity”.

Measures in the Act included:

- a restriction of Housing Benefit entitlement for social housing tenants whose accommodation is larger than they need
- caps on the total amount of benefit that can be claimed.
- the introduction of Universal Credit, which would replace a number of means-tested benefits and tax credits
- the introduction of Personal Independence Payments to replace the current Disability Living Allowance
- a new system to increase Local Housing Allowance rates by the Consumer Price Index
- limits on the payment of contributory Employment and Support Allowance to a 12-month period

Additionally, prior to April 2013, local authorities administered a national council tax benefit scheme alongside claims for housing benefit on behalf of the DWP. From April 2013, council tax support was localised and local authorities were required to devise and administer their own systems of support for residents who required help with council tax costs. At the same time as localising support, the Government reduced the funding available to local authorities by 10%.

In 2016 the Welfare Reform and Work Act was enacted. This froze many working age benefits for four years from April 2016 including the local housing allowance. It also reduced the benefit cap in London down to £23k for couples and lone parents, and £15,410 for singles. This was rolled out from November 2016.

The measures above have now been put in place. This section of the review seeks to identify the number of residents affected by these changes. Officers have been working with the voluntary sector and residents to mitigate for the drop in income that has led to hardship for some residents. For an explanation about how these measures affect individuals' claims please see the [Citizens Advice website](#)⁷.

The DWP has worked with officers at Southwark providing regular updates and giving feedback on the issues that residents are experiencing. They found that the number of Housing Benefit claimants living in social sector tenancies reduced by 3,047 between April 2016 and January 2017. This represents a 9.8% reduction in this section of the caseload. This is partly due to claimants entering work and no longer claiming Housing Benefit or not being entitled to claim because their income is too high. Also, the roll-out of Universal Credit has affected the Housing Benefit caseload as new claims for support with housing costs are being made through Universal Credit.

The number of Housing Benefit claimants living in private sector tenancies reduced by 673 between April 2016 and January 2017. This represents a 17% reduction in this section of the caseload. Unaffordable rents and increasing numbers of landlord possession orders are likely to have reduced the private sector HB caseload.

7.4.1 Social rented sector size criteria

In April 2013 the government introduced new housing benefit rules that affect working age social tenants. The rules restrict the size of property that housing benefit will cover by allowing one bedroom for each person or couple living in a household.

⁷ <https://www.citizensadvice.org.uk/benefits/changes-to-welfare-benefits/welfare-benefits-reform-what-do-the-changes-mean/>

If according to these rules there are more bedrooms than is necessary for the benefit household, the amount of housing benefit in payment will be reduced as follows:

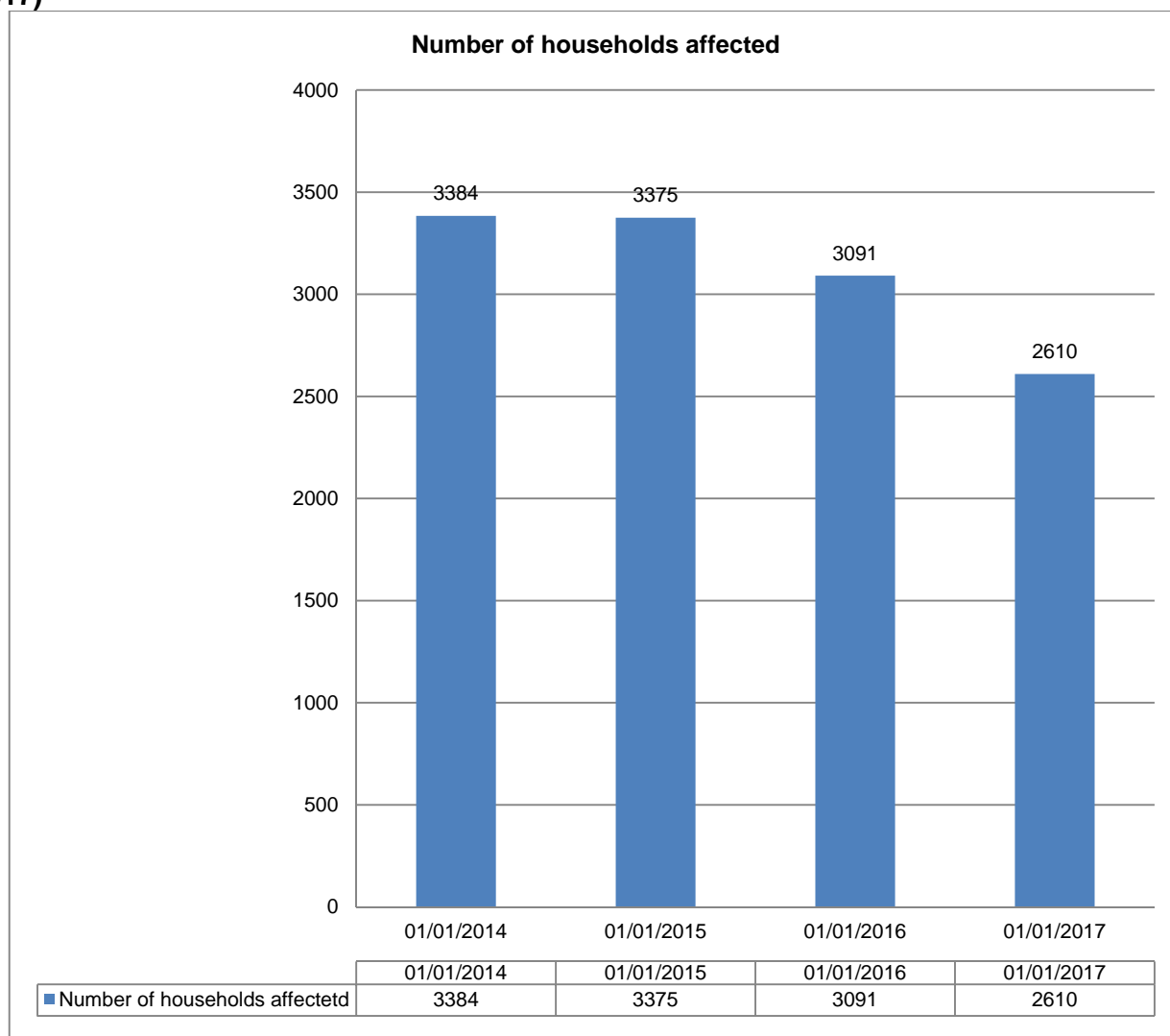
- If there is one spare bedroom a **14 per cent** reduction will be applied
- If there are two or more spare bedrooms a **25 per cent** reduction will be applied

Due to the way in which housing benefit is calculated, those in receipt of partial housing benefit (where only part of the rent costs are covered by an award of housing benefit) will see a reduction that is slightly higher than those stated above.

Some exemptions from this rule apply for those in exempt accommodation, foster families, households with disabled children, those who are recently bereaved, the armed forces and those with student children.

As of January 2017, the number of households affected by the “bedroom tax” (Social Sector Size Criteria) was 2,610. This figure has reduced by 2,105 since April 2013 and is illustrated in the following chart:

Chart 33 – Social tenants affected by social rented size criteria in Southwark (Jan 2014- Jan 2017)



Source: Internal records

The impact of this policy on Southwark's residents in terms of weekly loss of income is as follows:

Table 25a – Social tenants affected by social rented size criteria in Southwark- Tenancy type (Jan 2017)

Tenancy type	Number of households affected	Average weekly loss of Housing benefit (£)
Council	1,819	19.49
Housing Association	791	23.74
Total / Average	2,610	20.78

Source: Internal records

Of those social tenants affected, **1,819** were council tenants and **791** were tenants of a housing association or other social sector tenants. The average weekly deduction taken from tenant's housing benefit award was **£20.78**. The smallest weekly deduction was **£7.66** and the largest was **£57.94**. Most of those affected had their housing benefit reduced for having one additional bedroom.

Table 25b – Social tenants affected by social rented size criteria in Southwark- Deduction type (Jan 2017)

Deduction type	Number of social tenants affected
14% for 1 extra bedroom	1,998
25% for 2 or more extra bedrooms	612
Total number affected	2,610

Source: Internal records

7.4.2 Welfare benefit cap

If households receive more than the capped amounts in total benefits income, their housing benefit award is reduced to bring their overall benefit income down to the benefit cap level. A range of benefits contribute to the benefit cap and exemptions apply for households in full time employment or with a disability status.

In autumn 2013, the Government rolled out the welfare benefit cap to Southwark's residents. The benefit cap introduced a limit on the overall amount of benefit that working age households can receive. Initially the cap was as follows:

- Couples, families and single parents can claim a maximum of **£500 per week** in benefits.
- Single people can claim a maximum of **£350 per week** in benefits.

From November 2016 the benefit cap was reduced. For claimants in London:

- Couples, families and single parents can now only claim a maximum of **£442.31 per week** in benefits.
- Single people can now only claim a maximum of **£296.35 per week** in benefits.

The number of residents that were affected by the cap in January 2017 was **347**. The average weekly deduction taken from tenant's housing benefit award was **£53.19**.

Table 26 – Southwark residents affected by the welfare benefit cap (Jan 2017)

Tenancy type	Number of households affected	Average weekly loss of Housing benefit (£)
Council	99	49.84
Council - Temporary	28	83.67
Housing association	101	52.15
Private - LHA	104	50.69
Private - Other	15	42.79
Total / Average	347	53.19

Source: Internal records

7.4.3 Universal credit

Universal Credit (UC) full service was introduced in Southwark in November 2015 with expansion to cover most Southwark postcodes by November 2016. UC replaces working age means tested benefits and tax credits, including housing benefit, for 'new claims'. It is a single monthly payment of benefit, including any help towards housing costs, directly to the claimant. It is assessed on a monthly basis and it is the circumstances at the point of assessment that determine the award.

In January 2017, the following numbers of households were in receipt of Universal Credit:

Table 27- Households in receipt of Universal Credit

	Dec-16			Jan-17		
Employment Type	Not in employment	In employment	Total	Not in employment	In employment	Total
Southwark Total	3,789	1,837	5,624	4,525	1,955	6,477
National Total	253,274	180,579	433,848	273,536	173,304	446,838

Source: DWP stat-xplore

The introduction of UC has presented a challenge for rent collection both in temporary accommodation and general needs housing. Ongoing analysis suggests that rent arrears levels of those moving to UC have increased. Issues include delays in the inclusion of housing costs in a UC award and duplicate requests to verify rent costs for social tenants. For nightly paid temporary accommodation, housing costs are often not being included as the claimant has left the property before the first payment is calculated. The council has commissioned independent research into the effects of UC on rent collection with a final report due in the summer of 2017.

The Government are considering whether some forms of temporary accommodation, provided by local authorities under their statutory homelessness duties should be met outside UC in the medium term and potentially outside the benefit system over the longer term.

Private landlords will understandably have similar concerns over their tenants' ability to pay their rent and there is some evidence that landlords are choosing not to let to those on benefits for this reason.

7.4.4 Localisation of council tax support

When council tax support was localised in 2013 pensioners were protected from any reduction in the support that they received whilst working age recipients in Southwark received less support as a result of the reduction in funding from central Government.

36,184 households that were in receipt of Council Tax Benefit up until April 2013 were required to pay some Council Tax from April. Data from January 2017 shows that 27,772 households now benefit from the Council's Council Tax reduction scheme.

7.4.5 Personal independent payments (PIP)

From April 2013, working-age recipients of disability living allowance (DLA) have been being reassessed for personal independence payments (PIP). Those under 16 years of age and over 65 years of age are unaffected by this change.

The transition from DLA to PIP has not been easy for many disabled people as many of those transferring have not been made PIP awards. Data from April 2016 showed that of the 1,530,300 new claims made for PIP since April 2013, only 47% of those applying under the normal rules had been made awards. Claimants that wish to appeal against a decision must first ask the DWP for a mandatory reconsideration before lodging an appeal with the courts.

The process has been frustrating for claimants as there have clearly been issues with assessing people. 63% of appeals have been successful but the temporary shortfall of income can cause real hardship for these already vulnerable residents. Additionally, many customers are often unaware of the changes in the descriptors for PIP and are of the belief that as their condition has not changed they will just transfer over.

In Southwark, 49% of decided applications have been awarded a PIP payment. As of March 2017 the current PIP caseload for Southwark is as follows:

Table 28 – PIP caseload in Southwark (Mar 2017)

PIP case type	Number of cases in payment
Normal rules	2,871
SRTI (Special rules for terminally ill)	62

Source: DWP

It is not only the loss of the income from the DLA that can affect household income of disabled residents, but the impact it can potentially have on other benefits: for instance the loss of the Severe Disability Premium (£61.85 per week) or the loss of a carer's income if someone had been eligible for Carers Allowance. Furthermore, unsuccessful claimants may see a reduction in their entitlement to means tested benefits. This will also affect the customer's automatic entitlement to access disabled travel schemes.

7.4.6 Benefit changes subject to take effect from April 2017

The following list summarises the changes to the benefits system taking place after April 2017 that are likely to affect residents' incomes:

- a two child limit for new Child Tax credits claims
- a two child limit for Universal credit claimants
- a two child limit for Housing Benefit claimants
- the removal of automatic entitlement for the housing element of Universal Credit for unemployed 18-21 year olds.

Southwark has been engaging with other housing providers and the voluntary sector in the borough to understand how many families and young people will be affected, what the impacts will be and what support the council and its partners can offer.

The Government has planned to cap social sector housing benefit (or the housing element of Universal Credit) to the Local Housing Allowance rate from April 2019. This includes applying the shared accommodation rate for under 35s. Some social landlords in Southwark have already indicated that they will offer these residents assured shorthold tenancies, rather than secure tenancies, as there is a higher risk they will have problems paying their rent than those in receipt of full housing benefit.

The Government plans to restrict all housing benefit payments to the maximum local LHA amount will make providing supported and sheltered housing in the borough very difficult. There will be a local authority administered top up fund but there is concern whether funding will be sufficient going forward.

Details about other policies have yet to be made clear. The Housing and Planning Act 2016 required councils to introduce fixed term tenancies for its tenants. Government guidance on how this should be carried out is yet to be published.

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Southwark Homelessness Strategy Action Plan 2018-22

All actions will be led by Project & Change Management team in Housing solutions.

Priority One: Homelessness prevention.

We will deliver a leading prevention service through the early adopter trailblazer project in preparation of meeting the aims and intentions of the Homelessness Reduction Act.

Reference	Description of issue	Action	Timeframe
1.1	Meet all the aims set out in the trailblazer prevention delivery plan.	Follow the latest version of the detailed Southwark Prevention Trailblazer delivery plan and meet all of the specific targets.	Overall timeframe of November 2018. Dates set for each item on the project.
1.2	Eliminate usage of shared B&Bs for homeless families and under 18s.	Achieve the NPSS gold challenge	October 2019.
1.3	Ensuring our service is assessed with transparency, by being reviewed by an independent advocacy body.	Shelter to continue annual review of our homelessness service.	Annual review with quarterly updates published online.
1.4	Ensure the Flexible Homelessness Support Grant is used effectively to reduce the number of households living in temporary accommodation.	Produce and deliver a report on how effectively the FHSP funding has been utilised.	April 2019.
1.5	Contribute to the national approach of homelessness reduction by evaluating the impact of the prevention trailblazer in Southwark.	Sharing our findings with DCLG, our peers and partners at events, forums and meetings.	Ongoing through to end of 2018.

1.6	Develop improved understanding of why some BME communities are disproportionately represented within homelessness services together with the development of appropriate early intervention and prevention measures to address this over representation.	Improve our customer insight through focus group involvement and improved data collection. Develop appropriate early intervention and prevention measures to address this over representation.	Focus groups held beginning in early 2018 and new prevention measures assessed and implemented by March 2019.
1.7	Ensure we are compliant with the Homelessness Reduction Act 2017 when it comes in to force in April 2018.	Review the final version of the Code of Guidance and update our working practices and strategy where necessary. Staff to continue to attend training on the HRA17 when the opportunities arise.	As soon as the final version of the guidance is released, a group will be established to review the revisions and put in place steps to ensure compliance. The strategy will be updated where necessary upon this outcome as soon as practicably possible.
1.8	Social services and homelessness working together in partnership to provide an increasingly effective service.	Longer term the council is developing plans to co-locate homelessness and social services at a new central site in the borough. These plans will build on the good foundations that the services have developed together and reflect a one-council mind set where all services are working closely together to produce the best outcomes.	Anticipated new site will be occupied by services by late 2019, early 2020.
1.9	Homeless prevention pathways and advice for all cohorts.	Develop homelessness LGBT online advice and review advice and accessibility for physical disability cohort.	LGBT and physical disability online advice published by November 2018.
1.10	Ensure the council works cohesively to resolve and prevent homelessness.	Expanding on the work initiated from the TA Board, continue to hold frequent strategic cross-departmental meetings.	Meetings to be held on a monthly basis.

		Multi-agency workshops to address anti-social behaviour by improving understanding of emerging issues and finding solutions to address these.	Workshops to commence from April 2018.
1.11	Tackle youth homelessness	Co-ordination of related programmes under the over-arching 16+ project. In particular, the 16+ Programme, the Care Leavers Partnership Programme and the 16+ Housing Strategy.	Ongoing cross-departmental monthly meetings have commenced and are ongoing.
1.12	Managers to demonstrate leadership and represent the <i>Southwark Ways of Working</i> to provide an excellent customer-centred approach to tackling homelessness.	Aiming for all Housing Solutions management to complete training for a recognised leadership qualification. Officers will also be encouraged to complete the training. The homelessness service will generally encourage staff to take relevant developmental and skills training at every opportunity.	All leaders and managers in Housing Solutions to have commenced a qualification by September 2019.

Priority Two: Tackle rough sleeping.

We will use the Rough Sleeping Prevention Trailblazer funding to continue to make even more progress at tackling rough sleeping in Southwark.

Reference	Description of issue	Action	Timeframe
2.1	Aim to eliminate rough sleeping in the borough in collaboration with partner agencies St Mungo's and No Second Night Out.	Introduce Housing First and No First Night Out models.	By 2020.
2.2	Aim to eliminate rough sleeping in the borough.	Work with our partner St Mungo's to help those from outside the UK to access available services, accommodation and legal advice or supported reconnection to	Ongoing basis.

		their country of origin.	
2.3	Meet all the aims set out in the trailblazer rough sleeper action plan	Follow the latest version of the detailed Rough sleeping prevention trailblazer pilot action plan and meet all of the specific targets.	By December 2019.
2.4	Improve our signposting, information and advice for rough sleepers.	Invite partner organisations to provide presentations on their work at the Southwark Homelessness Forum and task and finish groups to facilitate signposting.	Ongoing basis.
2.5	Continue to support the rough sleeping prevention and outreach work of agencies and partners.	Through the commissioning process provide best value to the borough.	Ongoing basis.
2.6	Act as a leading good practice borough on eliminating rough sleeping.	Monitor progress of the Rough Sleeping Advisory Panel, look for opportunities to contribute to national policy and implement good practice following advice from the panel.	During the duration of the Rough Sleeping Advisory Panel.
2.7	Improve the knowledge of the latest homelessness legislation for partnership agencies to assist tackling and preventing rough sleeping.	Expand access to the Housing and Social Care Partnership Board to include Public Health. Identify gaps in services that require more training on the new homelessness legislation and deliver the training to key personnel for dissemination.	Achieve by December 2018. Achieve by February 2019.
2.8	Meet all the aims of the Rough Sleeping Initiative Grant bid	Develop a project plan for the Rough Sleeping Initiative Grant bid and meet all of the specific targets.	Project plan in place by October 2018
2.9	Feedback during the public engagement period from the Drug and	Arrange initial meeting with DAAT and Housing Solutions.	Arrange initial meeting by February 2019.

	Alcohol Action Team (DAAT) suggested that given the complexity of the issue about people with mental health and substance use issues sleeping rough, it would be beneficial for DAAT to meet with Housing Solutions to explore if there is more that can be done to ensure this cohort are getting their needs met.	Identify service and information gaps and develop action plan to deliver possible improvements.	Confirm new arrangements by June 2019.
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Priority Three: Vulnerability and Health.

We will ensure our services remain accessible to the most vulnerable households and can support those who need it most, such as those affected by domestic abuse.

We aim to increase the resilience of households and communities, equip them with the necessary skills to prevent crises, such as homelessness, before they occur.

We will end the use of nightly rate (bed and breakfast style) temporary accommodation with shared facilities for homeless families.

Reference	Description of issue	Action	Timeframe
3.1	We aim to improve our digital platforms so that most households choose this out of preference for their convenience which also assists us with managing a growing demand.	Develop digital platforms for housing solutions, improved information on web pages, further integration for homelessness applications, online Personal Housing Plans and exploring other digital possibilities.	March 2020.
3.2	Ensure digital inclusion requirements of customers continue to be taken into account.	We will continue to provide a full range of ways to approach and access the services.	Ongoing.

3.3	Target mental health as a priority area for homelessness prevention.	<p>Housing Solutions will work cross-departmentally by formalising and extending multi-agency meetings with increased regularity.</p> <p>Housing Solutions will work with Public Health and Adult Social Services to provide resilience and wellbeing training for staff and partners.</p> <p>We will develop champions to further embed mental health, wellbeing and resilience into the culture of our homelessness services.</p>	By March 2018 and periodically thereafter.
3.4	Ensure pathways for people to move out of supported housing are identified.	Work with supported housing providers, private and social landlords.	Ongoing.
3.5	Assess the impact of the policies upon people threatened by or actually homeless.	Refresh the housing allocations scheme and review regularly.	Every two years with refreshed scheme published in 2018.
3.6	Ensure the Hospital Discharge Protocol meets the needs of the individual and agencies as it is working across all hospital areas.	Review the Hospital Discharge Protocol	By February 2019.
3.7	Target of zero homeless families in shared nightly rate temporary accommodation. Reduce the usage of self-contained	<p>Developing other supplies of temporary and permanent accommodation.</p> <p>Work with a micro focus to avoid nightly rate placements and end them quickly when</p>	From September 2018 onwards.

	nightly rate accommodation.	they occur.	
3.8	Address areas for service improvement.	Continue to monitor customer satisfaction and equalities data and collect feedback.	Annual review of equalities and satisfaction data.
3.9	Ensure services are in place to assist prisoners as soon as they have said they have no fixed abode (NFA) to prevent homelessness when released.	We will review our Service Level Agreements and partnership working to assess any areas of weakness and look to address this.	By March 2019.
3.10	Raise awareness about the housing options and the reality and risks of homelessness.	Assess current outreach work by partners in the borough. Develop and confirm Southwark's involvement with the aim to raise awareness within secondary schools, sixth forms and colleges on the realities of homelessness.	Assessments to be completed by June 2020. Decision and approach confirmed August 2020. Active involvement with outreach work to commence late 2020.
3.11	Provide a sensitive and high quality service to domestic abuse survivors.	Review the findings from the domestic abuse mystery shopping exercise from 2017 and produce an action plan to provide the best possible service in one of our most sensitive areas of work. We also plan to conduct a further mystery shopping exercise to reassess our performance.	Review findings and produce an action plan by December 2018. Conduct follow up exercise in late 2018 or early 2019 in conjunction with partner's timetables.
3.12	Sensitively resolve and assist with domestic abuse cases with specialist knowledge and liaise between council services.	Develop a domestic abuse specialist based in the Integrated Homelessness Team with an understanding of mental health, social services and homelessness.	September 2018.
3.13	Reducing the impacts on victims of domestic abuse. Increase the numbers of domestic abuse survivors able to stay in their own home, where safe to	Raise awareness and identify training opportunities across the Council, in particular with Housing Case Workers and Resident Services Officers. To identify signs	Identify appropriate channels to convey options - September 2018. Training or information provided from

	do so.	of domestic abuse, carry out risk assessments and available options for potential victims including sanctuary schemes and legal remedies such as how to obtain injunctions and Non Molestation Orders.	December 2018.
3.14	The Drug and Alcohol Action Team (DAAT) clients go through expensive residential substance use treatment options often do not have suitable housing to return to. These would be small numbers annually, but it represents a gap in service provision that could be better provided for.	Set up meeting between Housing Solutions and the DAAT to clarify and develop, if necessary, joined up working agreements. Tie in item with 2.9.	Arrange initial meeting by February 2019. Confirm new arrangements by June 2019.

Priority Four: Responding to the local housing market.

We will respond to the challenging local housing market conditions by working collaboratively with, and offering advice and support to, households and landlords to develop suitable private rented sector offers for all client groups.

Reference	Description of issue	Action	Timeframe
4.1	Ensure our policies remain relevant to ongoing homelessness and housing context.	Review procurement and placements policies.	Annual review with an ongoing commitment to update as necessary.
4.2	Assisting households to secure settled accommodation.	Explore the best options for utilising the Private Rented Sector with the incentives of longer term tenancies. Promote the private rented sector as a viable housing option.	Ongoing.

4.3	Identify solutions for reducing usage of temporary accommodation, in particular nightly rate and hostel.	Consider adopting powers under the Localism Act for implementing a policy and procedure for discharging duty into the private rented sector where appropriate. Explore the possibility of developing new accommodation supply through investment funding and setting up joint ventures.	November 2018 to develop a report for senior management and political consideration. January 2019 to develop a report and scope out recommendations and next steps.
4.4	Ensure the new resettlement service is functioning effectively and supporting households in the private rented sector.	Review the resettlement service and seek feedback from households placed outside of Southwark as a last resort where no accommodation could be secured in borough.	March 2019, once resettlement service has been established and outcomes can be assessed.
4.5	Ensure we have a clear and transparent process for prioritising households for temporary and permanent accommodation acquired by the Procurement team.	Procurement team to develop and agree with all referring teams on a prioritisation process.	Process in place by December 2018.
4.6	Identify efficiency savings in accommodation procurement.	Work together to maximise the market power of councils to procure accommodation at a reasonable price. Working with London Ventures to develop a property listing platform solution.	Ongoing, timetable led by London Ventures.
4.7	Identify ways of maintaining tenancies.	Begin monitor tenancy sustainment where we have placed households into the private rented sector and use the data to revise our policies accordingly.	September 2018 – conduct research, develop report and identify issues. Follow up plan developed, as required. Repeat annually.

4.8	Maximise the number of empty homes brought back into usage to provide more accommodation supply in the borough.	<p>Refresh the Empty Homes Policy with the aim of improving the packages on offer to encourage more landlords to bring empty properties back into use.</p> <p>Work to identify and make best use of empty homes where possible, such as using empty homes for temporary accommodation.</p>	<p>Policy to be produced in 2018.</p> <p>Ongoing.</p>
4.9	Increase the profile of the Private Rented Sector Procurement Team to attract new business.	Expand how we access the landlord market by attending local property auctions, investment shows and developing online and media content.	<p>In 2018 – aim to begin attending external events.</p> <p>Summer 2019 – Online media content commenced.</p>
4.10	Look to improve the quality and value for money of the temporary accommodation provided for no recourse to public funds (NRPF) households.	Get a clearer picture of the cost and type of accommodation used for housing NRPF households and agree moves to better quality and better value for money temporary accommodation.	<p>Complete reconciliation of data by March 2019.</p> <p>Identify and prioritise cases for moves by May 2019.</p>
4.11	Addressing the regional chronic housing shortage with a joined up approach.	<p>Work in partnership with London Ventures to explore and develop initiatives for London-wide procurement of temporary accommodation and private sector rental accommodation.</p> <p>Develop accessible online platforms, specifically for homeless households to assist self-serve property finding, empowering households to resolve their own homelessness and improving service efficiency.</p>	<p>2018 onwards.</p>

4.12	Overcome obstacles preventing households from resolving the threat of homelessness where they are unable to afford a deposit to secure a private rental property.	Work in partnership with London Ventures to develop a transition insurance product. Transition Insurance is being considered as an alternative to a rent deposit for some households. The challenge is to develop a product that appeals to landlords, tenants and local authorities assisting in homelessness prevention.	Finalise by October 2018 and introduce into our service by November 2018.
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Priority Five: Responding to the Welfare Reforms.

We will work closely in partnership with support agencies and local services to offer solutions that ensure households are able to maintain tenancies and their homes sustainably.

Reference	Description of issue	Action	Timeframe
5.1	Support proposals which could alleviate homelessness and oppose those that may have unintended consequences which may increase the risk of homelessness.	Contribute to consultations on national policy relating to homelessness, including collaborating with partners and regional bodies. Disseminate trailblazer findings.	Ongoing.
5.2	Assisting households affected by the Welfare Reforms.	Continue to hold Welfare Reform Events. We will identify households who are likely to become affected by, or are already affected by, Welfare Reform and conduct outreach work to find the best solutions for each case.	Bi-annual events.
5.3	Help tenants cope with housing costs.	Ensure 100% of DHP is spent and managed throughout the year. This is achieved by having a fair and clear policy on how the	Monthly monitoring of spend.

		fund is spent.	
5.4	Disseminate information from the council to landlords and share good practice.	Continue to hold the Landlords Forum.	Bi-annual events.
5.5	Keep landlords engaged with the benefits of working in partnership with the council and improving the conditions of their tenancies and properties.	Send regular e-bulletins to landlords and agents on our circulation list.	Twice yearly in tandem with bi-annual landlord events.
5.6	Identify households affected by welfare reform and provide targeted support and advice.	Work with agencies, such as the Job Centre Plus, to help with budgeting and finding alternative solutions to housing needs (for example, providing a deposit so that households can move into a more affordable property, finding employment, downsizing through Smart Move or Mutual Exchange schemes).	Ongoing.
5.7	Help homeless people to raise their aspirations and help them to access employment, education and training.	Ensure that homeless services work with agencies such as Southwark Works to actively engage with homeless people.	Ongoing.
5.8	Minimise the number of avoidable rent arrears evictions in the borough.	Manage the Rent Arrears Fund, which provides a maximum payment of £500 to stop landlords evicting tenants because of rent arrears.	Ongoing.
5.9	Develop partnerships to help support the work of Housing Solutions.	Develop a comprehensive record of current agencies and support services locally and identify agencies to develop working arrangements with.	Comprehensive record produced by December 2018 and new arrangements agreed by June 2019.
5.10	Agree priority assistance with our partners for homeless households, including those threatened with homelessness.	Assess current Service Level Agreements (SLAs) and develop new ones with our partners.	New arrangements in place by Winter 2019.

5.11	Ensure an effective process is in place for the new 'duty to refer' set out in the Homelessness Reduction Act.	Engage with public bodies and local agencies to develop local protocols and referral arrangements.	New process in place by April 2018 (the commencement of the Act). Review and complete any refinements by October 2018.
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Working together to prevent homelessness in Southwark: Summary report

This report was created on Wednesday 08 August 2018 at 14:36.

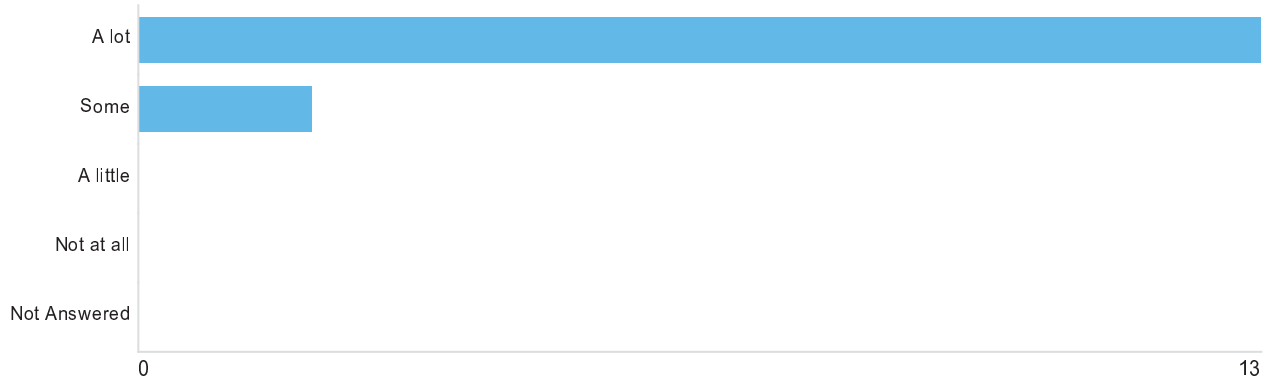
The consultation ran from 21/06/2018 to 02/08/2018.

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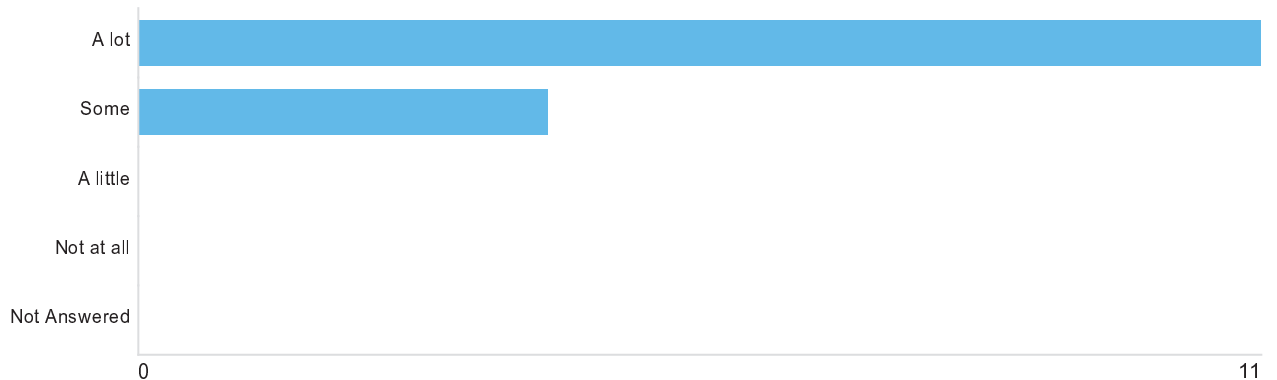
Question 1: To what extent do you agree with our 3 main strategic objectives?

3 main strategic objectives - To offer a high quality and innovative service to homeless households and households threatened with homelessness



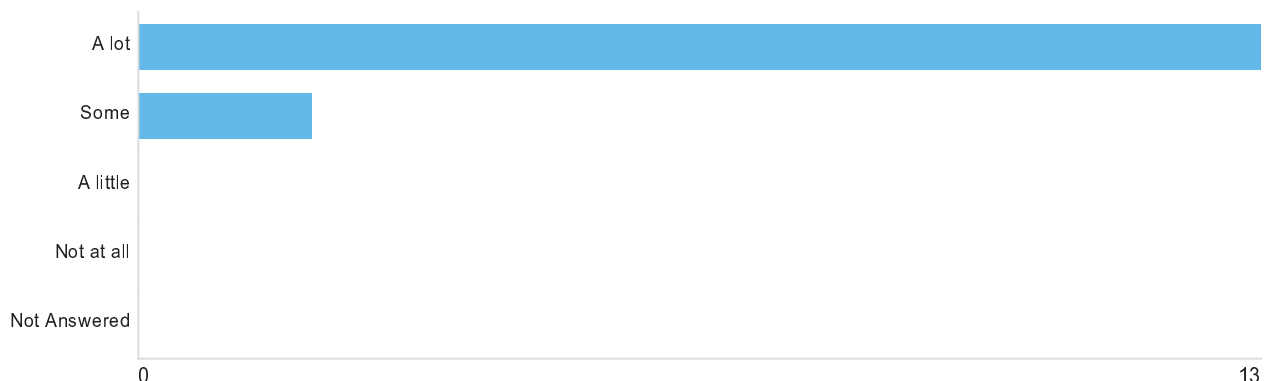
Option	Total	Percent
A lot	13	86.67%
Some	2	13.33%
A little	0	0%
Not at all	0	0%
Not Answered	0	0%

3 main strategic objectives - To use our position as a leading trailblazer authority to make a positive contribution to national policy around homelessness and welfare reform



Option	Total	Percent
A lot	11	73.33%
Some	4	26.67%
A little	0	0%
Not at all	0	0%
Not Answered	0	0%

3 main strategic objectives - To work collaboratively in finding long-term housing solutions for people threatened with homelessness



Option	Total	Percent
A lot	13	86.67%
Some	2	13.33%
A little	0	0%
Not at all	0	0%
Not Answered	0	0%

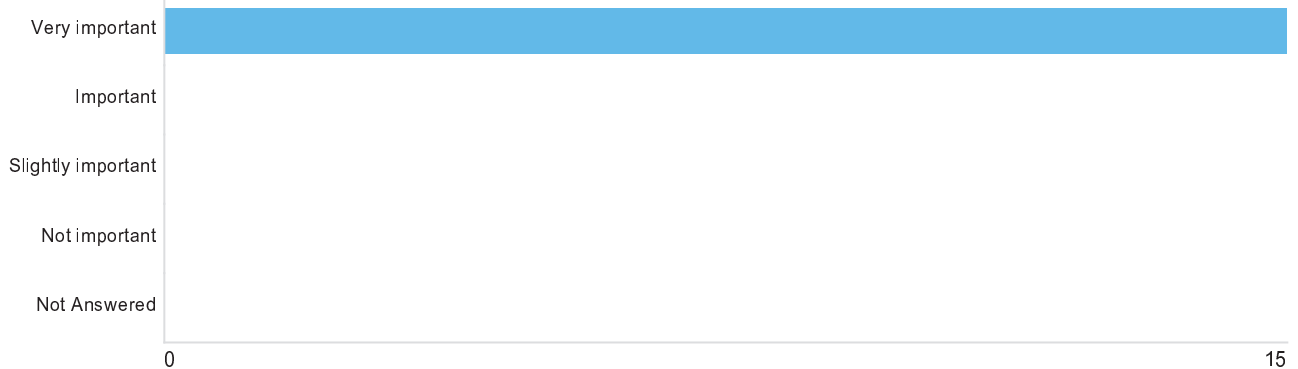
Question 2: Do you have any comments about these objectives?

Comments on objectives

There were 8 responses to this part of the question.

Question 3: Our priorities for tackling homelessness and wellbeing in Southwark are listed below. Please let us know how important each of these are to you?

Priorities - 1 - Homelessness prevention



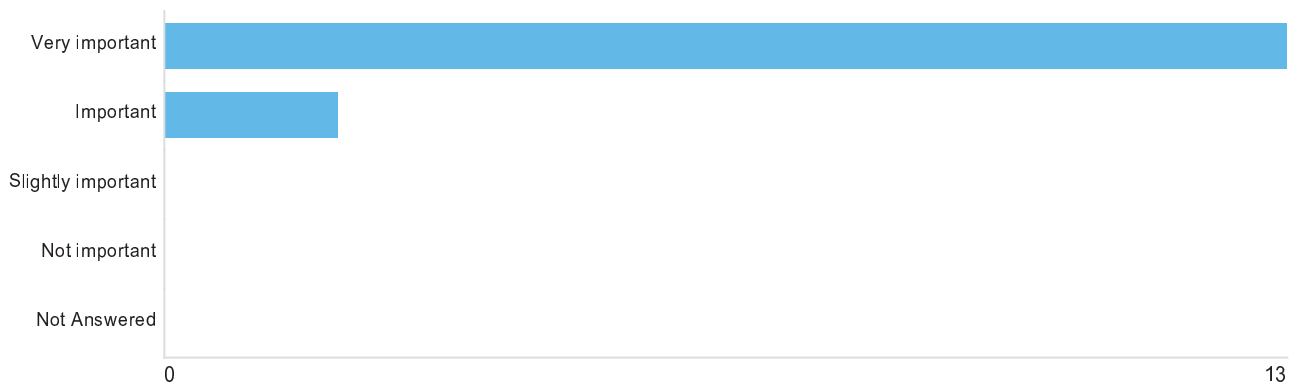
Option	Total	Percent
Very important	15	100.00%
Important	0	0%
Slightly important	0	0%
Not important	0	0%
Not Answered	0	0%

Priorities - 2 - Tackle rough sleeping



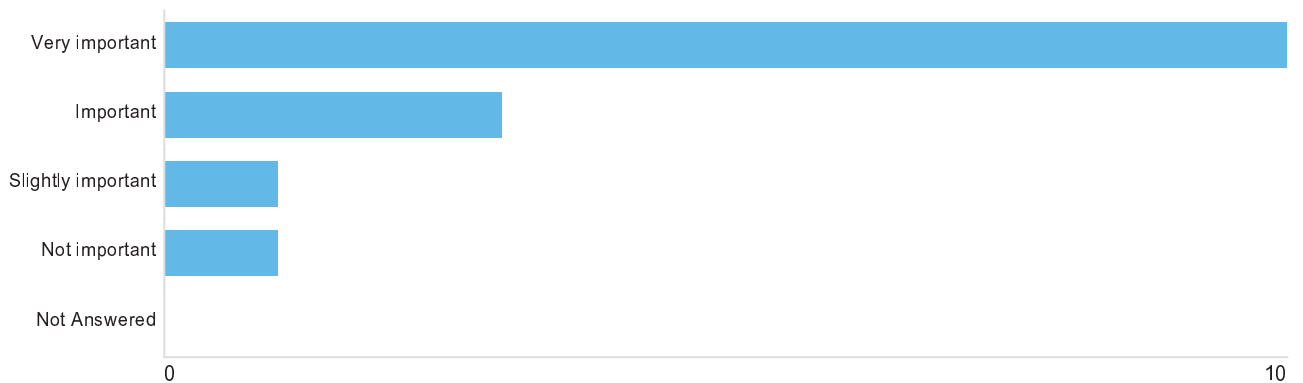
Option	Total	Percent
Very important	14	93.33%
Important	1	6.67%
Slightly important	0	0%
Not important	0	0%
Not Answered	0	0%

Priorities - 3 - Vulnerability and Health



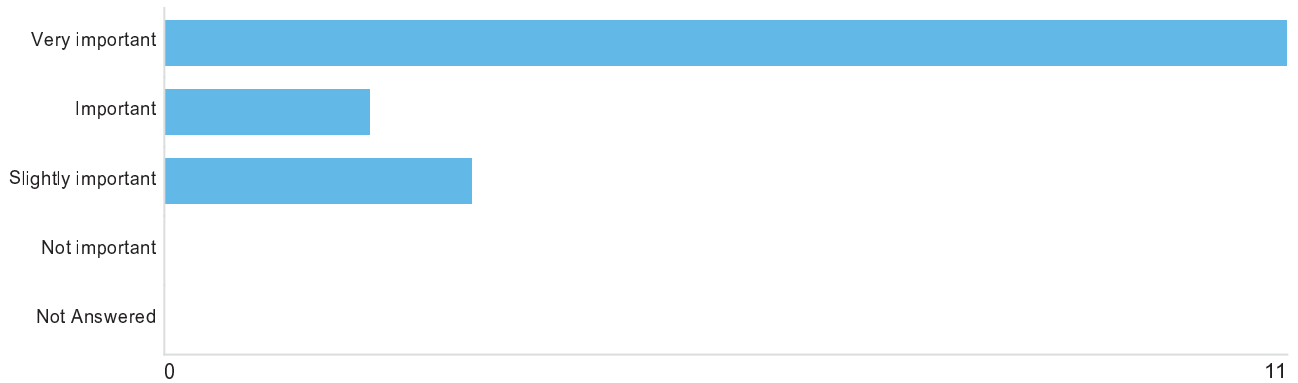
Option	Total	Percent
Very important	13	86.67%
Important	2	13.33%
Slightly important	0	0%
Not important	0	0%
Not Answered	0	0%

Priorities - 4 - Responding to the local housing market



Option	Total	Percent
Very important	10	66.67%
Important	3	20.00%
Slightly important	1	6.67%
Not important	1	6.67%
Not Answered	0	0%

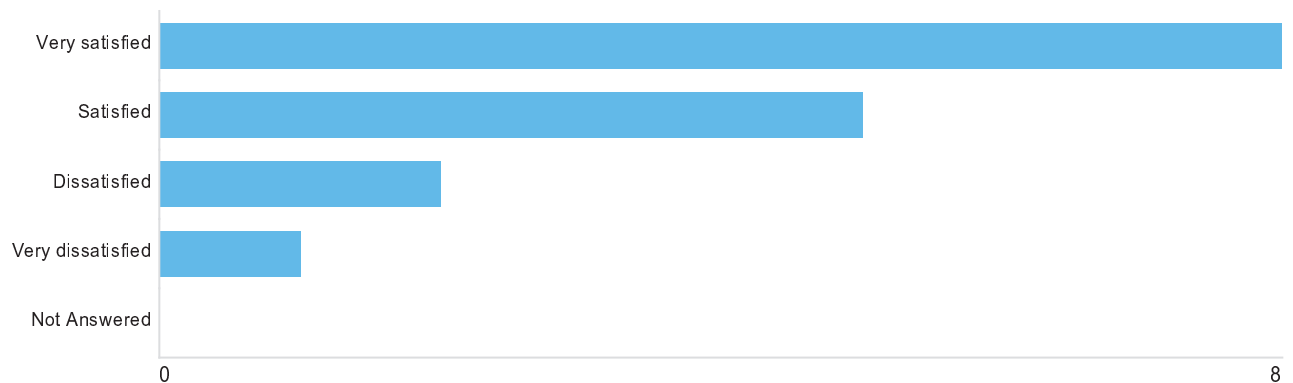
Priorities - 5- Responding to the Welfare Reforms



Option	Total	Percent
Very important	11	73.33%
Important	2	13.33%
Slightly important	3	20.00%
Not important	0	0%
Not Answered	0	0%

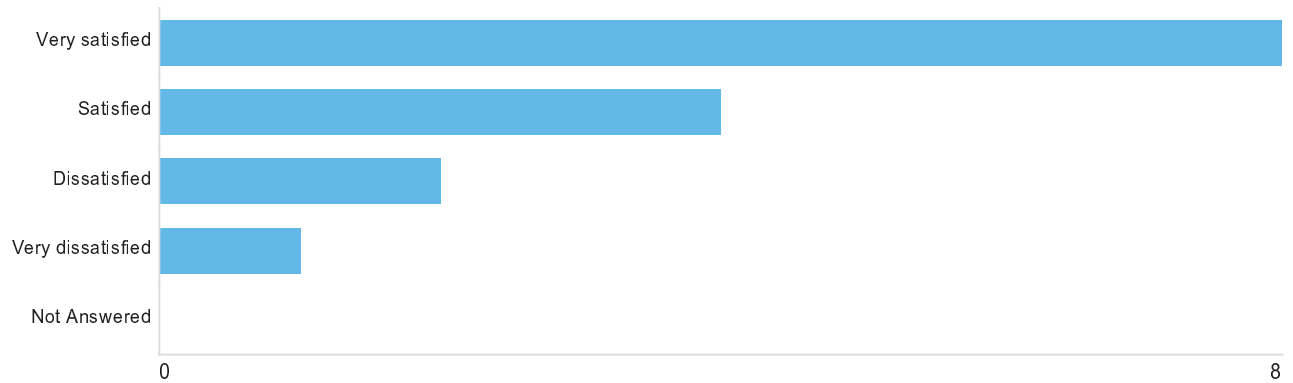
Question 4: Please let us know how satisfied you are with the steps we are proposing to take to deliver each of our priorities

Steps in delivering the priorities - Priority One: Homelessness prevention



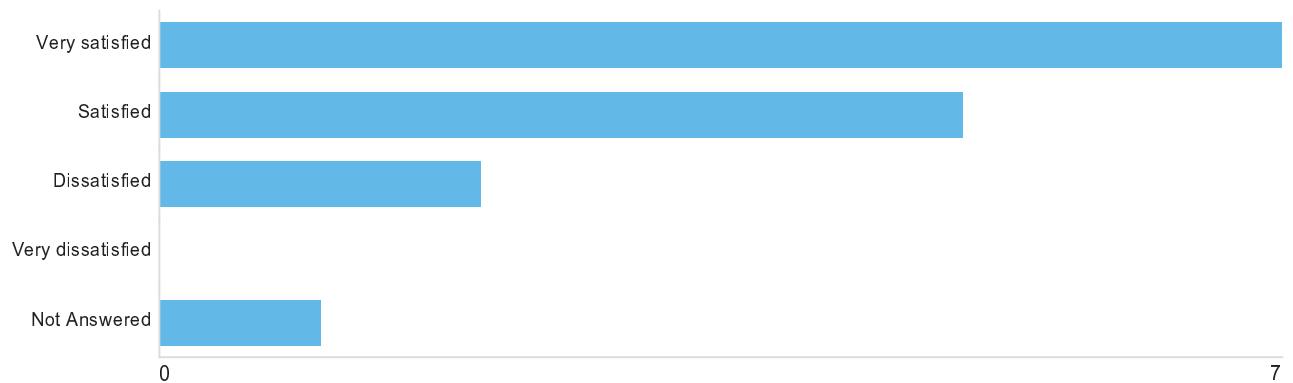
Option	Total	Percent
Very satisfied	8	53.33%
Satisfied	5	33.33%
Dissatisfied	2	13.33%
Very dissatisfied	1	6.67%
Not Answered	0	0%

Steps in delivering the priorities - Priority Two: Tackle rough sleeping



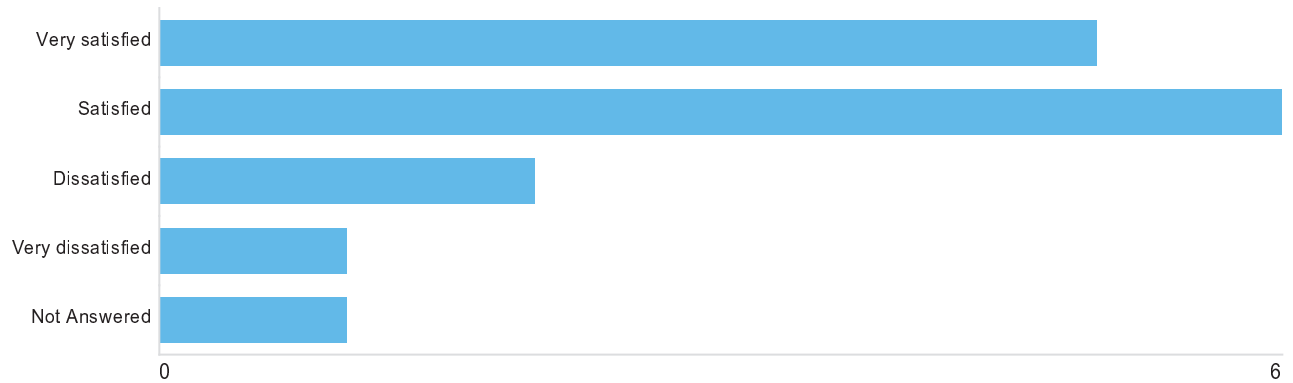
Option	Total	Percent
Very satisfied	8	53.33%
Satisfied	4	26.67%
Dissatisfied	2	13.33%
Very dissatisfied	1	6.67%
Not Answered	0	0%

Steps in delivering the priorities - Priority Three: Vulnerability and Health



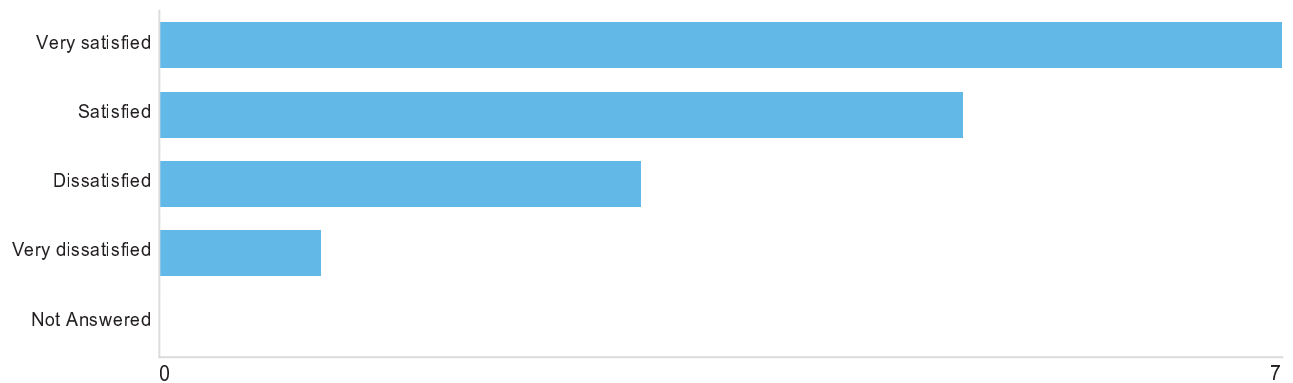
Option	Total	Percent
Very satisfied	7	46.67%
Satisfied	5	33.33%
Dissatisfied	2	13.33%
Very dissatisfied	0	0%
Not Answered	1	6.67%

Steps in delivering the priorities - Priority Four: Responding to the local housing market



Option	Total	Percent
Very satisfied	5	33.33%
Satisfied	6	40.00%
Dissatisfied	2	13.33%
Very dissatisfied	1	6.67%
Not Answered	1	6.67%

Steps in delivering the priorities - Priority Five: Responding to the Welfare Reforms



Option	Total	Percent
Very satisfied	7	46.67%
Satisfied	5	33.33%
Dissatisfied	3	20.00%
Very dissatisfied	1	6.67%
Not Answered	0	0%

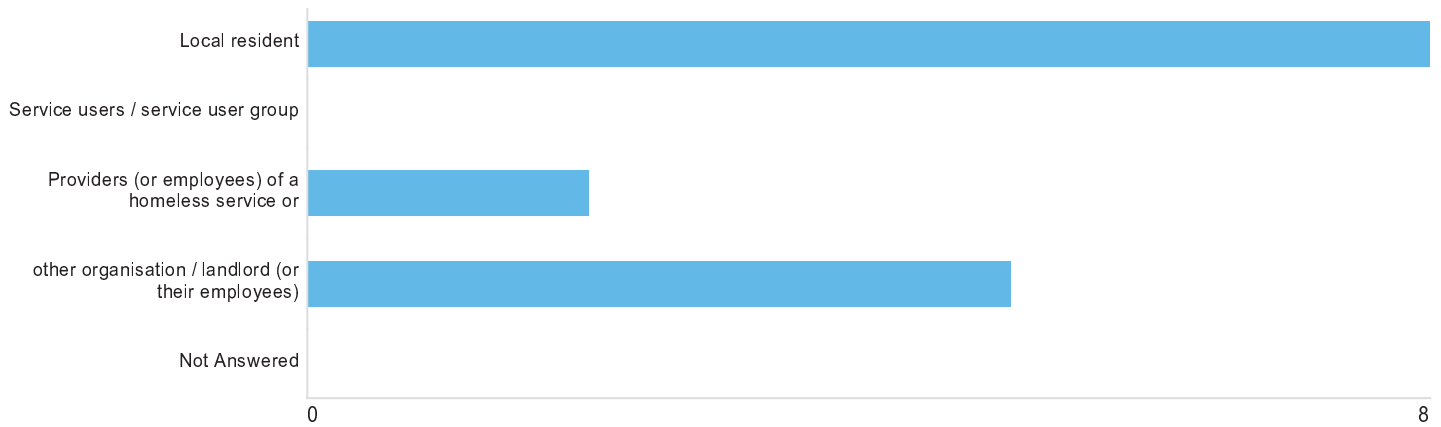
Question 5: Please tell us if you have any other comments about the priorities and the strategy? Is there anything we have missed?

Any other comments on priorities and strategy

There were 7 responses to this part of the question.

Question 6: What best describes you?

About you



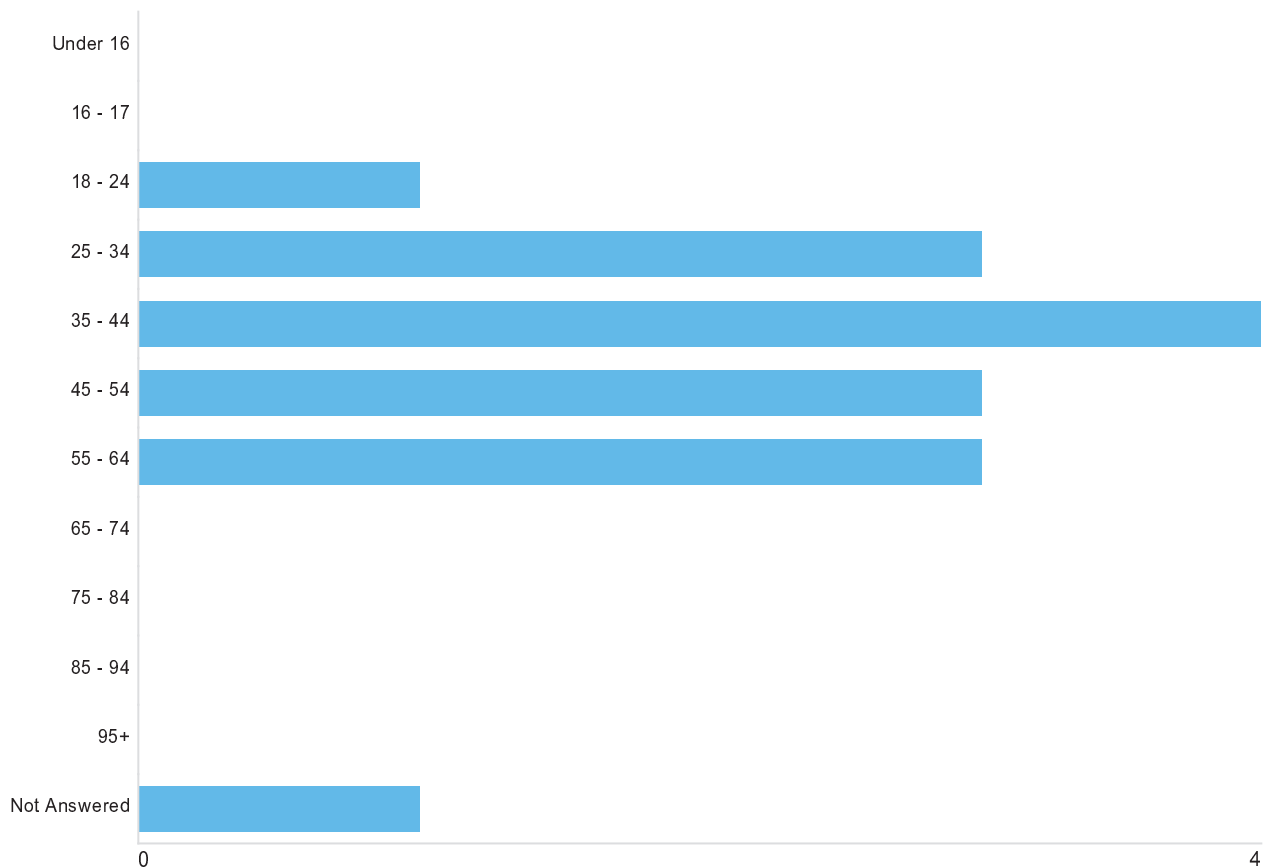
Option	Total	Percent
Local resident	8	53.33%
Service users / service user group	0	0%
Providers (or employees) of a homeless service or	2	13.33%
other organisation / landlord (or their employees)	5	33.33%
Not Answered	0	0%

Please specify

There were 5 responses to this part of the question.

Question 7: Age

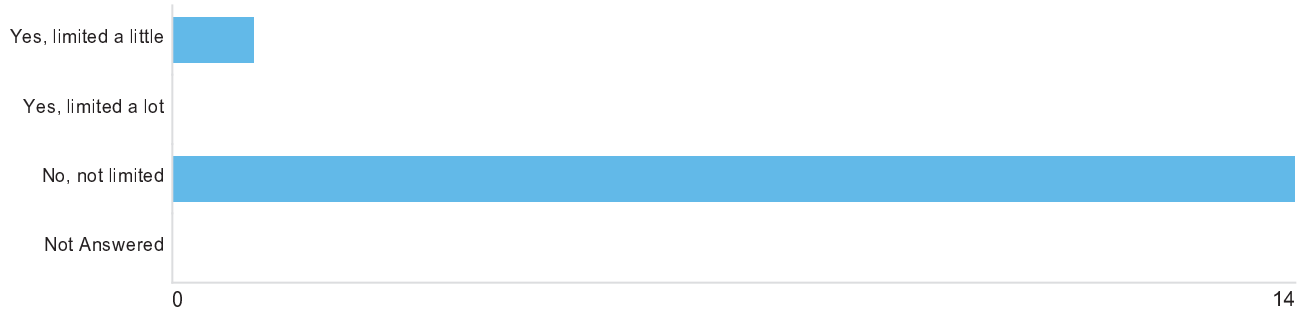
Age



Option	Total	Percent
Under 16	0	0%
16 - 17	0	0%
18 - 24	1	6.67%
25 - 34	3	20.00%
35 - 44	4	26.67%
45 - 54	3	20.00%
55 - 64	3	20.00%
65 - 74	0	0%
75 - 84	0	0%
85 - 94	0	0%
95+	0	0%
Not Answered	1	6.67%

Question 8: Disability and health

Disability and health



Option	Total	Percent
Yes, limited a little	1	6.67%
Yes, limited a lot	0	0%
No, not limited	14	93.33%
Not Answered	0	0%

Type of disability



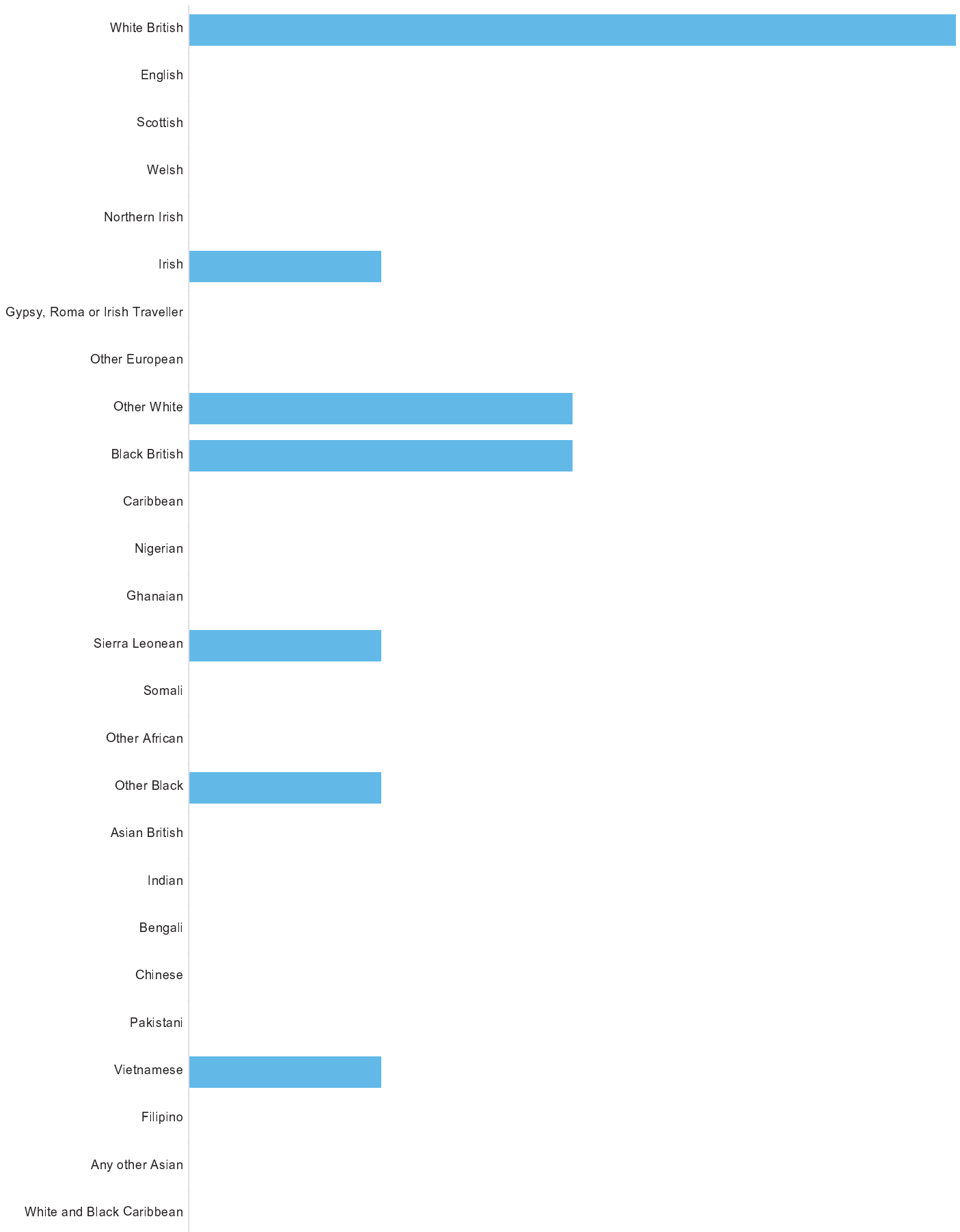
Option	Total	Percent
Hearing / Vision (e.g. deaf, partially deaf or hard of hearing; blind or partial sight)	1	6.67%
Physical / Mobility (e.g. wheelchair user, arthritis, multiple sclerosis etc.)	0	0%
Mental health (lasting more than a year. e.g. severe depression, schizophrenia etc.)	0	0%
Learning difficulties (e.g. dyslexia, dyspraxia etc.)	1	6.67%
Memory problems (e.g. alzheimer's etc.)	1	6.67%
Not Answered	12	80.00%

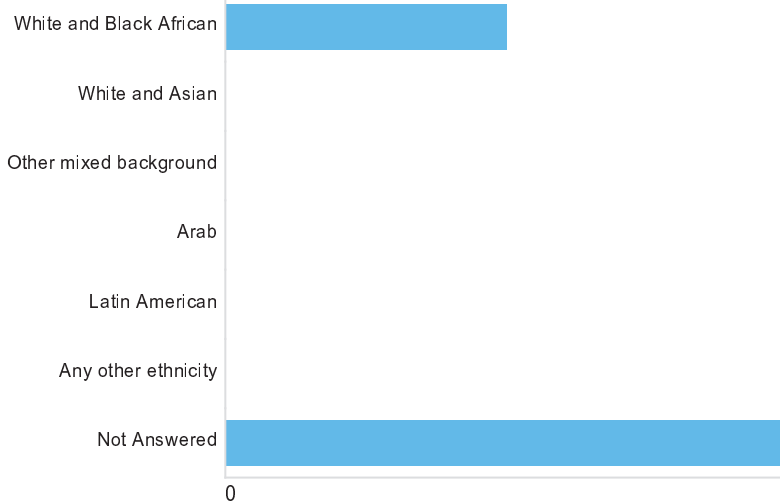
Specific disability

There were **3** responses to this part of the question.

Question 9: Ethnicity

Ethnicity





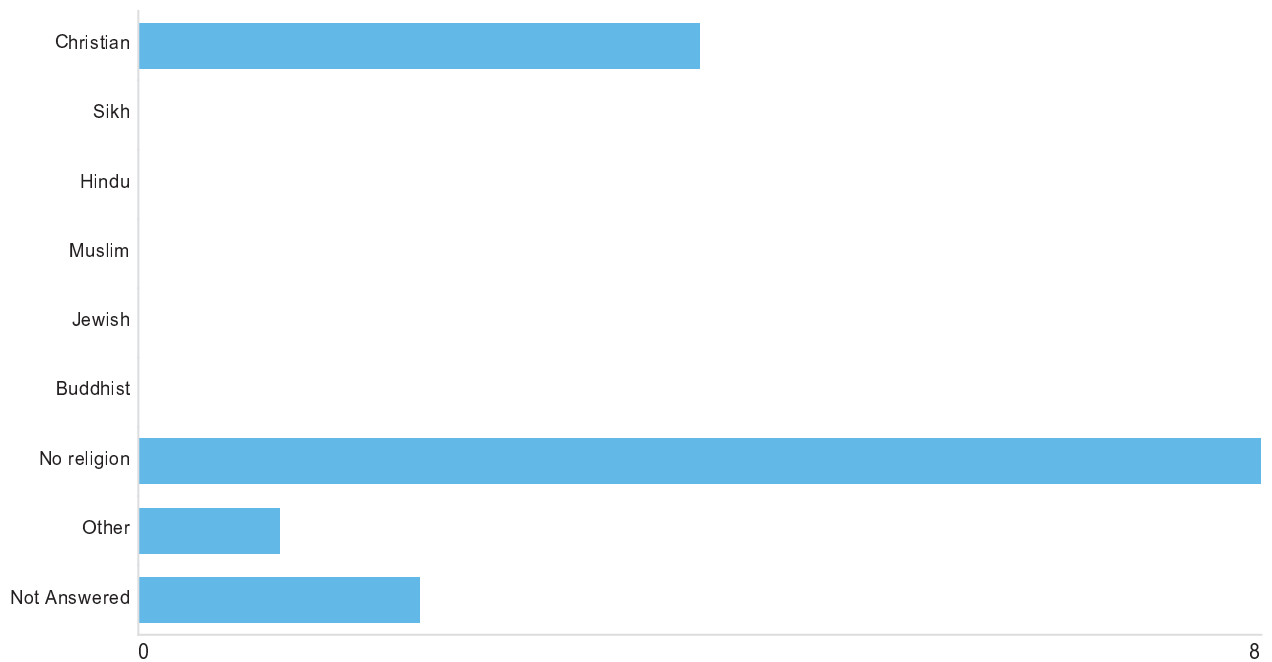
Option	Total	Percent
White British	4	26.67%
English	0	0%
Scottish	0	0%
Welsh	0	0%
Northern Irish	0	0%
Irish	1	6.67%
Gypsy, Roma or Irish Traveller	0	0%
Other European	0	0%
Other White	2	13.33%
Black British	2	13.33%
Caribbean	0	0%
Nigerian	0	0%
Ghanaian	0	0%
Sierra Leonean	1	6.67%
Somali	0	0%
Other African	0	0%
Other Black	1	6.67%
Asian British	0	0%
Indian	0	0%
Bengali	0	0%
Chinese	0	0%
Pakistani	0	0%
Vietnamese	1	6.67%
Filipino	0	0%
Any other Asian	0	0%
White and Black Caribbean	0	0%
White and Black African	1	6.67%
White and Asian	0	0%
Other mixed background	0	0%
Arab	0	0%
Latin American	0	0%
Any other ethnicity	0	0%
Not Answered	2	13.33%

Any other Asian specify

There were **0** responses to this part of the question.

Question 10: Religion or belief

Please select your answer from the drop down list



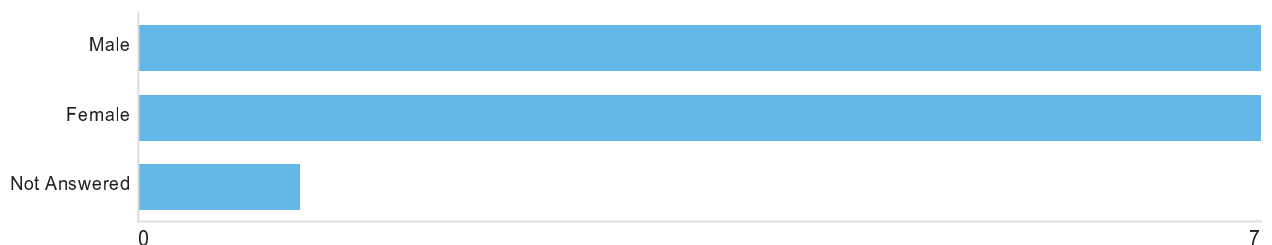
Option	Total	Percent
Christian	4	26.67%
Sikh	0	0%
Hindu	0	0%
Muslim	0	0%
Jewish	0	0%
Buddhist	0	0%
No religion	8	53.33%
Other	1	6.67%
Not Answered	2	13.33%

Religion other

There was 1 response to this part of the question.

Question 11: Sex

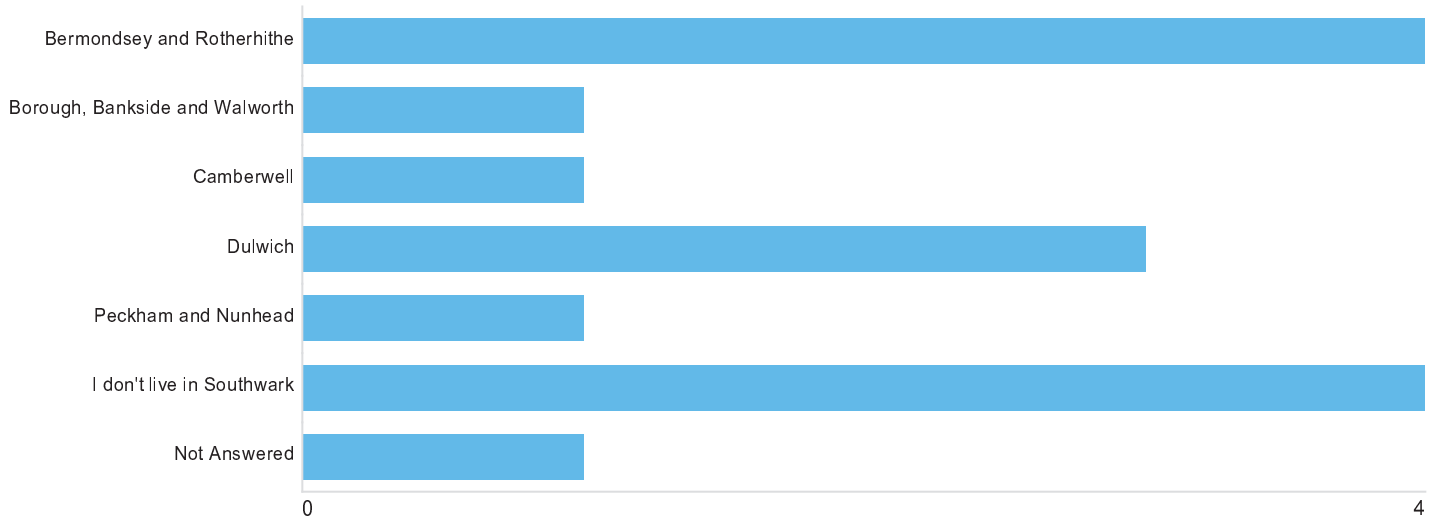
Sex



Option	Total	Percent
Male	7	46.67%
Female	7	46.67%
Not Answered	1	6.67%

Question 12: Please let us know which part of Southwark you live in.

area



Option	Total	Percent
Bermondsey and Rotherhithe	4	26.67%
Borough, Bankside and Walworth	1	6.67%
Camberwell	1	6.67%
Dulwich	3	20.00%
Peckham and Nunhead	1	6.67%
I don't live in Southwark	4	26.67%
Not Answered	1	6.67%

Question 13: What is your email address?

Email

There were 7 responses to this part of the question.

Detailed responses for Question 2: Do you have any comments about these objectives?

Response ID	Answer
ANON-B6GR-AFQT-W	Really good and forward thinking
ANON-B6GR-AFQG-G	N/A
ANON-B6GR-AFQH-H	<p>Related to the first point. Because if you are in a situation of being homeless sometimes is not because you want but the circumstances take you to there. the first solution they give me is to think about going outside London because they don't have house in Southwark maybe is more easier to find accommodation. Maybe is easier to find, what about job? If you work for more than 5 years in one company how you will do? Start again for a new job search? How you will pay your bills? That's my honest opinion.</p> <p>The objectives are "OK" if they were followed through. Nothing will/can be done unless central government change their policies.</p> <p>Southwark is so overcrowded with useless luxury apartments there is no room for anyone who can't afford £1m + to buy or £2k/month to rent. This is entirely the fault of Southwark Planners who constantly steal land and property from incumbent residents and sell them off to the highest bidder. I am a local resident (council) so I know this to be a true fact.</p> <p>All homeless people are not families. The streets are populated by single homeless people who are not given a thought by Southwark Council.</p>
ANON-B6GR-AFQ8-1	So the objectives are merely mealy-mouthed platitudes.
ANON-B6GR-AFQN-Q	I would be keen to work with Southwark on this I have worked with Homeless men and women and also coordinated a number of projects working with homeless men and women in London. You need to have a text service/contact number where people can report a homeless person needing help - I see lots of homeless people around Peckham rye station and am not in the position to help improve their situation - if I can tell the right people they are there then you can work directly with them
ANON-B6GR-AFQ5-X	
ANON-B6GR-AFQM-P	affordable housing is a must, as if accommodation is being made available to individuals that want to work but are not earning the brackets to be able to afford these homes being built then they are forced to consider being on benefits in order to keep a roof over their heads. Some people have habits that don't just go away over night so again the universal credit is given to them to pay their rent and live off but if they have an habit then the rent is not going to be paid and their going to find themselves on the street again, why does the government do that?
ANON-B6GR-AFQR-U	The strategies used are effective and viable and a lot more could be done in addition to that by having pro active measures in securing vacant places for homeless people when need arises in massive numbers.

Question 5: Please tell us if you have any other comments about the priorities and the strategy? Is there anything we hav

Response ID	Answer
ANON-B6GR-AFQG-G	<p>I think there should be a new scheme in place where homeless people have a permanent place to stay. I think there should be more homeless shelters and maybe around 5-10 floors so that there is enough space for everyone. Whilst there they can get advice and support, such as looking for a council flat and filling in application forms to apply for benefits. Food and drink should be provided to homeless people 3 times per day and a free gym pass should be provided for their health and wellbeing. More council flats should be built so that those who have been threatened with homelessness have somewhere to stay until housing is sorted.</p>

ANON-B6GR-AFQD-D

It is obviously important to look at the long-term and prevention but due to the amount of current homelessness there needs to be practical solutions available to those already sleeping rough. You say you are a trailblazing council but I walk past a number of rough sleepers everyday on my way to work within the borough so these people need to be a priority too

What steps are you taking to tackle homelessness or to deliver any of the above priorities? It is not evident at all to residents, business owners or people who come here to work everyday that you are doing anything at all.

There are more single street homeless nearly every day. There are people who have been on the street for nearly a year. No attempt has been made to help them.

You NEED TO STOP THE SOCIAL CLEANSING OF SOUTHWARK. Stop selling off land and property to developers, and then pretending you're going to build 11,000 new council homes, because you're not. Everywhere you could build them gets sold for multi-million pound accommodation. It's not even as though the current residents see the benefit of this cash. They are destroying the borough for the people who live here. The homeless stand no chance of getting a place to live if these parasites are allowed to continue to buy us body and soul.

Remember NOT ALL HOMELESS PEOPLE ARE FAMILIES.

ANON-B6GR-AFQ8-1

With regards to helping Vulnerable adults, I think all your suggestions are heading in the right direction. A big part of working with homeless people is providing support. Listening to what going on.

ANON-B6GR-AFQN-Q

I think you need to include paying for dedicated social workers or outreach worker service whose job it is to work alongside those in Southwark on housing solutions that either through the council itself or working with other agencies such as Crisis, Shelter, St Mungo's, Thames Reach, CGL and Evolve Housing for people under age of 25 years old.

ANON-B6GR-AFQ5-X

be pro active

ANON-B6GR-AFQR-U

do rather than talk about it

Good strategies.

After consulting with all team members the Drug and Alcohol Action Team would like to submit the following as our response to your consultation.

1. In Section 2 Our vision on page 5 in the overall aim for this Strategy reference is made to "Homeless Households", I think it would be useful to define what a homeless household is as without definitions it leaves it open to interpretation. As a lay person I could read household to mean family therefore excluding single homeless people.

2. In Section 5 Strategic context on page 14 the National Drug Strategy 2017 could be cited as this is what drives local response to substance use treatment and drug related issues. The National Drug Strategy recognises that suitable housing is key to recovery – Quote – "Stable and appropriate housing is crucial to enabling sustained recovery from drug misuse; and sustained recovery is essential to an individual's ability to maintain stable accommodation". National Drug Strategy 2017 -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/628148/Drug_strategy_2017.PDF

3. In Section 7 2018 – 2022 Strategic priorities Priority one: Homelessness prevention on page 30 in the paragraph where it states – “We have made good progress with integrating social care and homelessness by setting up our Integrated Homelessness Team comprising of social care staff based in the Housing Solutions service. We do, however, recognise there is still work to do to develop a clear process for how we prioritise and allocate temporary and permanent housing for households referred via social services.” We (Drug and Alcohol Action Team - DAAT, Communities Division) would like to be a part of any working group set up to discuss allocations. Our clients that go through expensive residential substance use treatment options (known as Tier 4 services) often do not have suitable housing to return to, these would be small numbers annually, but for us it represents a gap in service provision that we are unable to provide for, but that housing could. It might well be that our client group are represented already but we would like to ensure this is the case.

4. In Section 7 Priority Two: Tackle rough sleeping on page 32 we appreciate the Paragraph – “Given the broader causes and variety of different approaches required to end rough sleeping, a meaningful co-production is required so that effective solutions to ending rough sleeping can be developed and delivered through the active involvement of those with lived experience of rough sleeping. Our Quarterly Homelessness Forum continues to drive this forward with a multi-agency approach. This provides the opportunity to disseminate information and to link up services to improve the knowledge of professionals that encounter people threatened by or experiencing homelessness. For example, health workers, providing mental health and substance misuse services receive training on the new homelessness laws and those working for homelessness services gain an improved understanding on how to connect individuals to such services.” DAAT can assist in providing contacts for substance use services if this is required. However given the complexity of the issue about people with mental health and substance use issues sleeping rough we at DAAT wondered if it was worth meeting to discuss this to explore if there is more that can be done to ensure this cohort are getting their needs met.

5. In Section 7 Priority Three: Vulnerability and Health on page 32 drug and alcohol misuse is cited alongside mental health and domestic violence as a known factor causing homelessness (“For many people who become homeless the provision of suitable accommodation is the only problem that needs to be addressed. However, many other people can become homeless or threatened by homelessness due to a range of support needs. For example, this can be related to a mental or physical disability or a particular circumstance such as domestic violence, a past history of offending behaviour or drug and alcohol misuse. By working with our partners to provide targeted, specialist support, we endeavour to limit the number of vulnerable people who become homeless.”) Domestic abuse and mental health are covered in further details but drug and alcohol misuse and offending behaviour appear not to be covered in such detail, we feel this represents a missed opportunity to address the needs of a vulnerable cohort that we are sure cause some difficulties for housing department.

General feedback: our young persons commissioner would like it noted that young people, particularly young males, often sofa surf. Is this covered in the strategy?

Thank you very much for giving us the opportunity to feedback to you on this strategy, should you require to discuss the issues we raise further please contact me <redacted> or DAAT on AdminDAAT@southwark.gov.uk

ANON-B6GR-AFQQ-T



Grange School street frontage at dusk: Maccreanor Lavington Architects.
Photo by Tim Crocker

Southwark school design guidelines

September 2018

Southwark school design guidelines

Context and vision

As an inner city borough, Southwark is home to a diverse community with a broad spectrum of needs. The provision of high quality education to provide the 'best start in life' is fundamental to improving the opportunities for its citizens and a key driver in social equality and community regeneration.

To encourage families to choose to live, work and learn in Southwark, schools must be of the highest quality, adding value to the communities they serve. To help tackle poverty and crime, school buildings must be welcoming, safe and, above all, inspire learning. To attract and retain the most talented teachers, good quality teaching and workplaces that are fit for purpose are essential.

Southwark Council believes that good design and the internal and external environment are vital to support the high quality of teaching and learning in the schools in the borough. This document therefore sets out the standards that it expects to see in all builds including remodelling, extensions to existing schools and new build schools.

It is recognised that there is an ongoing need to learn and retrain throughout a lifetime. Designs should respond to the varying requirements of each key stage and the diverse Southwark community. We should provide access to inspiring indoor and outdoor learning opportunities and in secondary schools offer specialist facilities which lead to aspirations and pathways to further education, training and employment.

ICT will always be an important factor in driving delivery of the Southwark vision for education. Learning will extend beyond the school day and school building, supported by state of the art technology.

The current primary and secondary school expansion programme has taken place in the context of the wider sustainability agenda. The new and remodelled buildings will be more energy efficient and better maintained, minimising life cycle costs. Buildings will be designed on principles of sustainability and constructed from renewable materials, where appropriate. The schools built and refurbished today must leave a strong legacy of good and adaptable design for Southwark's future generations.

Who is this guidance for?

This set of good practice design principles for Southwark schools is designed to be read in conjunction with all relevant guidance from the Education and Skills Funding Agency (ESFA) and London Borough of Southwark, including, but not limited to the DfES Output Specification, Building Bulletin 103 (Area Guidelines for Mainstream School¹) and Building Bulletin 104 (Area Guidelines for SEND and alternative provision²). The council is also expected to meet ESFA efficiency targets and these will be shared with designers for each development. It reflects national and local experience of designing and building schools and, in particular, to inform the consideration of school sites which may be located in close proximity to forthcoming residential developments in Southwark, including the Old Kent Road and Canada Water.

These design principles are targeted at both new schools and schools to be expanded. In Southwark we have some excellent examples of high quality school buildings. Many of these are exemplary and can be used as case studies.

This document is expected to be referenced by architects, developers and other consultants as well as informing the client including the council, the ESFA and individual schools. It will also assist with planning applications and will be referenced by the planning case officers and taken into account.

The School Design Guidelines will be provided as a guide for applicants as part of the pre-application process and used as a material consideration in decision making by planning committee.

Compliance with area standards

Some sites fully conform to the requirements of Building Bulletins (BB103 and BB104) in respect of both internal areas and external areas. More usually it is the internal areas which are met and the external ones which are compromised on urban sites. The degree to which the

¹

www.gov.uk/government/uploads/system/uploads/attachment_data/file/324056/BB103_Area_Guidelines_for_Mainstream_Schools_CORRECT_ED_25_06_14.pdf

²

www.gov.uk/government/uploads/system/uploads/attachment_data/file/485223/BB104.pdf

council will accept proposals that fall short of area guidelines will be dependent on the quality of design, as measured against these council design guidelines. The council encourages creative solutions such as raised play decks that will achieve this outcome but will rarely compromise on reductions in internal areas.

The importance of setting an education vision and a clearly defined brief

All Southwark school projects have been and will continue to be developed with a clear written education vision that has been developed in partnership with headteachers, staff, pupils, parents, governors and the community, as appropriate.

This is key to the success of any school and community project and the council will wish to see all architects and developers involved in the process of defining a clear brief to secure an environment which brings positive benefits to teaching and learning.

The vision is an important part of the briefing process which sets out, in educational terms, the outcomes that the client is seeking to achieve. The vision should reflect the schools' priorities and views on how best to respond to the needs of the locality. This will then allow professionals to interpret those outcomes within the site and building area and set budget constraints. There should be no differential in the quality of the new school accommodation across the borough, but each development will be influenced by the specific site context and planning constraints.

Effective briefing is often about making important choices about priorities for internal and external areas. It is not always possible or affordable to achieve all aspirations of the education vision and the briefing process works out which areas are most important within the available area to achieve those outcomes.

Identity in the community

A school is a civic building. Its siting and orientation should allow it to have architectural presence and make a positive contribution to the adjacent public realm. Schools can provide a catalyst for future development and be core to the community.

The council's preference will always be for stand alone school buildings if at all possible. Pupils attending schools will often be living in dense residential areas and the school can provide valuable sanctuary and support, including access to green and habitat areas. Where this is not possible, the council has set some guidelines to obtain maximum benefit from high density and mixed use sites.



*Bellenden School: Clear identity as a community beacon
Cottrell & Vermeulen Architecture
Photo by Anthony Coleman*

There are a number of schools in Southwark which provide a valuable social and community resource with the Headteacher and staff providing extra support to vulnerable families. This can include drop-in support, after school clubs, the provision of meals, social welfare and mental health. Schools play a valuable role in dealing with inequalities in our communities and supporting families.

Understanding the school's role in the community is an important part of the briefing process. This will influence designs that will enable some parts of a school to be used outside of normal school hours. The site should permit straightforward zoning of areas in terms of security and power consumption, which means schools could be made more publicly accessible and give the building both a civic function and a civic presence.



*Charles Dickens School. Entrance, link between old and new buildings and roof deck play area Maccleanor
Lavington,
Photo by Tim Crocker*

Genuine and thorough engagement with the school community of stakeholders in decisions at design stage is essential.

Schools should be designed in line with requirements of Secured by Design and with the input of Architectural Liaison Officers from the Metropolitan Police where appropriate to the scale of the project.

Respecting the context

The wider context of each school is important. A school building should sit well in its urban context and community, respecting, and be respected by the scale of its neighbours, and also respond to what is specific about the location.

Across the Southwark schools portfolio, many of the schools are Victorian Board School buildings, a number of which are listed. This presents a number of challenges including compliance with space standards but designers should still work towards these space requirements, with derogations to be discussed where appropriate.

Safeguarding considerations for children, and privacy considerations for residents and school users alike, should ensure that any adjacent residential development is designed where feasible, so that its principal habitable rooms are not directly in sightlines to the school. Residential development should not 'overwhelm' a school nor create constant overshadowing of a school site.

Involvement of all relevant stakeholders, pupils, teachers, parents and local people must also be included in the process. A new or refurbished school can be used to significantly enhance the quality and character of the local area, making it a place that is more attractive to residents, businesses and investors. The school building can be used to communicate the ethos of the community, thus boosting civic pride and enhancing civic image. The Supplementary Planning Guidance 'Design' recommends the production of Design Statements at various stages in the design process to demonstrate how urban design principles have been incorporated. Extensions and refurbishments to an existing school can be used to lift the quality of the existing buildings, thus enhancing the overall quality of the school.

Siting and pollution concerns

Schools should be designed to mitigate against air quality issues. Entrances should be sited away from main roads, and other sources of air and noise pollution, to protect children and young people from high levels of air pollution when they are outside. (According to GLA data, approximately 50% of Southwark's secondary schools and 60% of Southwark's primary schools were located on sites that exceeded EU NO2 limits in 2013). Buildings can be used to form a boundary against pollution issues.

The siting of schools within a footprint should also take account of compatible uses as set out in this document.

Subject to site constraints, the use of elevated play areas has been demonstrated as a potential solution address concerns about pollution, lifting the play areas away from where pollution settles and potentially achieving benefits in terms of the access to external areas from classrooms. This should be considered as one type of outdoor space, to complement others, as described in this document.

Entrance and Legibility

The site should allow legibility of a school's physical and architectural organisation taking account of the surrounding built environment, safety and accessibility including public transport, walking and cycling routes.

It should allow for a clear and good sized pupil entrance or (entrances) that can cope, for example, with more than 1500 pupils arriving/leaving at once (in the case of a secondary school) and provide a sense of welcome and arrival to all. The entrance strategy should include consideration of lunchtime changeover for nursery without impacting on safeguarding. The strategy should be established early – i.e. do children/students go straight in to the building or do they congregate outside first this will dictate space requirements and influence planning.



*Ivydale School heart space showing clear legibility:
Hawkins\Brown Architects
Photo by Jack Hobhouse*

Whilst any car use should be absolutely minimised and will be referenced in the School Travel plan, careful consideration should be given to any potential conflicts with the drop off and collections of children in primary schools and these points should be sited away from the main entrance if possible, considering neighbours and road safety.

Special schools have specific requirements for vehicles. Requirements for these schools must be considered early in the design stage and may include mini bus parking and wheelchair access.

Mixed use and high density sites

Proposals for mixed use and shared use sites are becoming more common, particularly where development opportunities are scarce or sites are in different ownerships. It is possible that such sites will have a range of activities including for example:

- Different schools sharing a site
- Shared use with compatible uses such as libraries, sports and leisure and further education and pre school education
- Residential use, where compatibility is satisfactorily evidenced
- Commercial and office developments, which may be compatible with older pupils.

Each brings a range of technical, design and operational challenges depending on when users are likely to be occupying the site, and their requirements for access and servicing, which are likely to be very different.

Where, by exception, new schools within mixed use schemes are put forward, consideration of the acceptability of such proposals will include, inter alia, the following criteria:

- The design for the school must always have a clear sense of identity.
- School buildings on high density sites should be designed carefully so as to take account of challenges and demonstrate where compensatory design solutions are being proposed; e.g. a larger multi use hall where there is reduced external area, elevated play decks and podium development
- Opportunities should be taken to achieve the best compatibility within a site footprint between uses, e.g. primary schools and residential accommodation for the elderly, or office accommodation and educational facilities for secondary students, especially for KS4 and sixth form, and the provision of sports and leisure and open space, which can be used by both the school and the community
- The use of space and light should be maximised in the design for the school with creative solutions to achieve movement between internal and external areas. Teaching environments are successful when there is good access to external areas, and light and air are maximised to provide a high quality environment
- Safeguarding is crucial and practical design solutions can be adopted to mitigate direct sightlines and any perceived overlooking concerns. Careful consideration should be given to the elevations and the positioning of windows as they affect sightlines and

providing buffers between education and residential accommodation, with set back of residential development, as appropriate to the site

- External areas can provide a 'sanctuary' for children living in dense inner city areas, providing access to important habitat areas and areas for growing and exploring the natural environment. The council will expect to see this in all developments
- Avoidance of designs which place a school in a position where it is overshadowed or dominated by taller buildings, potentially compromising light and air for the educational environment
- A clear servicing strategy to avoid creating conflicts but with practical and pragmatic solutions to the management of deliveries.
- Maintenance of internal and external areas should be considered to ensure that responsibilities can be clearly defined within a lease and Development Agreement and arrangements for governance understood by the users
- Entrances and cores for stairways and lifts should be clearly separated to avoid conflicts, as they will be designed to meet very different requirements
- Access and transport should be clearly defined and careful thought should be given to the safe journey to and from school and, in the case of primary and early years, provision, pick up and drop off. This should include awareness of the direction that most pupils will arrive from
- Phasing should be considered at the inception of a mixed-use school project with the intention being that the school should not be exposed to ongoing construction activity, risks and disruption
- School insurers should be involved early on, in case there are unusual requirements that need to be incorporated in the design because of the mixed use
- The school entrance should be sited away from any major residential entrances or major traffic junctions, providing a safe environment for young people to travel to schools by cycle, walking or public transport.

Environmental conditions internally

People in any building will benefit from fresh air, control of unwanted noise and a healthy environment. A stuffy atmosphere, draughts or distracting noises could affect concentration, making it harder to teach and learn. Complex building management systems have been shown to be problematic with users as training often fails to take place. Building services installations and BMS should, therefore, work well and be simple to use. Siting schools away from main roads could help to ensure that

a building doesn't have to be fully sealed and mechanically ventilated - which can increase both capital costs and running costs but in some schools this may be necessary. The council has now developed some practical and best practice design solutions for the classroom environment.

Each teaching room should have an openable window to allow for users to access fresh air as required.

Acoustic design for schools is a demanding Building Regulations requirement and should be adopted. Derogations against acoustic requirements will not be accepted as these restrict access to education for all learners, not only for those with hearing loss.

Post occupancy evaluation has shown the considerable benefits of acoustic treatment to ensure that classrooms work well for teaching and for pupil attention during lessons. This helps create a feeling of calm, which supports good learning and teaching.



*Ivydale School showing typical classroom
Hawkins\Brown Architects
Photo by Jack Hobhouse*

Phasing

For works on existing school sites, a clear phasing strategy is essential. The cost of temporary accommodation to support phased construction plans should be weighted against alternative approaches. In some case smaller packages of work may be feasible over school holidays.

Internal spaces

It should be recognised that older school buildings will not naturally fit current area guidelines and may have inherent inefficiencies. Notwithstanding this, the briefing process should involve a thorough inventory of existing spaces and a review of whether these are being used efficiently or still relevant to the current curriculum approach. It may be possible to address some reorganizational issues through simple reallocation of spaces without the need to undertake building work.



*Keyworth School breakout area
Hawkins\Brown Architects
Photo by Jack Hobhouse*

Allowing for Expansion

The assumption should be built into a site selection that expansion may be needed at some future point and this should be taken into account if feasible. It is easy to assume that the size of a new school is optimal and unlikely to grow; in reality good schools will grow and demand can increase very quickly, so a site should consider opportunities for new buildings and expansion over time.

In selecting sites, complex and disruptive phasing should be avoided. Phasing the construction of new schools is often inevitable but can be time consuming, disruptive to education and costly.

The internal teaching and learning environment should include the following:

- Creating flexibility by suiting spaces to allow change of designation to reflect curriculum developments, and enabling work with different sized groups
- Effective adjacencies
- Suiting large spaces to give maximum flexibility
- Effective storage strategies
- Light and air and a feeling of space, including opportunities for height and volume
- Good social and informal learning including a calm dining experience with external link
- Good connection between inside and outside for curriculum and social activities

- Circulation which is part of the learning journey with daylight and offering a clear sense of orientation to the building.
- Display to celebrate high quality work, and to provide identity and a sense of community
- Well placed staff offices for passive supervision
- Provision of well designed staff areas with room for resources and planning preparation and assessment (PPA) for lessons.
- Fully integrated ICT solution
- Passive supervision to be ensured so that there are no unsupervised areas throughout the whole school
- Safeguarding considerations should always be paramount in design considerations
- Accessible so pupils with any disability can benefit fully from the facilities and learning opportunities and be fully compliant or exceed Part M of the Building regulations
- Aim to improve the physical environment for disabled pupils, maximising their opportunity to participate in the curriculum

Outdoor Space

It is essential for the well-being and development of children/young people of all ages to spend time outside. Providing quality external space is as important as providing the right internal curriculum area. Phasing can further affect what is available in the short term, but it can make a school unviable in the long term if sufficient outdoor space is not factored in from the outset.

Children in early years foundation stage (EYFS) must have freeflow access between internal and external learning spaces. This means that there must be direct access from all EYFS internal learning spaces onto external and design consideration must be made of providing adequate shelter and of maintaining appropriate temperatures in the internal spaces.

Urban school playgrounds often provide the only safe,



*Albion School rooftop playground
Haverstock Associates
Photo by Hufton+Crow*

supervised place where children can play outdoors. Playgrounds should be considered priorities when allocating and planning sites and should be fully accessible taking account of the needs of pupils with any form of disability including children diagnosed on the autistic spectrum. The choice of site or location of a



*Albion School informal learning: Haverstock Associates
Photo by Hufton+Crow*

school must not dictate the quality of outdoor space.

Access should be provided to habitat areas and areas for growing to encourage understanding of the environment.

Rooftop multi-use games areas (MUGAs) are valuable and should be considered alongside opportunities for outdoor teaching including roof terraces/balconies to provide direct access from teaching areas. Building Bulletins require areas for outdoor social interaction and gathering, as well as timetabled sports.

In terms of space, play area should be based on BB99 (for confined sites).

Above all it should be remembered that the ability of pupils, especially in primary schools, to move freely between internal teaching areas and the outdoors should be maximised in design so there is a feeling of light and air. Research has clearly shown that freedom of movement in schools aids teaching and learning.

Expansion on existing sites should seek to mitigate loss of outdoor play space and to increase it wherever possible, for example through a use of roof decks or by rationalising existing outdoor areas.

Daylight and views

Classroom windows need to be large enough to satisfy regulatory daylight requirements, while views out are also important, so proximity to residential development should not preclude this. Therefore it would not be desirable to select a site on the presumption that school windows can

be translucent if they face residential properties. Good light and air to all spaces, and a feeling of occasional height and volume, to some teaching spaces can assist with the quality and feel of the environment, and provide a stimulating variety of experience.

Car parking and service access

Car parking should be reduced to the absolute minimum in consultation with the school. PTAL ratings vary from site to site and the issue of staff recruitment and retention should be considered. Adequate room must be provided for refuse storage/collection and deliveries which must enter and exit the site in a forward gear. This servicing requirement should be balanced against the need to provide usable outdoor amenity space for children/students and priorities will need to be agreed on a project-specific basis. Emergency vehicles and secure bike storage must be safely remote from pedestrian arrival points.

Daily servicing (food deliveries to the kitchen in particular) should ideally take place directly from the public highway. Access should not conflict with any pedestrian arrival points.

There should be well designed opportunities for secure cycle parking and storage.

Sustainability

Schools must be energy efficient, minimise pollution, maximise natural site characteristics for energy generation and conserve resources where possible.

Environmental impact must also be minimised during the design and construction phases. As designs evolve and change they must be evaluated to ensure that the 'green baton' is not dropped during the course of the project. New build schools must aim for an 'excellent' BREEAM rating and refurbished schools a 'very good' rating.

The construction process must ensure that it does not consume a disproportionate amount of resources and that opportunities are taken to educate school users about sustainable processes. Activities could include site visits and working with teaching staff to incorporate sustainable design issues into lessons at appropriate points in the construction process.

Future uses must be taken into account and spaces designed accordingly. The longer-term view should consider change of use beyond the duration of a 25-30 year maintenance period. A sustainable development is one that can be easily adapted for evolving or changing uses.

Schools should be designed for robustness and be capable of being easily maintained. External materials which weather well and are inherently robust will reduce maintenance costs in the long term and provide a lasting

legacy. Internal materials should also be considered for their inherent strengths, rather than relying on applied protective finishes, which can provide an institutional feel and add maintenance requirements. This can help both to add character to internal spaces and reduce material waste in construction and reduce demand on schools maintenance budget.

Procurement

The strategy for procurement is key to achieving good outcomes, especially with regards to attaining the best value in design and construction. Each scheme should be developed with a procurement strategy that is specific to the scheme that takes account of best practice, market intelligence and lessons learned.

This requires a well written and researched educational brief, the appointment of a design team with a good mix of expertise, experience and innovation and ensuring that previous design and post occupancy feedback lessons have been applied.

The method of procurement will be driven by a variety of factors, including cost, programme and the current market conditions. It is important to remember that there is no 'one size fits all' model and a procurement route which best suits the project's requirements should be considered at an early stage. The selection of designers and contractors should be suited to the scale of the project, well balanced between cost and quality. It should be possible to evidence good value for money, with genuine open competition. Many school schemes will be part funded by the council and the ESFA and this process will need to be evidenced.

Attention should be given to developing an appropriate cost and quality evaluation methodology which contains project specific criteria supported by the necessary ensure that the brief and the evaluation criteria are clear from the outset with the necessary feasibility studies, and master planning and full surveys, to ensure that risk can be costed and realistically apportioned.

All surveys, designs and construction contracts should be warranted in favour of third parties, including academies.

APPENDIX 2

School Design Guidelines September 2018

Responses to consultation and changes to document as a result.

Respondent	Comment	Change made	
Primary Headteacher	Thank you for this commendable piece of work and please take my support to these plans and count me in for providing any quotes/positive praise for plans and designs regarding School Design Guidelines going forward.	Noted	
Primary Headteacher	<p>I have read the proposed document. It is great that you are putting something in place and it looks very strong.</p> <p>My only feedback is that I find the approach to mixed use sites inconsistent through the document. Initially it seems that such schemes would only be possible if other solutions were not possible. Later, you speak of the benefits of mixed use and the potential mitigation for them if uses of a mixed site are compatible.</p> <p>I also think the section on having a garden or growing things sounds a bit like tokenism and surely some sort of overarching planting and tree scheme is more important than a place for children to grow the occasional sunflower at its more basic level.</p>	<p>Noted</p> <p>Mixed use section completely revised</p> <p>noted</p>	3
Architect	<p>We think the document provides some thoughtful text when considering school design.</p> <p>We have also made a few comments which may be helpful below:</p> <p>Photographs The images chosen to illustrate the text should be given further thought. Given that schools are essentially for children, there are no children in any images which is a shame and a real missed opportunity. Particularly the classroom image (which currently shows chairs on top of tables) and the outdoor space image (which doesn't have any play equipment or interest – although is on a rooftop) are real opportunities</p>	Photographs and labelling updated.	

	<p>to show what wonderful buildings you have commissioned recently. The document would benefit from selecting one or two key vibrant building images with children, and making them extend across a full page so they can be seen properly.</p> <p>Southwark's Vision In our experience of working with you, what sets Southwark's vision apart from other boroughs is about design ambition and thinking strategically/long term. We are unsure that this is really communicated in the document.</p> <p>Standards We note there is no reference to Secured by Design and early consultation with ALO (or is that in a different brief?). Similarly acoustics guidance documents could be referenced, if over and above the ESFA standard output specification? You do mention daylighting however.</p>	<p>Photographs added.</p> <p>Noted</p> <p>Text added</p>	2
Architect	<p>Compliance with Area Standards I have real concerns about the extent to which outdoor play in schools is being cut back. I agree with the sentiments regarding outdoor play in the guide, but wanted to highlight that the guidance document (BB103) relating to outdoor play is woolly and open to at best misinterpretation and at worst, abuse. The BB103 document provides much less clarity on outdoor play than the previous BB99 and much more room for interpretation, which is resulting in schemes which are inadequate. BB99 had a defined minimum for 'confined sites' which was lost in BB103 and which now suggests a priority order for outdoor play types on restricted sites but no bottom line. A clear and firm line from the Borough on what it considers to be the minimum outdoor play (for confined sites) would be hugely beneficial and hopefully avoid the squeeze by developers. For context – we were asked by a joint venture group (not in LB Southwark) to prepare plans for a 3FE school with 650sqm playground. Schools this squeezed will fail.</p> <p>Loss of Playspace (expansion and refurbishment) Section 77 of the Schools Standards Act will provide some governance of this issue. Notwithstanding this, expansion on existing school sites should always seek to mitigate loss of outdoor play. It is possible to expand a school without losing playspace – at Charles Dickens and Grange we increased outdoor play on both sites.</p>	<p>Reference added to page BB99 being the requirement, rather than BB103.</p> <p>Text included “<i>Expansion on existing sites should seek to mitigate loss of outdoor play space and to increase it wherever possible, for example through a use of roof decks or by rationalising existing</i></p>	<p>1 & 6</p> <p>6</p>

	<p>Expansion projects should seek to rationalise existing outdoor areas.</p> <p>Efficiency (expansion and refurbishment) It should be recognised that older school buildings will not naturally fit current area guidelines and may have inherent inefficiencies, notwithstanding this, the briefing process should involve a thorough inventory of existing spaces and a review of whether these are being used efficiently or still relevant to the current curriculum approach. It may be possible to address some organisational issues through simple re-allocation of spaces without the need to undertake building work.</p> <p>Entrance and Legibility Some emphasis of the challenge of lunchtime change-over in early years would be beneficial. The entrance strategy needs to consider how this will be addressed without impacting pupil safeguarding – i.e. avoiding the need for parent to cross KS1&2 playgrounds to pick up nursery children.</p> <p>Mixed Use and High Density Sites Although I recognise the need for these and believe that good design can overcome many of the challenges, there is little built evidence of successful applications of the typology to-date. I wonder if the language in this sentence “<i>School buildings on high density sites can be just as successful as schools on more generous sites</i>” could be tempered slightly? This may fit better with the earlier statement that the council’s preference is for stand-alone schools. Additionally, the design should ensure a clear sense of identity for the school – perhaps covered by the comment about the school not being overwhelmed, but worth stressing this point.</p>	<p><i>outdoor areas. “</i></p> <p>Whole section of this text included in guidelines document.</p> <p>Whole section of this text included in guidelines document.</p> <p>Mixed use section updated to reflect importance of school identity and quality of environment.</p> <p>Updated to read “<i>School buildings on high density sites should be designed carefully so as to take account of challenges and demonstrate where compensatory design solutions are being proposed; e.g. a larger multi use hall where there is reduced external area, elevated play decks and podium development</i>”</p>	<p>5</p> <p>3</p>
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	<p>Materials</p> <p>I'd recommend some guidance on materials and durability. The Employers Requirements for Package B were written with industry-leading warranty periods for most components for example, but the design guide could include something more tectonic:</p> <p>Schools should be designed for robustness and be capable of being easily maintained. External materials which weather well and are inherently robust will reduce maintenance costs in the long term and provide a lasting legacy. Internal materials should also be considered for their inherent strengths, rather than relying on applied protective finishes, which can provide an institutional feel. This can help both to add character to internal spaces and reduce material waste in construction.</p> <p>Phasing</p> <p>There could be more commentary on phasing of projects for existing school sites. In these instances a clear phasing strategy is essential. The cost of temporary accommodation to support phased construction plans should be weighed against alternate approaches. In some instances, smaller packages of work may be feasible over school holidays. This approach was used successfully at Charles Dickens school to create two new classrooms within the existing building during summer 2015, which avoided additional temporary classrooms (and loss of play space) during the main building works. This also provided an opportunity to prototype joinery items that were later used across the main project.</p> <p>I hope the above is useful. School design is a brave new world at the moment and robust policies by local authorities are invaluable in securing the quality of education that all children deserve.</p> <p>Best of luck with the rest of the process.</p>	<p>This text is now included on page 7</p> <p>This text is now included on page 5</p>	<p>7</p> <p>5</p>
Architect	<ol style="list-style-type: none"> 1. Generic guidance. I feel that there is a risk that this document falls between two stools. In generic terms I don't think that it covers enough ground and that other publications i.e. Building Bulletins, CABE guides etc. do a better job of this without many of the gaps that exist in this document. It is also not clear if this document takes precedence over other documents. If so, then these issues should be spelt out. Either way, there needs to be a thorough crosscheck between this guidance and these other documents to iron out any ambiguities or contradictions. 2. Specific guidance. I don't think the document is clear enough on issues that are specific to Southwark rather than generic. This is particularly important 		

	<p>where Southwark best practice is different to DfES standards. In recent projects there have been issues related to internal space standards e.g. Kitchens where the Southwark standards are different. Also, our experience would indicate that BB104 is very constrained indeed and projects find it hard to meet this guidance and maintain the quality of outcomes Southwark would desire.</p> <ol style="list-style-type: none"> 3. This document uses such terms as ‘inspiring’ spaces. Unless Southwark are more specific about how this can be achieved within the BB104 space standards and parallel budgets, it is not fair to raise expectation to this level. 4. In recent schools we used the DfES Output Specification to determine detailed design standards which needed to be complied with or derogations accepted by Southwark. In my view this, or similar, is a critical document and should be referenced as being mandatory unless Southwark now have a better approach. 5. Illustrations. The photos need to have consistent descriptions and in my view should relate to the text if at all possible in order to illustrate the points that are being made. 6. I may be wrong but I think that some of the titles are for the wrong school i.e. the classroom shot is not Albion. 7. The classroom is such an important element in a schools’ design that I think there must be better photos than the one that is chosen. 8. I understand that photos of Belham School are now available and these could be included to illustrate the issues related to working with Boards Schools which may be listed. Ref 5 below. 9. Context and Vision. ‘Adaptable design’ is referred to in this section. In recent projects Southwark have accepted that certain forms of construction e.g. CLT (cross laminated timber) find it difficult to meet this criteria which normally requires a framed solution. 10. Compliance with area standards. Please refer to my comments in section 2 above. 11. Respecting the context. London Board Schools are part of the Southwark portfolio and have their own particular issues, not least that some are listed buildings. It think that this should be referenced and guidance given in this section. 12. Siting and Pollution concerns. The issues about school and their proximity to main roads is important. However, the note needs to distinguish between school buildings and external areas. Buildings can often form a boundary to roads which protect the external areas from noise etc. My first reading of the note suggested to me that school buildings should be set in the middle of a 	<p>Labelling updated to highlight points being made.</p> <p>Labels updated.</p> <p>Updated.</p> <p>Included on page 3.</p> <p>Noted as too specific for guidelines</p> <p>Included on page 3</p> <p>Included on page 3</p>	<p>3</p> <p>3</p>
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	<p>site away from roads. I don't think that this was the intention of the wording.</p> <p>13. Elevated play decks are referenced several times in the document. It should be made clear that budgets will need to take these abnormal costs into consideration at the outset.</p> <p>14. Entrance and Legibility. The requirements for drop-off to a Special School could have a mention here as they are unique.</p> <p>15. Mixed use and high density sites. Reference is made to maximising light and air to provide a high quality environment. The whole issue of daylight, solar gain, heat loss and ventilation standards is complicated and needs to be spelt out specifically e.g. in an Output Specification. Statements such as the one above are not of any use to a designer without clearer guidance on which standards are to be met.</p> <p>16. I am not sure what the bullet point 'Utilities should be separated' means.</p> <p>17. Environmental Conditions Internally. Please refer to previous comments about design standards set out in an Output Specification.</p> <p>18. Reference is made to Southwark best practice solutions for classroom environments. Shouldn't these be stated? If not, where can they be found? The recent approach has followed DfES standards which require 'assisted natural ventilation'. Is this still Southwark's approach. How are these schools performing in the hot weather? Are there high maintenance issues and costs being incurred? If an alternative approach is to be taken, what are the design criteria and where are these set out?</p> <p>19. Reference is made to each teaching space having 'an openable window'. This is too vague and must tie into the overall ventilation strategy.</p> <p>20. The paragraph on acoustic design does not make sense to me. The implication is that natural cross ventilation should be adopted (ref. previous comments above) even though this has little to do with acoustics. It is also not 'easy' to achieve cross ventilation as stated!</p> <p>21. Internal Teaching and Learning Environment. I am not sure that this is the best heading for this section as non-teaching areas are also covered.</p> <p>22. The bullet point 'Well designed toilets...' should be reworded to omit these words and specific preferred solutions referred to.</p> <p>23. Outdoor Space. Please refer to previous comments about the additional</p>	<p>Added</p> <p>Mixed use section revised</p> <p>Removed</p> <p>Noted</p> <p>Noted. Too specific for overall guidelines</p> <p>Noted</p> <p>Wording removed and sentence updated to <i>"Acoustic design for schools is a demanding Building Regulations requirement and should be adopted. Derogations against acoustic requirements will not be accepted as these restrict access to education for all learners, not only for those with hearing loss."</i></p> <p>Updated to <i>"Internal Spaces"</i></p> <p>Wording removed and section updated</p> <p>Noted</p>	<p>3</p> <p>3</p> <p>3</p> <p>3</p> <p>4</p> <p>5</p>
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	costs that need to be accommodated to cover rooftop play areas.	Noted	
	24. Daylight and views. Please refer to previous comments about the daylight etc. The statements '....a feeling of occasional height and volume ... a stimulating variety of experience'. I totally support this principle. However, the cost constraints on schools are such that I don't think that this can be a specific requirement in a design guide unless Southwark accept that this approach will almost certainly need a higher level of budget than the DfES would accept.		
	25. Sustainability. The stated aim is for BREEAM 'excellent'. All too often we see this in specifications knowing full well that budgets will not stretch to this. This should either be a mandatory requirement with budgets to suit or it should be dropped as an aim which will never be achieved and will consume a great deal of abortive time and energy.		
	26. Procurement. I think that the cost constraints should be spelt out clearly here or in a separate section. Southwark should have sufficient information from recent projects to set out costs per square metre, costs for externals etc. This is vital to set the design team's aspirations at the right level from the outset. Guidance should also be given about the need for detailed feasibility work and realistic costings of design solutions at the early stages in any project.	Noted	6
	I hope that these comments can be seen as constructive and are of some help.		

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