

Review of Homelessness

2007/08 to 2011/12

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Abbreviations used

ACS Adults' and Community Services
 CYPs Children and Young People's Services
 LL Lambeth Living ALMO
 SNAP Support Needs Assessment and Placement Team
 TA Temporary accommodation
 ALMO Arms Length Management Organisation

Executive Summary

This homelessness Review was undertaken to inform the development of a homelessness strategy for 2012-16. Lambeth's strategy document will be available separately.

The review provides the basis for the homelessness strategy by examining the extent of homelessness in the borough, the breadth of prevention of homelessness services currently available, and key areas for action.

This review also acknowledges an earlier review of homelessness for which a far more in-depth year long project was undertaken, that incorporated extensive consultation with service users and service providers. The development of the Homelessness Strategy will include consultation with partner agencies and service users.

Strategic objectives

The review is intended to ensure that the final strategy is evidenced based. Its objectives are to:

- Identify the main cause of homelessness in Lambeth and the needs of specific groups
- Identify the resources and activities available to meet these needs

The Lambeth Homelessness Strategy 2012-2016 is a separate document setting out actions that follow from this review.

Format

The review is divided into five chapters as follows: Chapter 1 provides an introduction; Chapter 2 considers the general housing situation in Lambeth; Chapter 3 addresses prevention of homelessness; Chapter 4 focuses on statutory homelessness and Lambeth's response to it; Chapter 5 sets out trends in demand for temporary accommodation, and temporary accommodation occupation levels. The data is presented in a five year view, 2007/08 to 2011/12.

The Review in summary

Headline information from the individual review chapters is summarised as follows.

Housing in Lambeth

Private renting is getting more expensive with more competition in the market. Households who might have saved a deposit and bought a home in previous years are renting longer. With less disposable income to accumulate a deposit many face diminishing prospects of buying a home in London.

Capped benefits in 2013 have highlighted potential housing shortfalls for large non-working families in the private sector. If the temporary accommodation subsidy is changed in 2013 some units of temporary accommodation will become unaffordable.

The 2012 Housing Needs Survey identifies supply needs of around 24,000 homes across all tenures over the next 20 years, principally 1-bed and 2-bed size property.

Supply of social housing increased by 47% between 2007/08 and 2011/12. In the same period the number of tenants waiting for a transfer tripled, and the number of households on the housing register doubled.

With over 30,000 households waiting on lists and based on current supply, it would take 60 years to house all households/individuals waiting for permanent housing.

Advising households /preventing homelessness

ACS reports year on year successes to end rough sleeping and deliver the Mayor's target of no second night out, and no one living on the streets. Lambeth's response has yielded additional funding for new posts and personalisation budgets from the GLA.

The total number of households advised over five years by the Options and Advice Service has reduced by 14%. Single men and women account for 60% of all households advised; 40% of households are couples and lone parents with dependent children.

The number of households seeking housing advice because of tenants' rights/security issues increased by 40% over five years. An 80% increase in the number of households accepted as homeless due to private eviction is reported in the same period.

The number of families seeking advice increased by 22% in 2011/12 due to proactive work with families affected by 2012 benefit restrictions.

The number of 16-18 year olds threatened with homelessness has reduced year on year, though still accounting for 22% of all case advised annually. High prevention outcomes are delivered for this vulnerable client group through ACS funded supported housing, mediation and negotiated return home, as appropriate. The effect of the Housing-CYPS protocol is also contributing to reductions in demand levels from 16-18 year olds.

The total number of prevention of homelessness solutions secured increased by 34% over five years i.e. where homelessness is prevented for a minimum of six months through robust casework intervention. 45% of prevention outcomes were secured for families with children/pregnant women and principally through permanent housing in the private sector.

55% of all prevention outcomes secured over five years were for single men and women mainly through ACS funded supported housing placements, mediation/negotiated return to home for 16-18 year olds.

Preventions delivered through the private renting schemes reduced by 42% over two years 2010-12, principally due to reduced supply from private sector landlords/agents with adverse consequences for family demand for temporary accommodation and homeless acceptance levels.

Statutory homelessness/ temporary accommodation

Homeless acceptance levels increased by 27% over five years: 766 households accepted in 2007/08; 969 households accepted in 2011/12.

Lone parent female households account for 55% of all households accepted as homeless over five years, 61% of accepted households in 2011/12.

Couples with children account for 13% of all households accepted as homeless over five years; an increase of 38% is reported in 2011/12.

2010-12 demand from couples with children and lone parents increased by 68% fuelled by the downturn in private renting opportunities for families.

The main causes of homelessness remain: relative/parental/friend eviction ,accounting for around 50% of all reasons for homelessness.

The most notable change in causes of homelessness over five years has been an 85% increase in households accepted due to private eviction; a four fold increase in acceptances due to households leaving NASS accommodation following a positive decision on their asylum application; a doubling in the number of households accepted as homeless due to domestic violence.

Temporary accommodation occupation levels reduced by 42% over five years from 2,116 households in occupation in March 2008 to 1,221 households in occupation in March 2012. A worrying development in 2011/12 is that the downward trend in occupation levels has halted and occupation levels have flattened. A reduction of just 4% in occupation is reported in 2011/12.

Analysis of demand for temporary accommodation reveals a 27% increase in demand from families over two years, 2010-2012.

In the same period demand from all other household groups reduced by 22%.

High family demand levels accounts for the use of Bed and Breakfast accommodation in the absence of a more suitable supply of alternative accommodation.

Targets

- *Government target.* The government has set the following principal targets
- *An end to the use of bed and breakfast hotels for homeless families with children, except in emergencies, and even then for no longer than six weeks.* At the end of March 2012 there were 35 families in Shared B&B; of which 20 were families with children in occupation for over 6 weeks.
- *No Second Night Out* The Mayor's target to end rough sleeping in London by 2012

Conducting the review

The review consisted of an examination of Lambeth data and descriptive material 2007/08 to 2011/12 and of written material from other sources. Written submissions were also received from colleague departments.

Housing in Lambeth – the Housing Strategy

The overall supply of permanent property has improved year on year, up by 47% between 2007/08 and 2011/12. One theme of Lambeth's Housing Strategy 2012-16 is to increase the supply and quality of housing from all sources. Activities include working with private Registered Providers to deliver new affordable homes; delivering more council homes to a condition better than Decent; working through the Private Sector Landlord Forum to improve the quality of private rented housing in Lambeth. Separate strategies address Empty Property and Housing Renewal.

The Housing Strategy identifies local housing issues, priorities and the resources needed to deliver local objectives. It sets out a shared vision and a series of priorities and proposals under three key themes:

Place: The role housing plays in making Lambeth a great place to live, work and visit;

Property: The importance of good quality homes in Lambeth;

People: The role housing plays in improving the lives of those who live in it. At the core of the strategy is an action plan for delivery, which sets a clear strategic direction for the council and its partners in addressing housing and related support needs, 2012-2016.

Services assisting homeless people generally

Services available. There are many services available for homeless people in Lambeth, some provided specifically for this situation and others offering more general services. These include advice agencies, outreach services, hostels, supported housing, day centres and furniture schemes. However, these services have developed over many years in response to the high level of need, and there is a heavy demand on most of these services.

Following on from the review: the Homelessness Strategy

The council recognises that in responding to homelessness more needs to be done than simply providing accommodation after people have become homeless. In many cases, early action is needed to prevent homelessness.

Homeless prevention through close partnership working has been identified as a core objective in the Rough Sleeping and Street Population Strategy.

One of the main priorities for the Housing Needs Department is to work with local landlords to secure a greater share of the private rental market as permanent housing, for households whose homelessness cannot be prevented.

People who are housed in the private sector and in social housing can become homeless again without help and support to maintain their tenancies. Hence the enduring need for the tenancy sustainment services provided by the Single Homeless Project (SHP) across all tenure types.

Chapter 1 Introduction

Lambeth, with all local authorities in England and Wales, is required by the Housing Act 2002 to publish this review and accompanying strategy.

The review describes housing demand and supply, prevention of homelessness, homelessness, and statutory and other responses to homelessness provided within the borough. This document evidences the trends in homelessness in Lambeth; the activities and services provided which help to prevent homelessness, help to find accommodation for homeless and potentially homeless people, or provide support for them, including support to prevent them from becoming homeless again.

Chapter 2 considers the general housing situation in Lambeth. Chapters 3 and 4 address prevention of homelessness and statutory homelessness and Lambeth's response to it. Chapter 5 covers demand and use of temporary accommodation.

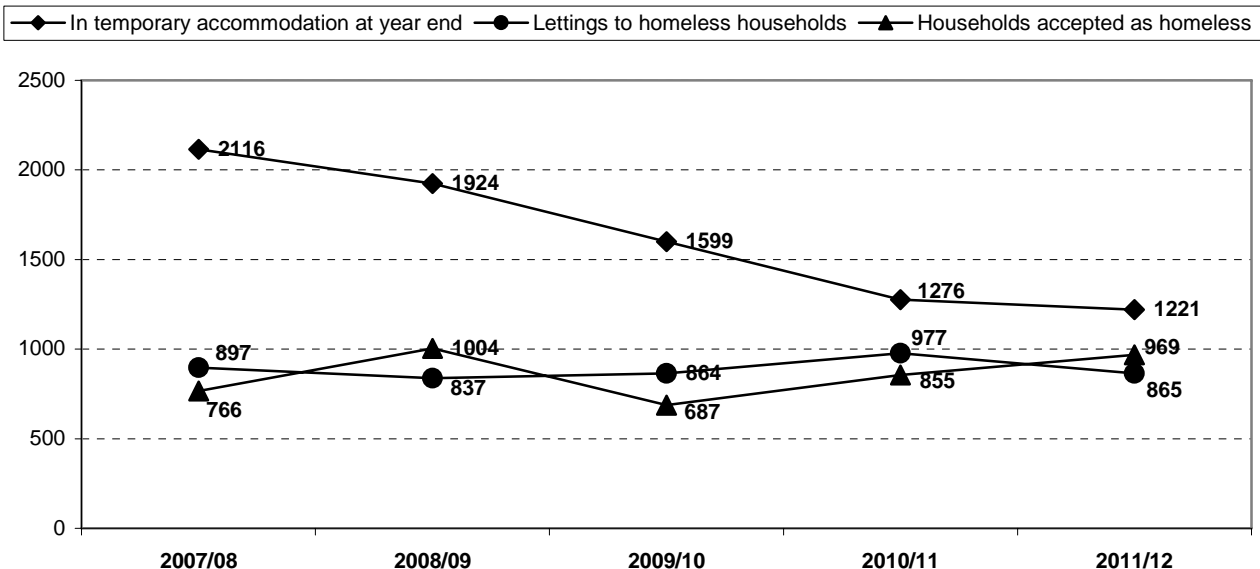
1.1 The central problems

1.1.1 Homeless acceptances and permanent lettings

The need for a review and an audit of services is illustrated in the following chart; homeless acceptance levels are rising and closely tracking or outstripping levels of permanent lettings for homeless households.

Temporary accommodation occupation, reducing steeply from 2007/08 to 2010/11, has flat-lined in 2011/12, reducing by just 4% in twelve months.

**In temporary accommodation at year end; Lettings to homeless households;
Homeless acceptances: 2007/08 to 2011/12**



1.1.2 A shortage of private sector properties to prevent homelessness

Sustained demand from families with children, and pregnant women is keeping temporary occupation levels high.

In recent years there has been significant success, illustrated in the following chart, steering family demand into permanent housing in the private rented sector instead of the more traditional route - a homeless application, temporary accommodation, and dependence on social housing.

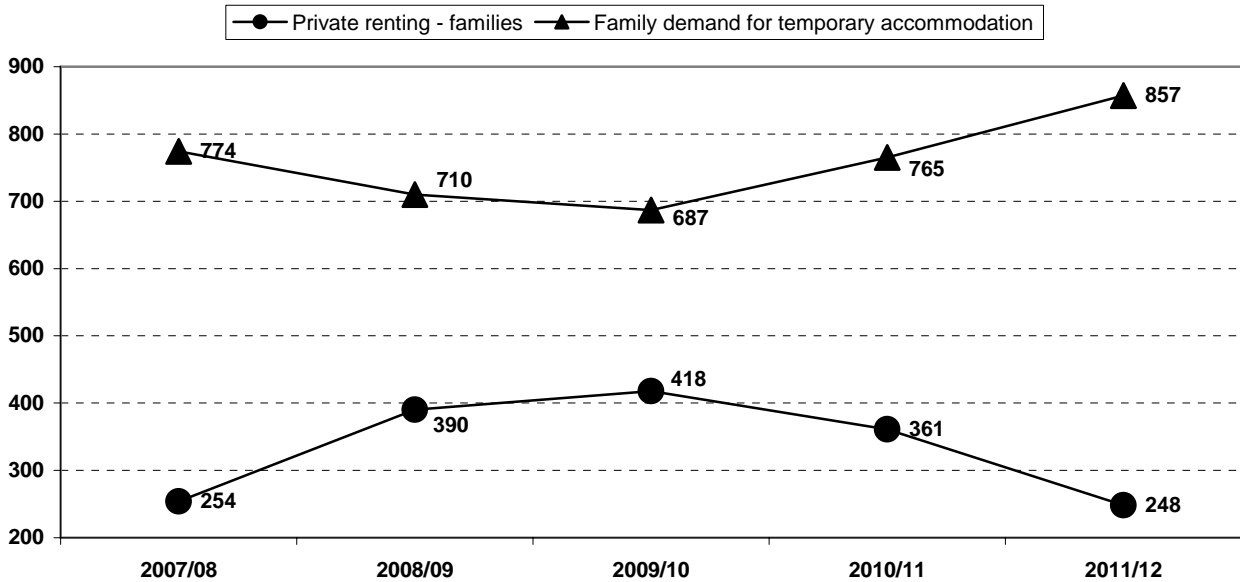
The chart shows a 41% decline in private renting opportunities to prevent homelessness, 2010-2012. This is due to difficulties sourcing a reliable supply of properties from landlords and agents in the private sector. In the same period family demand for temporary accommodation follows an upward trajectory, up by 27% over two years.

This problem is being addressed in a number of ways:

Initiatives to incentivise landlords to offer properties to the prevention of homelessness private renting schemes were introduced in 2012 and there is optimism that these will yield an improved supply in 2012/13.

A new Homeless Prevention Points Scheme in 2012 aims to further manage family demand by rewarding with extra housing points families who are able to remain at home and bid for permanent property, rather than make a homeless application.

Family demand for temporary accommodaiton and private renting for families



1.2 Complementary policies, reports and strategies

This review needs to be considered alongside other recent reports, policies and strategies.

-Rough Sleeping and Street Population Strategy 2009-12 (ACS)

-Housing Needs Survey 2012

-Lambeth Housing Strategy 2012-16

1.3 Targets

- The national target to minimise use of shared B&B for families and for no longer than six weeks.
- To minimise use of shared B&B accommodation for 16/17 year olds.
- The Mayor of London's target to reduce rough sleeping through the 'No Second Night Out' initiative with the aim to ensure that new rough sleepers do not spend a second night out on the street.

1.4 Rough sleepers

For the last three years rough sleeping figures have been measured by a Flow, Stock and Returner model as reported in the following table. All three measures evidence a downward trend over three years.

Table 1

Rough sleepers	2008/09	2009/10	2010/11*
Flow - new to the street	153	112	138
Stock - contacted previously by an outreach team within the last year	111	80	85
Returners- previously know to outreach services but not seen within the last year	59	34	34

*Figures for 2011/12 will be available in the Annual Report in June 2012

1.4.1 The Mayor's definition of ending rough sleeping

The Mayor has set a target that no one has a second night on the street, and no one lives on the street. Lambeth's response has continuously improved and in recognition ACS has been given additional funding for new posts and personalisation budgets by the Greater London Authority.

No one having a second night out Lambeth currently has between 90 and 100% success rate for this measure and it is expected that this rate will continue now that the Lambeth Assessment Centre is open (**3.4.5 below**).

No one living on the streets describes rough sleepers who have been on the street for over three weeks and had five or more contacts with the outreach team. During the period March- April 2012 Lambeth had 15 clients in this category: 6 of whom are clients who only require a single contact in the period to qualify. Of the six, two individuals are Lambeth clients.

1.4.2 The Rough Sleeping and Street Population Strategy 2009/12

The Strategy has six core objectives* with a SMART action plan. The majority of tasks have been achieved with successful results, and the strategy is due to be reviewed in the summer of 2012. For the future a priority will be homeless prevention that will require close partnership and joint working with the Housing Department, Registered Social Landlords, and voluntary sector agencies.

In 2010 a review of rough sleeping services resulted in a commissioning plan that introduced a step change in the way services are delivered in the borough: the vulnerable adults pathway was introduced, creating a gateway to services and a re configuration of supported housing projects. In April 2012 the Lambeth Assessment Centre opened its doors providing 28 beds and 5 safe seats to both new and entrenched rough sleepers.

*Core objectives

1. Strengthening partnerships.
2. Re-focusing on prevention.
3. Improving pathways and accommodation.
4. Motivating & empowering people.
5. Ensuring access to specialist health & support services.
6. Systematically addressing anti-social behaviour

1.5 How the review was carried out

1.5.1 Data collection

Levels of homelessness

The council collects a significant amount of data and along with all local housing authorities in England submits quarterly returns relating to statutory homelessness and prevention of homelessness to the Department for Communities and Local Government. These statistics are published and are available on the CLG website (www.clg.gov.uk).

While these statutory returns can assist in identifying root causes and levels of homelessness they can only ever present part of the picture. Many people do not come into contact with the statutory homeless services and significant numbers will not qualify for assistance.

1.5.2 Service information

The Housing Options and Advice Service operates from the Brixton Customer Centre situated in Olive Morris House and provides a drop-in service, and an appointment based service for more detailed advice and interviews.

A full description of services provided is available on Lambeth Council's intranet that includes:

- the range of free advice available
- how to access telephone advice
- how to make an appointment with an adviser
- how to prepare for an appointment with options advisers
- a list of day centres in Lambeth and their location

Quarterly newsletters are sent to households in temporary accommodation promoting a range of issues and options, and generally keeping in touch with households. In 2011 households in temporary accommodation were invited to events to explore with officers permanent housing options including private renting, and to resolve any issues in navigating the web based CBL system.

1.6 Consultation

Housing authorities are expected to consider the views of services users as part of their reviews. Extensive consultation was undertaken for an earlier review of homelessness and associated homelessness strategy. Consultation with service users and partner agencies will be integral to the development of the 2012-16 Homelessness Strategy.

1.7 Equalities

Lambeth Council celebrates the fact that it serves a socially diverse community. The council is committed to meeting the needs of the whole of that community in all services provided. That commitment includes the fundamental principal of equality of opportunity for all people, regardless of race, gender, age, culture, faith, sexuality or disability.

1.7.1 Monitoring

Method

An integral part of any business case for service change includes an Equalities Impact Assessment that must set out the impact proposed changes may have on any minority group.

Preventing homelessness

This activity is reported in Section 3 and evidences that outcomes secured are in proportion to the levels of households using the service when measured for example for Black, Asian and Minority Ethnic households, and against household type.

Statutory homelessness

Decisions on homeless applications are reported in Section 4 and evidence that homeless acceptance levels for Black, Asian and Minority Ethnic households are in proportion to the number of BME households presenting as homeless. Overall, it demonstrates a higher than average incidence of homelessness among black and minority ethnic groups, matching experience elsewhere.

BME households account for around 40% of borough household population in Lambeth. BME households account for over 70% of households applying as homeless, accepted as homeless and resident in temporary accommodation.

June 2012

Homeless acceptances

Data about this is presented in Section 3 below. Analysis of the proportion of acceptances following applications by Black and Minority Ethnic households reveals that it is proportionate.

1.8 The Lambeth Context

Lambeth's population

Lambeth is one of 13 boroughs that make up inner London. It is the second largest inner London Borough with an official population of 283,300 (2009 ONS mid-year estimate) and its population is forecast to grow by 37,000 people - 12.5% - in the next twenty years to 2030 (GLA 2008 Round population projections)

Lambeth is the 5th most deprived borough in London and 19th most deprived in England. (The 2007 Index of Multiple Deprivation).

38% of Lambeth's population are from ethnic minority backgrounds, and 62% are white (2008 GLA Ethnic Group Projections). Over 130 languages are spoken in the borough. After English, the main languages spoken are Portuguese, Somali, Spanish, Yoruba, French and Twi.

Lambeth has one of the highest rates of population change in the country. There is a population churn of around 70,000 people (5th highest nationally), or 25% of the 2008 population (7th highest nationally). This means that approximately 12% arrive and 13% leave the borough each year (ONS Mid-year estimate 2009).

Like other Inner London boroughs Lambeth has a large working age population and lower numbers of older people and children. Only 10.9% of the population are aged over 60, compared to 22.4% nationally, and 20.8% are aged under 20, compared to 23.9% nationally. (2009 Mid-Year Estimate).

71% of Lambeth's working age residents were employed in Sept 2009, compared with 69% across London and 73% nationally. In November 2009 17% of the working age population were benefit claimants, compared to 15% across London and 16% nationally. (DWP benefit claimants' data, Nomisweb.co.uk).

Chapter 2 Housing in Lambeth

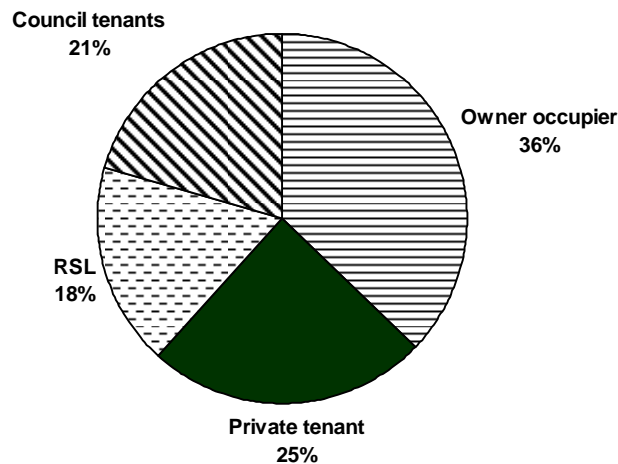
This chapter describes tenures in Lambeth, affordability, demand for social housing, supply of social housing and how the private sector is being developed.

2.1 Tenures in Lambeth

Around 40 percent of Lambeth’s 128,000 households live in social rented housing, considerably higher than the latest London wide figures of 24% for London, (Office of National Statistics, released Feb 2012).

Sixty-one percent of Lambeth households are private sector owner occupiers (36%), or private sector tenants (25%).

Lambeth- tenure profiles



2.1.1 Affordability: the local housing market

Private renting

In the table that follows the minimum weekly rent in Lambeth in the private sector market is reported. At over £1,000 a month, at a minimum, for a 2 bedroom family size property Lambeth is an expensive place to rent

Table 2

Property size	Minimum rent (£/week)
Studio	£124
1 bedroom	£193
2 bedrooms	£254
3 bedrooms	£312
4 bedrooms	£415

(London Rent Map Mar-2012)

June 2012

Buying a home

The average cost to buy a home rose by 5.2% over the past year to £355,121 in Lambeth (Land Registry 2012), and this highlights homeownership being out of reach for the majority of Lambeth residents, thereby increasing the demand for private rented properties and social rented stock.

Affordable Rent model

The Affordable Rent model introduced by government for the delivery of affordable housing by councils and private Registered Providers will mean that higher rents up to 80% of market rents may be charged. Households will need to be means tested at the point of allocation, and those with the ability to pay could be allocated to Affordable Rent properties. However, large households currently eligible for social housing could find rents unaffordable.

2012 Housing Needs Survey

The survey quantified supply needs up to 2031 of around 24,000 homes across all tenure types, the majority social housing, and over 70% one bed and two bed size need.

2.2 HB shortfalls 2012, capped benefits in 2013

HB shortfalls 2012

Lambeth has been incrementally contacting around 1,000 families in the private sector affected by the 2012 reductions in their benefit income as a result of changes to the way Local Housing Allowance is assessed. These pro-active discussions with tenants and landlords have sustained a large proportion of tenancies where otherwise homelessness may have resulted. ACS has commissioned Broadway to work with around 2,000 single people affected by the restrictions.

Discussions have taken place with CYPS, local school Head Teachers, advising of the potential impact, and providing assurance that housing services are available to help and advise those affected. The impact regarding homeless presentations may not be as significant as was anticipated.

Capped benefits in 2013

Pre-emptive calculations regarding the effect of the £500 weekly benefits cap (£350 for single households) resulting from Universal Credit due in 2013 have highlighted potential and significant housing shortfalls for affected households, especially the larger non- working families in the private sector.

In October 2013 the subsidy rules for temporary accommodation may be changed and equalised with the private sector. This would mean that the losses in benefit faced by some families in the private sector would also apply to families in temporary accommodation thereby rendering some temporary accommodation units unaffordable.

The impact on the levels of homeless applications received as a result of Universal Credit could be considerable. A co-ordinated approach that may incorporate out of borough options, in light of the potential changes for temporary accommodation, may need to be considered.

2.3 Developing the private rented sector

2.3.1 The local market

Private sector housing has a direct impact on the majority of people living within Lambeth, irrespective of tenure, and has a major role to play in the reduction of homelessness. The Private Sector Services Unit co-ordinates the full range of functions and initiatives aimed at improving the position of people living within this sector.

2.3.2 Lambeth's Private Sector Housing Forum

The private sector housing forum is an independent body set up in Lambeth to address the issues relating to private sector housing. The aim is to "improve the housing conditions in the private sector in Lambeth where these are poor, and to maintain good housing standards where these already exist".

The forum covers a wide range of topics, from problems that people may have in accessing accommodation, through to the licensing of houses in multiple occupation, and how services for people in private sector housing are promoted and publicised.

Anyone can become a member of the forum. Current members include private sector landlords, private sector tenants, home-owners, local advice agencies and the council.

The work of the forum is agreed by the steering group. The steering group is an elected body and has ten members that include private landlords, private tenants, home-owners, Citizen's Advice Bureau and the council. Everybody who attends the forum, and obtains at least four voting points, is able to nominate or be nominated to the steering group, and hence influence the work carried out.

The forum holds open meetings every three months. These include presentations and discussions on issues relating to private sector housing as well as feedback on the activity of the forum sub-groups. The presentations and discussions include information about new legislation and practice developments.

2.3.3 Landlord Accreditation Scheme

The London Landlord Accreditation Scheme (LLAS) is a voluntary scheme that private residential landlords are encouraged to join. We now require all landlords who wish to work with us to become accredited and promote the scheme to all landlords across the borough.

The aims of the scheme are to encourage, acknowledge, and actively promote good standards of private rented accommodation and to assist landlords and tenants to undertake their respective responsibilities to each other. The scheme also encourages and acknowledges responsible behaviour by tenants through an accredited tenant scheme.

Compliance with the scheme will ensure that:

- Landlords, tenants and community members enjoy the benefits of good property conditions, competent management standards, and considerate neighbourly behaviour
- Misunderstandings and disputes are reduced
- Where problems do occur they are promptly resolved

2.4 Quality of private sector housing supply

Of the approximate 128,000 households living in Lambeth approximately 25% are renting from private landlords.

2.4.1 Private Sector – property condition

In 2011/12, Private Sector Housing received c.600 requests for service i.e. complaints about housing conditions in private rented property.

In May 2012 the new dwelling level stock modeling has become available and from this the following is estimated:

- 6,358 dwellings are in disrepair in the private sector -owner occupiers and privately rented, using the former Decent Homes Standard criterion for disrepair
- 10,192 private sector households are in fuel poverty
- Around 15,138 households in the private sector are vulnerable households

There are an estimated 12,722 dwellings in the private sector where a category 1 Hazard is expected to be present. Most of these hazards are fall hazards (7,006) with the next highest incidence being excess cold (4,288).

Poor housing stock in Lambeth increases housing need, which contributes to homelessness.

2.4.2 Home Improvement Agency

The Home Improvement Agency is a 'one stop shop' for private tenants and landlords. Officers provide advice and assistance on a range of options available to enable households to improve their homes. This includes the provision of financial and welfare benefits advice in addition to targeted grant aid to vulnerable households where for example someone is elderly or disabled.

Surveyors oversee the building works and ensure the contract is carried out to the highest standards. The process involves working closely with other professionals such as Environmental Health Officers to ensure a prompt and efficient service.

2.5 Increasing supply

2.5.1 Minimising the number of empty properties

The Empty Property Service provides advice for landlords on empty properties such as renting and selling options including grants if appropriate to bring empty properties back into use. Advice on letting a house and how to set up a tenancy is provided by Housing Needs. Additional incentives have been set for those who wish to be 'accredited landlords'. Targets are in place to bring back into use a minimum of 100 vacant properties annually.

2.5.2 Incentive schemes

Council tenants who are under-occupying their property are encouraged to move to smaller homes that meet their needs through the Transfer Incentive Scheme. Tenants are also encouraged to move to general purpose accommodation if they no longer require their wheelchair-adapted property. Tenants are paid £1,000 for each bedroom they give up when they move to a smaller home, or £1,000 for every wheelchair-adapted property they no longer need. In addition reasonable removal or connection costs are paid if the move is within Lambeth.

2.6 Demand for council housing

2.6.1 Waiting on lists 2008 to 2012, snapshots at year end

With limited options in the private rented sector many people, particularly households on low income, turn to the council to meet their housing needs. There is a severe housing shortage in Lambeth with many times more people applying for council or housing association housing than there are homes available.

Demand from the housing register and transfers far exceeds the supply. It is also accepted that the Housing Register for a variety of reasons may not accurately or completely reflect households in current housing need in the borough. If the register is not regularly reviewed it may carry dead wood, unverified households who may not actually be eligible, may not inspire confidence because of its size among households who would otherwise register.

At the beginning of 2011 there were around 39,000 households waiting on all housing lists and in 2011/12 the projected supply is around 2,000 lettings.

Council tenants waiting

The number of households waiting has tripled over five years: 1,308 households in 2008 and 3,762 household waiting in April 2012.

Housing Register applicants waiting

Numbers have doubled over five years: 13,918 households waiting in 2008; 26,493 households in 2012.

In 2009/10 an additional team of officers registered a backlog of housing register applications and this activity accounts for the 35% increase in the number of households waiting by April 2010.

In October 2010 an on-line housing register application form was introduced and significant annual increases have followed.

Homeless households waiting

This waiting list has reduced by 5% over five years: 1,305 households in April 2008; 1,238 households in 2012.

A 19% increase in the number of households waiting in April 2009 is explained by a 31% increase in the number of households accepted as homeless in 2008/09, **Table 29**.

A 3% reduction in the number of households waiting by April 2011 is explained by an unusually high level of permanent lettings for homeless households in 2010/11, up by 13% when compared to the previous year, **Table 6**.

Table 3

Households waiting – for permanent housing	April 2008	April 2009	April 2010	April 2011	April 2012
Council tenants awaiting transfer	1,305	2,881	3,086	3,388	3,762
Percent change		121%	7%	10%	11%
Households on the Housing Register (Waiting List)	13,918	14,622	19,692	22,746	26,493
Percent change		5%	35%	16%	16%
Homeless households	1,305	1,548	1,373	1,327	1,238
Percent change		19%	11%	-3%	-7%

2.7 Supply of social housing

2.7.1 Social housing lettings

The council operates a choice-based lettings scheme introduced in 2008. Instead of council staff deciding who should be offered properties, housing applicants themselves play an active role in choosing their homes. The council joined Home Connections, a choice-based lettings service already used by many London boroughs to run similar schemes.

How applicants are prioritised for housing

When more than one applicant is interested in an available property, the council chooses between them on the basis of which has the higher priority. Priority is mainly based on housing need i.e. a household's current housing situation. Some priority is given for other reasons, such as length of time a household has been on the council's housing list.

How needs are assessed

Households are placed in one of a number of Allocation Groups, as appropriate, after making appropriate enquiries/assessments. Over 80% of applicants will be mainstream transfers or housing register applicants. Reasonable preference is applied for example for households who are homeless, households who need to move on medical grounds, households living in unsatisfactory conditions.

2.7.2 Social housing – how much?

In the table that follows a 47% increase in overall supply is reported in the five years 2007/08 to 2011/12.

The increase in lettings between 2007/8 and 2010/11 was due to better void management following the establishment of Lambeth Living in 2008 and the clearing a large backlog of empty properties. In the couple of years before LL was set up housing management performance on void turnaround was very poor, with a high level of long cycle voids. This caused lettings to collapse from about 1,814 in 2005/6 to only 1,304 in 2007/8.

Since 2008 LL has taken control of the voids issues, improving short-cycle void performance and clearing the backlog of long-cycle voids. This was completely cleared by 2010/11, when lettings peaked at almost 2,400. Last year's 2011/12 total was a more normal 1,921 and the forecast is that lettings will stabilise at around 1,800 a year.

Table 4

	2007/08	2008/09	2009/10	2010/11	2011/12
Total lettings	1304	1611	1882	2373	1921
Percent change		24%	17%	26%	-19%
Lettings' source					
Lambeth Living	783	1097	1214	1689	1345
Percent change		40%	11%	39%	-20%
Private Registered Providers (aka housing associations)	521	514	668	684	576
Percent change		-1%	30%	2%	-16%

2.7.3 Permanent lettings – property size

Bedsits and 1-bedroom size property

Total supply increased by 49% over five years.

Demand is greatest for this size property on the Housing Register. In 2010/11 when the supply increased by 37%, lettings to the Housing Register increased by over 100%.

2-bed size property

Total supply increased by 34% over five years.

Supply increased by 17% in 2010/11 when compared to the previous year and as result lettings to homeless households increased by 13%. Demand from homeless households is principally for 2-bedroom size property.

3-bed and 4-bed size property

Total 3-bed size supply increased by 71% over five years; total 4-bed size supply increased by 53%.

Supply in the larger bedroom property sizes has increased year on year and as result the number of tenant moves has increased. Analysis of 4-bed lettings in 2011/12 reveals that 50% of supply went to tenants transferring and to the emergency list.

Table 5

	2007/08	2008/09	2009/10	2010/11	2011/12
Property size	Number	Number	Number	Number	Number
Bedsit/1-bed	577	759	785	1073	860
2-bed	471	597	752	880	632
3-bed	198	203	278	358	339
4-bed	58	54	67	62	89
Total lettings	1304	1613	1882	2373	1921
Sheltered lettings	91	128	97	112	127
Wheelchair/mobility standard lettings	2	24	20	27	34

Figures for sheltered and wheelchair/mobility standard lettings are subsets of total annual lettings.

2.7.4 Permanent lettings – by group (housing list)

In the following table annual lettings are reported by group and expressed as a percentage of total annual lettings.

Levels of lettings to the individual groups will be influenced by a number of factors in addition to housing priority, for example the nature of supply, and how often households are bidding

Emergency List

Lettings are increasing year on year to this group, up by 85% over 5 years: 53 lettings in 2007/08 and 98 lettings in 2011/12

Transfer Lists

This includes mainstream and supply transfers. Lettings are up by over 100% over 5 years. In recent years lettings to tenants transferring account for around 20% of all annual lettings

Homeless List

Lettings are down by 4% over 5 years but final outturn from private Registered Providers for 2011/12 may yet improve performance for this List in 2011/12. Nonetheless, the share of lettings to homeless households is reducing 2009/10 to 2011/12, averaging around 44% of lettings against previous highs of 69% in 2007/08, and 52% in 2008/09.

Referral lists

Lists include adults leaving Care, households moving on from supported housing, environmental health referrals. Lettings levels fluctuate from year to year but average around 7% annually of total lettings.

Housing Register

A six-fold increase is reported over 5 years helped by improved 1-bed size supply: 76 lettings in 2007/08 and 473 lettings in 2011/12.

Table 6

	2007/08	2008/09	2009/10	2010/11	2011/12
--	---------	---------	---------	---------	---------

Group	Number Percent	Number Percent	Number Percent	Number Percent	Number Percent
Emergency list	53 4%	99 6%	104 6%	90 4%	98 5%
Transfer lists	148 11%	303 19%	439 23%	498 21%	352 18%
Homeless list	897 69%	837 52%	864 46%	977 41%	865 45%
Referral lists	130 10%	102 6%	150 8%	148 6%	133 7%
Housing register	76 6%	272 17%	325 17%	660 28%	473 25%
Total lettings	1304 100%	1613 100%	1882 100%	2373 100%	1921 100%

2.7.5 Permanent lettings - household type

In the following chart and table annual lettings are reported according to the type of household rehoused - couples with children, lone parents, single men, and single women.

Over five reporting years 95% of annual lettings were shared among households as follows:

- an average of 41% of all annual lettings were to lone female parents with children;
- 22% to single male households;
- 17% of annual lettings were to couples with dependent children;
- 15% to single female households.

Table 7

Household type	2007/08	2008/09	2009/10	2010/11	2011/12
Couple with dependent children	206	263	347	459	333
Lone parent female with children	545	666	760	940	843
Lone parent male with children	54	61	100	115	89
Single household - male	277	374	405	530	392
Single household - female	220	243	261	327	261
All other household groups	2	3	2	5	3

Total households	1304	1610	1875	2376	1921
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2.7.6 Permanent lettings – household age and gender

In the table that follows annual lettings are profiled by applicant age.

16-18 year olds Lettings to this client group will be to statutory homeless households and young persons leaving local authority Care.

A 40% reduction in lettings levels over five years and a stable lettings level 2009-2012 for this client group is attributed to reductions in demand, and high levels of prevention outcomes (**Table 22**).

Table 8

Age bands	2007/08	2008/09	2009/10	2010/11	2011/12
16-18 yr old	142	92	86	88	85
19-24	264	322	424	417	304
25-44	617	826	949	1294	1043
45-59	153	212	257	395	296
60-64	24	39	53	66	78
65+	104	122	113	113	115
Total	1304	1613	1882	2373	1921

Gender					
Female	881	1032	1187	1497	1275
Male	423	581	695	876	646

2.7.7 Permanent lettings – household ethnicity

In the following table annual lettings are reported according to household ethnicity and a further breakdown is provided according to the largest ethnic groups.

Between 68% and 71% of lettings are to Black, Asian and Minority Ethnic households. BME households account for around 40% of the borough household population, and are therefore disproportionately represented among tenants of social housing.

Around 30% of annual lettings are to White households. White households account for around 60% of borough household population.

Table 9

	2007/08	2008/09	2009/10	2010/11	2011/12
Ethnicity					
Black, Asian and Minority Ethnic households	889	1109	1286	1677	1359
All other ethnic groups	369	450	527	594	461
Ethnicity not recorded	46	54	69	102	101
Total households	1304	1613	1882	2373	1921
Largest ethnic groups					
Black/Black British :African	284	382	461	604	479
Black/Black British Caribbean	294	275	355	481	421
White British	167	205	243	239	184

Chapter 3 Preventing Homelessness in Lambeth

3.1 Introduction

All local authorities have statutory duties towards homeless households and anyone approaching for assistance on becoming homeless, or who is threatened with homelessness. A homeless application is made to the local authority and is assessed under the terms of Part VII Housing Act 1996 to determine if a household is:

- homeless
- eligible for assistance
- in priority need
- not intentionally homeless
- has a local connection within Lambeth

Following an application the applicant(s) must be issued with a decision letter (Section 184) which also advises them of their right to a review of the decision, (Section 202).

Temporary Accommodation is provided as part of the statutory duty towards homeless households as defined under the terms of S198 Part VII Housing Act 1996. Not everyone is entitled to assistance, and temporary accommodation:

- is only offered to those considered eligible for assistance, homeless and in priority need
- is normally provided while a homeless application is being determined
- has to be "suitable" to meet a family's need
- will only continue if a positive decision is made and a full duty to re-house is accepted

3.2 The Options and Advice Service

The Housing Options and Advice service provides help and advice to Lambeth residents on a range of housing issues, including finding somewhere to live in Lambeth, and help to resolve problems with existing living arrangements.

3.2.1 Location, premises, access

The Options Service operates from:

Brixton Customer Centre
Olive Morris House
18 Brixton Hill
SW2 1RL

Opening times are Monday to Friday, 9am to 5pm.

The Brixton Customer Centre is the location where people can drop in for general advice and assistance, or arrange an appointment to see an advisor. Appointments are usually available on the same or following day. The service is intended for people who:

- want general advice about a housing matter

- are faced with losing their home now or in the near future
- are already homeless and want advice and information about housing options

3.3 Use of the Housing Options and Advice Service

The table that follows shows the number of households seen by the Options and Advice Service over the last five years. In the reporting period the number of cases advised reduced by 14%.

In 2008/09 there was a notable 10% decrease in demand and this trend has been sustained in subsequent years, albeit to a much lesser degree.

Table 10

	2007/08	2008/09	2009/10	2010/11	2011/12
Cases opened	3937	3553	3541	3521	3374
Percent change		-10%	-3%	-1%	-4%

3.3.1 Main reasons for seeking housing advice, 2007/08 to 2011/12

In the following table the main reasons for seeking advice or 'primary problems' are reported and profiled for around 70% of all cases advised over five years.

In 2011 the systems for recording the main reason for seeking advice were reviewed. A mandatory question on housing need was introduced and an extensive list of 'primary problem' codes was replaced by a shorter and more specific list of responses. This change mid-year has resulted in some anomalies in relation to reporting in 2011/12 but will deliver better information in future years.

Parental eviction or relative/friend eviction An average of 19% of households presenting in housing need annually were homeless or threatened with homelessness due to parental eviction; an additional 19% of households were in housing need due to friend/relative eviction. Since 2009/10 parental eviction numbers have reduced by 23% and relative/friend evictions by 8%.

Tenants' rights/security/notice to leave An average of 12% of households seeking advice annually are homeless or threatened with homelessness due to security/tenant rights/notice to leave issues. An increase of 40% is reported over five years: 351 households in 2007/08 and 493 households in 2011/12.

During this time the Options and Advice Service has developed permanent housing in the private rented sector as prevention of homelessness for very many households. It is therefore not surprising that households so accommodated might return to the council when tenancy issues arise thereby contributing to this increase.

However, in **Table 34** an increase of 85% is reported in the number of households accepted as homeless due to private eviction.

Literally/potentially homeless/homeless in future This range of imprecise codes was discontinued in 2011.

Domestic violence An average of 4% of all households seeking housing advice annually were homeless or threatened with homelessness due to domestic violence.

June 2012

Disrepair Disrepair in the private sector accounted for an average of 4% of all households advised annually over five years.

Illegal eviction accounted for an average of 4% of all households advised annually over five years..

Street homeless Around 2% of individuals presenting in housing need annually are street homeless, 2007/08 to 2011/12. An increase of 32% is reported in the number of street homeless individuals presenting to the Options and Advice Service over five years: 72 individuals in 2007/08 and 95 in 2011/12. An increase of 20% is reported in 2011/12 when compared to the previous year.

No code recorded/all other reasons The changes introduced in 2011 will in future years ensure that all cases advised are coded, and coded precisely. The net result will be better information across the board on housing need. Legacy codes and omissions over five years account for 32% of all advice instances.

Table 11

	2007/08	2008/09	2009/10	2010/11	2011/12
Housing need	Number	Number	Number	Number	Number
Asked to leave -parents	772	745	726	626	558
Asked to leave- friends	760	658	652	665	602
Tenants rights/security/notice to leave	351	449	426	420	493
Literally/potentially homeless, homeless in future	334	310	320	313	68
Domestic violence	128	140	156	128	137
Disrepair	88	91	113	104	85
Illegal eviction/harassment	84	91	105	99	75
Street homeless	72	74	76	79	95
No code recorded	950	340	267	577	214
All other reasons	398	655	700	510	1047
Total	3937	3553	3541	3521	3374

3.3.2 Households seeking advice – household type

In the table that follows households seeking advice annually are reported according to household type. Around 60% of all cases advised are single men and women and all-adult households. Couples and lone parents with children account for 40% of cases advised.

The increase in the number of advice cases opened for lone parents and couples in 2011/12 is principally due to proactive work with families in the private sector affected by 2012 housing benefit restrictions, to sustain tenancies and prevent homelessness.

Contributing to reductions in demand from single men and single women in 2011/12 will be the development in late 2011 of a dedicated drop in service for single households at Olive Morris House.

The effectiveness of the Housing-CYPS protocol for dealing with 16/17 year olds at risk of homelessness is also evidenced when the reduction in single males and females in 2011/12 is cross referenced with age profiles.

In **Table 13** an 18% reduction is reported in the number of Advice cases opened for 16/18 year olds in 2011/12: 488 individuals in 2010/11 and 402 individuals in 2011/12.

Couples with dependent children

The number of couples with dependent children seeking advice increased by 20% over five years: 410 households in 2007/08 and 492 households in 2011/12. Between 2010/11 and 2011/12 an increase of 53% is reported.

Lone parent females with children

The number of Advice cases opened for lone parent female households increased by 5% over five years: 1,032 households in 2007/08 and 1,084 households in 2011/12. Between 2010/11 and 2011/12 an increase of 11% is reported.

Single household- female

A 25% reduction is reported in the number of Advice cases opened for single females over 5 years: 909 individuals in 2007/08 and 686 persons in 2011/12. A 25% reduction is reported between 2010/11 and 2011/12.

Single household- male

Over five years a 31% reduction is reported in the number of single males seeking housing advice: 1,275 individuals in 2007/08 and 876 persons in 2011/12. A 21% reduction is reported between 2010/11 and 2011/12.

Table 12

Household type	2007/08	2008/09	2009/10	2010/11	2011/12
Couple with dependent children	410	358	396	322	492
Lone parent female with children	1032	894	955	979	1084
Lone parent male with children	114	82	120	91	116
Single household - female	909	855	781	912	686
Single household - male	1275	1210	1162	1111	876
All other household groups	197	154	127	106	120
Total households	3937	3553	3541	3521	3374

3.3.3 Households seeking advice – age and gender

About half of all households presenting in housing need fall within the 25-44 year age band. The head of household or main applicant in around sixty percent of all households is female.

16/17 year olds

Year on year presentation levels from this household group have reduced and account for 17% of all cases opened in 2007/08 and 12% in 2011/12.

Nevertheless, presentation levels are high, and in response prevention and sustainment solutions are delivered in volume for young vulnerable persons by the Family Support Service through supported housing, or support to stay at home/with relatives, as appropriate.

This level of intervention is in addition reducing homeless acceptance levels for this client group as reported in **Table 33**, down by 72% over five years.

65+years

Year on year this client group accounts for around 2% of all households presenting in housing need. Over five reporting years the number of households presenting has reduced by 41%.

The reduction may in some measure be due to the work of the Bidding Support Team assisting households with Choice Based Lettings, and bidding on line on behalf of older persons for sheltered accommodation. Levels of sheltered lettings increased by 40% in the reporting period, **Table 5**.

Looking at the total number of households seeking advice over five reporting years 59% were female households and 41% males.

Table 13

Age bands	2007/08	2008/09	2009/10	2010/11	2011/12
16-18	680	536	499	488	402
19-24	828	736	677	681	566
25-44	1802	1689	1723	1694	1741
45-59	442	446	521	502	535
60-64	67	59	54	87	60
65+	118	87	67	69	70
Total households	3937	3553	3541	3521	3374
Gender					
Female	2275	2020	2036	2137	2097
Male	1662	1533	1505	1384	1277

3.3.4 Households seeking advice – household ethnicity

In the following table a profile of households presenting in housing need is provided according to household ethnicity. Black, Asian and Minority Ethnic households account for over 70% of all service users.

Also reported in the table are the largest single ethnic groups. When the incidence of ‘ethnicity not recorded’ is set aside Black or Black British: African households account for an average of 25% all households advised annually; Black or Black British: Caribbean households 26%; White British households account for 13% of all households advised.

Table 14

	2007/08	2008/09	2009/10	2010/11	2011/12
Ethnicity					
Black, Asian and Minority Ethnic households	2727 69%	2374 67%	2353 66%	2424 69%	2224 66%
All other ethnic groups	998 26%	1000 28%	980 28%	861 24%	921 27%
Ethnicity not recorded	212 5%	179 5%	208 6%	236 7%	229 7%
Total households	3937	3553	3541	3521	3374
Largest ethnic groups					
Black/Black British :African	951	797	825	865	792
Black/Black British: Caribbean	975	874	856	856	729
White British	503	478	437	425	334

3.4 Housing support – SNAP and FSS

3.4.1 Services for people with housing related support needs.

Many people who are homeless or in housing need also have a range of support needs so that housing alone is not the best or only solution. Lambeth commissions a range of supported housing services, mainly in the form of accommodation with support workers.

Supported housing schemes help people on an individual 'pathway' aimed at assisting them to develop the skills and ability to live as independently as possible so that they will need less support, or to reach a point where they can live in their own accommodation.

As part of the pathway, the council assists supported accommodation providers to arrange move on accommodation for those individuals ready to live in their own accommodation, allowing others to step down into lower support schemes and freeing up new bed spaces for those needing to enter the pathway.

Entry to 'Lambeth Pathways' accommodation is through the Support Needs Assessment & Placement (SNAP) Team, and Lambeth Street Outreach Support Team (SORT) working with rough sleepers.

The SNAP Team operates a triage service at the Brixton Customer Centre where individuals are seen on a drop-in basis. SNAP conducts an initial assessment for service needs and this ensures that vulnerable people access services from the initial point of contact.

Following preliminary assessment SNAP and SORT refer vulnerable people in housing need to a residential assessment centre based in Vauxhall.

3.4.2 Preventing homelessness - 16/17 year olds

All 16/17 year olds who are homeless are dealt with by the Family Support Service within the Housing Needs Service. The service provides support and practical help to young people and their families in resolving their difficulties, leading to the young person either staying, returning or leaving home in a planned way.

The service offers early solution focused intervention, which allows the young person to return home on the day.

Working with the young person and their family, the service empowers them to identify the underlying issues, reduce misunderstandings, clarify priorities, explore areas of compromise, find points of agreement, improve communication skills and prevent the young person becoming homeless. Where necessary, the service links young people and their families with colleges, social services and other services offering specialist support.

3.4.3 FSS/Supported Housing working with CYPS

FSS is able to assist young people to access supported housing where necessary. Young people needing supported accommodation are assessed to determine their support needs and risk level and then referred to an appropriate supported housing provider.

The Housing Department has a protocol with CYPS for working with 16 and 17 year olds at risk of homelessness.

3.4.4 Prevention for other vulnerable groups

The Support Needs Assessment and Placement (SNAP) Team is responsible for assisting vulnerable people deal with their housing problems. The team works with vulnerable customers, and any organisation supporting them, to sustain their existing tenancy. This may involve liaising with their landlord, linking them in with community services such as tenancy sustainment teams, and debt advice services as appropriate.

Where tenancy sustainment is not possible, the SNAP Team will support individuals to secure other suitable accommodation including supported accommodation where appropriate. The SNAP Team also links vulnerable people with specialist services such as alcohol and drug misuse services, social services, mental health services.

3.4.5 ACS/Broadway Assessment Centre

Lambeth Assessment Centre (LAC) is responsible for assessing rough sleepers and vulnerable single homeless adults who may require access to Lambeth's Vulnerable Adult Accommodation Pathway. This includes people with complex and multiple needs, vulnerable offenders, victims of domestic violence, mental health problems and those dependent on substances.

The project has 28 rooms including a disabled unit, zoned women's area and provision for two couples and two dogs. Access to LAC is through the street outreach team and SNAP.

The assessment centre also has a number of 'safe seats' where clients are not booked in or provided with a room but offered a safe and warm environment while a further, rapid, assessment of their situation can be made.

3.4.6 SNAP Drop-in Service, Olive Morris House

An advice drop in service was introduced in late 2011 for households with an immediate housing need who are unable to wait for an appointment to be seen. Giving everyone an appointment, for which there was a long wait, meant that valuable opportunities were missed for an early intervention to prevent homelessness.

The advice drop in service was introduced for new callers to the service to quickly establish their current circumstances and advise on the best course of action. As clients arrive at Olive Morris House they are immediately assessed in terms of their housing need. Those who face immediate eviction and homelessness receive help straight away. All other households are given appropriate information, or an appointment with a housing adviser.

3.4.7 Single Homeless Project (SHP)

All floating support borough-wide is now delivered through a single contract managed by the Single Homeless Project. Housing Needs aims to secure floating tenancy support for households renting privately in tenancies arranged by Housing Needs as part of move on from supported housing.

3.5 A focus on prevention: how much prevention?

Effective advice and prevention can reduce the number of homeless applications and demand for temporary accommodation, which is expensive for the council and increasingly difficult to source in borough.

The Options and Advice Service provides prevention of homelessness services to all households in the private sector, those in priority and those who are not, through appropriate prevention measures. Prevention performance is reported in quarterly statutory returns to the Department for Communities and Local Government (CLG).

The following table reports prevention of homelessness outcomes over five years, 2007/08 to 2011/12.

Prevention work in 2011/12 is 34% above levels reported in 2007/08: 685 preventions in 2007/08 and 920 in 2011/12.

Prevention work peaked in 2010/2011 and suffered a setback in 2011/12 largely due to problems sourcing properties in the private rented sector for the prevention private renting schemes.

Private sector supply reduced by 34% in 2011/12 and this issue is identified as a major factor for the review because of its impact on demand from families for temporary accommodation, and the increase in homeless acceptance levels.

Table 15

Preventing homelessness	2007/08	2008/09	2009/10	2010/11	2011/12
Homeless preventions	686	979	1088	1244	920
Percent change		43%	11%	14%	-26%

Note: The working definition of homeless prevention is prevention secured for six months through robust casework intervention, CLG.

3.5.1 Preventions per 1,000 Lambeth and London households compared

Although local prevention performance in 2011/12 was below anticipated levels, Lambeth reports high prevention of homelessness levels when measured against the London rate: 8.5 in London in 2011, and 9.6 in Lambeth.

The following table reports the most up to date CLG data on prevention performance in London available for the calendar years 2010 and 2011 only.

Table 16

Calendar years	2010	2011
Per 1,000 London	8.8	8.5
Per 1,00 Lambeth	8.8	9.6
Variance	0.0	1.1

Source: CLG Statistical Release

3.5.2 Homelessness prevented – household composition

In the following table a profile by household type is provided for households for whom prevention outcomes were secured 2007/08 to 2011/12.

Families with children/pregnant women

For families with children/ pregnant women the main prevention outcome offered when an existing tenancy can not be sustained is permanent housing in the private rented sector supported by a rent deposit or more recently, a landlord incentive.

Single men and single women

Single men and women and all-adult households are assisted through prevention outcomes that include placement in ACS funded supported housing or negotiated return to home for 16/17 year olds.

The Options and Advice Service assists single non-priority households that can find their own landlord through provision of a rent bond.

Lone parent female households This is the largest single household group for whom around 34% of all annual prevention outcomes are secured. This household group accounts for 28% of all households presenting in housing need over five years, **Table 12**.

A 27% downturn in prevention outcomes for this client group in 2011/12 increased family demand for temporary accommodation.

Single female households This is the second largest household group assisted accounting for 31% of all annual prevention outcomes over five years. This household group accounts for 23% of all cases opened on the Advice list **Table 12**.

Single male households Preventions for this household group accounted for an average of 24% of all annual prevention outcomes. This household group accounted for 31% of all households presenting in housing need, **Table 12**.

Couples with children/All-adult households Both groups shared an average of 11% of annual prevention outcomes and account for 15% of all households presenting in housing need 2007/08 to 2011/12, **Table 12**.

Table 17

Preventions - household type	2007/08	2008/09	2009/10	2010/11	2011/12
Couple with dependent children	68	83	82	83	66
Lone parent female with children	241	367	380	381	279
Lone parent male with children	20	20	28	20	20
Single household - male	153	217	235	342	249
Single household - female	186	280	346	404	300
All other household groups	18	12	17	14	6
Total households	686	979	1088	1244	920

3.5.3 Household ethnicity

In the following table households for whom homelessness was prevented are reported according to household ethnicity and a further breakdown is provided according to the largest ethnic groups.

Black, Asian and Minority Ethnic households account for around 70% of all households for whom homelessness was prevented, and account for 70% of the total number of households seeking housing advice.

Table 18

Ethnicity	2007/08	2008/09	2009/10	2010/11	2011/12
Black, Asian and Minority Ethnic households	399	611	725	804	592
All other ethnic groups	193	273	257	307	255
Ethnicity not recorded	94	95	106	133	73
Total households	686	979	1088	1244	920
Largest ethnic groups					
Black/Black British :African	121	162	188	264	206
Black/Black British Caribbean	113	200	259	299	190
White British	105	147	143	145	107

3.5.4 Homelessness prevented – household age and gender

In the following table annual preventions 2007/08-2011/12 are profiled by age of the main applicant, and by gender.

16-24 year olds Around 42% of all prevention outcomes secured over five years were for this age band: 22% for 16-18 year olds, and 20% for 19-24 year olds.

25-44 year olds Around 44% of all preventions over five years were delivered for this age group.

45-59 year olds 11% of preventions 2007/08 to 2011/12 were secured for this age group

June 2012

60-65+ years 3% of preventions over 5 years were secured for households where the main applicant was 60 years or over.

61% of all prevention outcomes over five years were secured for households where the main applicant was female. Households where the main applicant is female account for 59% of all cases presenting in housing need.

39% of all prevention outcomes over five years were secured for households where the main applicant was male. Households/individuals where the main applicant is male account for 41% of all households seeking advice over five years.

Table 19

	2007/08	2008/09	2009/10	2010/11	2011/12
Age bands					
16-18	137	208	219	271	229
19-24	133	200	222	264	150
25-44	322	443	483	533	398
45-59	62	102	131	143	124
60-64	14	10	11	22	12
65+	18	16	22	11	7
Total households	686	979	1088	1244	920
Gender					
Female	437	636	663	766	558
Male	249	343	425	478	362

3.6. Increasing housing options for households threatened with homelessness

This section describes the range of prevention outcomes delivered annually through robust casework intervention by Options and SNAP Teams working alongside partners (ACS) and agencies to prevent or delay or remove the threat of homelessness.

3.6.1 Private renting schemes

The table that follows shows three consecutive years of good supply of property for the private renting schemes, 2008/09 to 2010/11, followed by a 42% reduction in supply in 2010-12.

The downturn in supply is principally due to the general economic conditions where demand has increased and restricted supply as people who would in better times have moved out of the rented market to home ownership, rented for longer.

In addition, market rents have increased and at the same time LHA caps have discouraged some landlords from working with people on benefits.

Our recent landlord survey demonstrates that Lambeth still has a buoyant rental market that offers opportunity to increase the supply by adapting to changed market conditions and actively engaging landlords willing to rent to people who are predominantly in receipt of benefits.

In this climate an average of around 340 families annually choose private renting supported by a rent deposit or more recently landlord incentive, instead of a homeless application.

In addition, an average of 150 single households annually over five years were helped to rent in the private sector principally through the Supporting People funded Move-on scheme for households leaving supported housing for independent living.

Table 20

Private renting schemes – landlord incentives and rent deposits	2007/08	2008/09	2009/10	2010/11	2011/12
Total annual rent deposits	344	549	625	551	362
Percent change		60%	14%	12%	-34%
Private renting - families	254	396	412	372	246
Percent change		59%	4%	-10%	-34%
Private renting -single households	90	153	213	179	116
Percent change		70%	39%	-16%	-37%

3.6.2 *Private sector tenancy support*

Preventions reported in the following table include successful negotiations with landlords to prevent homelessness; delays to illegal evictions; securing direct payments to landlords to sustain tenancies under threat; Discretionary Housing Payments.

Table 21

	2007/08	2008/09	2009/10	2010/11	2011/12
Private sector tenancy advice/negotiation including DHPs	147	170	182	191	136
Percent change		16%	7%	4%	-29%

3.6.3 *Supported housing*

Supported housing, reported in the following table, is a major prevention tool for single vulnerable adults that are not ready for independent living. Increased placements 2009/10 to 2010/11 were achieved through the more efficient use of bed spaces as many services were re-commissioned.

One of the main challenges in future years will be to ensure a steady supply of move-on accommodation. A reduction of 14% in new placements in 2011/12 was due to a shortage of private sector properties for move-on. With more competition for places it is becoming critical that service providers ensure residents are ready to move quickly once a suitable property becomes available.

50% of placements into supported housing in 2011/12 were made by the Family Support Team for vulnerable 16/17 yr olds, 54% of whom were single males.

Table 22

	2007/08	2008/09	2009/10	2010/11	2011/12
Supported housing	118	168	200	273	234
Percent change		42%	18%	38%	-14%

3.6.4 *Deposit Guarantee scheme*

This scheme assists non-priority households in housing need secure private rented accommodation supported by a bond for which they would otherwise be unable to raise a deposit or rent in advance. The scheme targets people who would not be eligible for statutory assistance.

Though there has been some decline in the number of single/all adult households securing accommodation through this scheme in 2011/12, nonetheless it remains a viable self-help option for a significant number, at little cost to the council.

Table 23

	2007/08	2008/09	2009/10	2010/11	2011/12
Deposit Guarantee scheme (HomeFinders)	0	0	10	89	48
Percent change					-46%

3.6.5 *Mediation/conciliation/crisis intervention*

This selection of prevention outcomes is delivered principally but not exclusively by the Family Support Service (FSS) for young adults in crisis, their parents or guardians.

A joint working protocol was agreed with Lambeth Children & Young Peoples Services (CYPS) in 2010. This followed new legal requirements that placed a greater emphasis on local authorities' responsibilities under the Children Act 1989 in initially responding to homeless children in need, as opposed to homelessness legislation.

This joint approach has been largely successful in helping the majority of young people to either remain at home with mediation/consultation or to move into supported accommodation, as appropriate.

Table 24

	2007/08	2008/09	2009/10	2010/11	2011/12
Mediation/conciliation/crisis intervention	76	84	69	128	110
Percent change		11%	-18%	86%	-14%

3.6.6 *Helped to stay with family/friends*

Levels of prevention for this measure are traditionally low until 2011/12 when the majority of cases negotiated to remain at home or with family/friends were achieved by the Family Support Service.

In 2012 additional prevention of homelessness points will be introduced to reward households who can stay at home to bid for permanent housing instead of making a homeless application. In future years this new type of prevention will be reported as households assisted to stay with family or friends.

Table 25

	2007/08	2008/09	2009/10	2010/11	2011/12
Helped to remain with family/friends	1	8	2	12	30

3.7 Equalities

A more detailed analysis of services delivered highlights the following service outcomes.

Households with children

This large group comprising couples with children, single males and females with children, accounts for an average of 42% of all cases opened on Advice annually **Table 12**, and for 44% of all prevention outcomes delivered, **Table 17**.

Black Asian and Minority Ethnic households

Over 70% of Options and Advice service users are BME households, **Table 14**; around 70% of all households assisted through prevention outcomes are BME households, **Table 18**.

16-24 year olds

34% of all households seeking housing advice over 5 years belong to this age group and they account for 42% of all prevention outcomes secured in the same reporting period.

Within this age band, vulnerable 16-18 year olds account for 15% of all households presenting in need over five years, and for 22% of all prevention outcomes delivered 2007/08 to 2011/12

3.8 Working with other departments and agencies

Services for homeless households are provided by several departments within Lambeth Council and by voluntary and statutory agencies outside the council. Liaison arrangements in place include:

Adult Safeguarding/Children Safeguarding

Adults Lambeth Safeguarding Adult Partnership Board is made up of representatives from the agencies and bodies that have regular contact with adults at risk, or have responsibility for the services offered to them in the local area - police, health services, local voluntary services and the local authority.

Children The Lambeth Safeguarding Children Board is the key statutory mechanism for agreeing how the relevant organisations in Lambeth for example health, education, and housing will cooperate to safeguard and promote the welfare of children in Lambeth.

Teenage Pregnancy and Parenthood Board

The Board works with partner organisations, communities, and within the council to reduce teenage conception and births to teenage mothers in Lambeth, and to improve sexual health education for young people. In recent years a range of new services supporting young people and young parents have been developed to which the Family Support Service is a key contributor.

ACS-Pathways Planning, Commissioning of Services

Housing related support services in the borough are linked together to meet a range of specific needs to form a pathway to independence. The Support Needs Assessment & Placement Team in Housing provides a key access point to Pathways services and the department works closely with officers in ACS engaged in planning and commissioning housing – related support services for vulnerable adults, providing information on needs and demand levels.

Hospital discharges

Housing Needs works closely with colleagues in ACS and mental health services assisting planned hospital discharges for people with mental health problems. This includes liaison with hospital wards and attending Bed Management and Advisory Panel meetings.

There is a specific Mental Health Pathways scheme whereby a dedicated member of SNAP arranges placement into specialist supported housing. SNAP also operates a move on scheme specifically for individuals leaving care or supported housing that assists them to move into private rented accommodation.

Domestic Violence.

The Housing Options Service and Homelessness Service participate in the multi-agency Lambeth Domestic Violence Forum and also attend MARAC meetings. The Housing Needs Group provides quarterly information to ACS/DV Co-ordinator on local and London trends for households accepted as homeless due to domestic violence.

MARAC (Multi-Agency Risk Assessment Conference)

The Homelessness Service participates in The Lambeth Domestic Violence MARAC, a meeting where professionals share information on high and very high risk cases of domestic violence and put in place a risk management plan to address the safety of the victim, associated children and support staff. The Lambeth MARAC has been in operation since 2007

MAPPA (Multi-Agency Public Protection Arrangements)

MAPPA is a statutory framework setting out arrangements to manage sexual and violent offenders. The Homelessness Service participates with professionals from Lambeth Police, ACS, the PCT and Probation Service.

SNAP-CYPS

The Housing Department has a protocol with CYPS for working with 16 and 17 year olds at risk of homelessness.

Centre 70 & the Credit Union

We have a Service Level Agreement with Centre 70 to whom we refer households in mortgage difficulties. Officers at Centre 70 make an assessment, provide budget and debt management advice, and refer households to the Credit Union for a loan if that is deemed a viable prevention of homelessness outcome.

3.9 Advice and assistance for people the council cannot house

The Housing Options & Advice service provides free advice to anyone who requests it, irrespective of whether duties are triggered under the homelessness legislation.

However, advice and assistance is provided to a significant number of single/all adult houses. In 2011 the service was reorganised so that we now have dedicated Single Person advisers who can be seen on a drop-in basis and who can provide specialist advice.

A local booklet has been devised specifically for those for whom the council cannot offer emergency accommodation. The booklet includes advice on matters such as:

- tips on finding accommodation in the private sector
- information about the council's Deposit Guarantee Scheme for those unable to raise a deposit or rent in advance
- information about hostels and day services for homeless people
- contact details for other agencies that may be able to help.

3.9.1 People who are homeless and in priority need, but intentionally so

Assistance under S190, to help those who are deemed intentionally homeless to secure accommodation in the private rented sector

Applicants are 'intentionally homeless' in law if they have done or failed to do, something that resulted in their losing their accommodation.

While this may remove the requirement for the local authority to house them, Lambeth recognises that such households are nevertheless homeless. In some limited and urgent situations, help is provided in other ways:

- The Homelessness Service will refer households with children to CYPS if the family is to be made homeless; CYPS will carry out a child in need assessment.

Chapter 4 Statutory Homelessness

This chapter describes processes around taking a homeless application and the types of decision made on homeless applications.

4.1 Homeless applications and assessments

4.1.1 Homelessness assessments: the process

4.1.2 Advice and Options interview

All new applicants are first seen by a housing options officer who conducts an initial interview to determine if there is a threat of homelessness and to explore opportunities to prevent homelessness.

4.1.3 Homeless assessment interview- when homelessness could not be prevented

4.1.4 Emergencies.

If the case is an emergency the client will be seen that day. This usually requires a wait until interviews arranged by appointment are finished.

4.1.5 Non urgent cases – appointments

There are 8 appointment slots each day and households are seen on the day, or next working day in most cases.

4.1.6 The homeless application form

The homeless application is completed electronically by the homeless assessment officer during the course of the assessment interview and is stored for updating and easy retrieval purposes in the Department's document storage system. The five tests of homelessness are the fundamental components of the application form and integral to the homeless assessment investigation.

4.1.7 Temporary accommodation

Temporary Accommodation is provided as part of our statutory duty towards homeless households as defined under the terms of Part VII Housing Act 1996. Not everyone is entitled to assistance, and temporary accommodation:

- is only offered to those considered eligible for assistance, homeless and in priority need
- is normally provided while a homeless application is being determined
- has to be "suitable" to meet a family's need
- will only continue if we make a positive decision that we have accepted a full duty to re-house the household

4.1.8 Investigation

The caseworker establishes whether Lambeth has a statutory duty to house the applicant. The Housing Options officer will have negotiated to prevent or delay homelessness if appropriate. During the assessment caseworkers conduct a number of routine enquiries in order to check and verify that the household meets all the criteria. This may involve for example contacting previous landlords, checking land registry records, and contacting schools and GPs. Where households are being asked to leave by family or friends a home visit will have been carried out by the Options officer.

4.1.9 Referral to the SNAP team

Caseworkers make referrals to the SNAP Team when the person is considered vulnerable and may be in need of housing related support or other services. The Family Support Service within the SNAP Service interviews all 16/17 yr olds presenting as homeless or threatened with homelessness.

4.1.10 Referral to the medical adviser

A referral is made to the council's medical adviser when an assessment is required to determine whether or not the person is vulnerable, and in priority under the terms of the homelessness legislation, or to determine whether the type of property offered best meets their needs.

4.1.11 The decision

Once the assessment is complete the application passes to a senior officer to approve the decision. The law requires that the decision is communicated in writing, and if adverse, that the written communication sets out the reasons for that decision (section 184).

4.1.12 Review (Section 202)

There is an automatic right of review against a negative decision, provided a request is made within 21 days. Reviews must be carried out by an officer senior to the one who made the original decision. Temporary accommodation is not normally provided pending the outcome of a review.

4.1.13 If a duty to house is established

Where there is a duty to secure permanent housing the application is assigned to the homeless allocations group for housing. All applicants bid for social housing on the council's CBL system. Information on how to bid is communicated in writing at the point when a positive decision is notified.

4.1.14 If there is no duty to house

If it is decided there is no duty to secure accommodation, the application is closed and temporary accommodation is withdrawn. The law requires that households are given 'reasonable time' to move out of temporary accommodation and are usually given about 28 days. Advice on securing accommodation in other ways may be given.

4.2 Statutory homelessness: how much homelessness?

Trends in homeless presentations and acceptances since 2007/08 are shown in the following table.

Presentations increased by 2% between 2007/08 and 2011/12: 1,320 in 2007/08 and 1,347 in 2011/12.

Statutory homeless acceptances increased by 27% over five years: 766 households accepted as homeless in 2007/08; 969 households in 2011/12.

4.2.1 Presentations

Homeless presentations are shown in the following table. A steep reduction in overall presentation levels in 2008/09 is shown followed by successive years of increase. By 2011/12 homeless presentation levels have exceeded 2007/08 levels.

Homeless presentations – families An increase of 24% over five years is reported: 761 families in 2007/08 and 943 families in 2011/12. Steep increases are reported 2010-2012.

Homeless presentations – single and all-adult households A reduction of 28% over five years is reported in presentation levels from this client group; 559 households in 2007/08 and 404 individuals/households in 2011/12. Steep decreases are reported in 2011/12.

Table 27

	2007/08	2008/09	2009/10	2010/11	2011/12
Presentations	1320	1168	1255	1315	1347
Percent change		-12%	7%	5%	2%
<i>Of which</i>					
Presentations from families	761	701	766	851	943
Percent change		-8%	9%	11%	11%
Presentations from single and all-adult households	559	467	489	464	404
Percent change		-16%	4%	-5%	-13%

4.2.2 Homeless acceptances

Homeless acceptances are reported in the following table and reflect an increase of 27% over five years; 766 households accepted in 2007/08 and 969 households in 2011/12. The increase is substantially explained by year on year increases in demand from families reported in **Table 27**.

The increase in 2008/09 is explained by the work of an additional homeless assessment team resolving a backlog of legacy cases.

Table 28

	2007/08	2008/09	2009/10	2010/11	2011/12
Acceptances	766	1003	687	855	969
Percent change		31%	-32%	24%	13%

4.2.3 Acceptances per 1,000 Lambeth and London households compared

The following table compares Lambeth's acceptance levels with the London experience generally taking the borough population into account. Acceptance levels in Lambeth vary from year to year but the overall trend is upward.

Lambeth reports high homeless acceptance levels when measured against the London rate 2008 to 2011: 3.14 in London in 2011, and 6.31 in Lambeth.

Table 28a

Acceptances - calendar years	2008	2009	2010	2011
Per 1,000 London	4.5	4	3	3.14
Per 1,000 Lambeth	6	7.4	5.2	6.31
Variance	1.5	3.4	2.2	3.17

Source: CLG Statistical Release

4.3 Reasons for trends in homeless applications and acceptances

These include:

A shortage of family size properties in the private sector offered for the prevention rent deposit scheme that specifically targets new demand from families. Over two years this situation has increased levels of family demand.

A reducing supply of permanent council accommodation for households waiting on the Housing Register This will have contributed to longer waiting times on the housing register, with households who might previously have waited presenting as homeless when temporary arrangements with family and friends fail.

Acceptance levels will also be raised by demand beyond the council's control, such as the termination of private renting arrangements by landlords leaving households with no other option but to present as homeless.

4.4 Decisions – profile by type of decision made

The following table shows the number and type of decisions made on homeless applications 2007/08 to 2011/12. The total number of decisions has fluctuated from year to year as has the percentage share for the majority of decision types.

Homeless acceptances have increased by 27% over five years: 766 in 2007/08 and 969 in 2011/12. More priority need families presenting as homeless accounts for this increase. Acceptances represent an average of 77% of all decisions annually.

Intentionality decisions have almost tripled over five years: 25 in 2007/08 and 67 in 2011/12 and account for 5% of all decisions over five years

Non-priority decisions accounted for 14% of decisions in 2007/08, 3% in 2011/12.

The decrease is explained by operational changes. In 2008 the decision on vulnerability of single households started to be made much earlier, at the point of an Options interview thereby reducing the volume of non priority decisions and the need for temporary accommodation for single households.

Not homeless decisions have fluctuated from year to year but are at their lowest in 2011/12, accounting for just 7% of all decisions.

Ineligible decisions have significantly reduced over five years: 73 decisions in 2007/08 and 18 in 2011/12.

Table 29

Decisions	2007/08	2008/09	2009/10	2010/11	2011/12
	Number Percent	Number Percent	Number Percent	Number Percent	Number Percent
Households accepted as homeless	766 69%	1004 77%	687 78%	855 80%	969 82%
Intentionally homeless	25 2%	68 5%	49 6%	52 5%	67 6%
Not in priority	157 14%	54 4%	30 3%	36 3%	38 3%
Not homeless	93 8%	150 12%	111 12%	145 13%	83 7%
Ineligible	73 7%	25 2%	6 1%	14 1%	18 2%
Total	1114	1301	883	1073	1175

4.5 Households accepted – household composition

The following table provides a profile of households accepted over five years by household type and identifies more precisely the sustained demand from lone parent female households; 366 households in 2007/08 and 596 in 2011/12.

Lone parent female households accounted for 61% of all households accepted as homeless in 2011/12. Acceptance levels for this group have increased by 63% over 5 years: 366 households in 2007/08 and 596 households in 2011/12.

Lone parent male households accounted for 5% of all acceptances in 2011/12. Acceptance levels for this client group are up by over 100% over 5 years: 20 households in 2007/08 and 52 in 2011/12.

Single male and single female households - acceptance levels have reduced as a proportion of all households accepted over five years, down by 19 and 42% respectively. These reductions are largely explained by prevention work carried out by the Family Support Service and more recently the Housing-CYPS protocol.

Couples with children/all adult households over five reporting years the percent share of all acceptances for this group remains unchanged at 13%. However, an increase of 38% is reported in 2011/12: 92 households in 2010/11; 138 household in 2011/12.

Table 30

Household type	2007/08	2008/09	2009/10	2010/11	2011/12
Lone parent-female	366	518	378	504	596
Lone parent-male	20	38	19	29	52
Single male households	140	187	117	133	114
Single female households	139	111	80	97	80
Couples with children and all adult households	101	150	93	92	127
Total households	766	1004	687	855	969

4.6 Households accepted as homeless - ethnicity/race

In the following table households accepted as homeless are reported according to household ethnicity and a further breakdown is provided according to the largest ethnic groups.

Setting aside incidences where ethnicity has not been recorded, Black, Asian and Minority Ethnic households account for an average of 76% of all households accepted annually.

White households account for an average of 24% of all annual acceptances.

Black or Black British: African households are the largest single ethnic group accounting for an average of 28% of total annual acceptances; followed by Black or Black British: Caribbean households accounting for an average of 27% of total annual acceptances. White British households account for an average of 12% of acceptances annually over five years.

Table 31

Ethnicity	2007/08	2008/09	2009/10	2010/11	2011/12
Black, Asian and Minority Ethnic households	564	722	515	650	740
All other ethnic groups	191	274	164	178	204
Ethnicity not recorded	11	8	8	27	27
Total households	766	1004	687	855	969
Largest ethnic groups					
Black/Black British :African	196	285	182	248	248
Black/Black British Caribbean	190	226	183	242	308
White British	96	153	80	87	85

4.7 Households accepted as homeless – age and gender

The following table profiles households accepted as homeless by age band and gender.

16-18 years

This client group has reduced by 66% over five reporting years: 186 individuals/households in 2007/08 and 63 households in 2011/12.

19-24 years

Households in this age band account for 25% of all acceptances over five years. An increase of 22% in their number is reported over five years: 189 households in 2007/08 and 229 households in 2011/12

25-44 years

48% of households accepted as homeless fall into this age band. This client group has increased by 74% over five years: 314 households in 2007/08 and 545 households in 2011/12

Households where the main applicant is female account for 70% of all households accepted as homeless over five years. Households where the main applicant is male account for 30% of accepted households.

Table 32

Age bands	2007/08	2008/09	2009/10	2010/11	2011/12
16-18	186	89	77	79	63
19-24	189	269	184	215	229
25-44	314	505	356	440	545
45-59	45	106	58	98	100
60-74	6	12	4	6	14
75+	26	24	14	17	18
Total households	766	1005	893	855	969
Gender	2007/08	2008/09	2009/10	2010/11	2011/12
Female	547	706	504	644	726
Male	219	299	189	211	243

4.8 Households accepted as homeless - priority need

The following table reports household priority need and reinforces what has been identified in **Table 30** in relation to household composition.

Households with dependent children accounted for 48% of all accepted households in 2007/08 and 69% in 2011/12. An increase of 30% is reported between 2010/11 and 2011/12. Contributing to the increase is the downturn in preventions for families through private renting reported in **Table 20**.

16/17 year olds Successive years of reduced/stabilised acceptance levels for 16/17 year olds are evident in the table, down from 144 households accepted in 2007/08 to 40 households in 2011/12.

This scale of reduction has been achieved through a decrease in the number of households presenting to the Advice Service, **Table 13**, and through year on year increases in prevention outcomes for this client group, **Table 22 and Table 24** and more recently the Housing-CYPS protocol.

Table 33

Priority need	2007/08	2008/09	2009/10	2010/11	2011/12
	Number percent	Number percent	Number percent	Number percent	Number percent
Household with dependent children	366 48%	562 56%	377 55%	515 60%	668 69%
Household pregnant and no other children	118 15%	151 15%	118 17%	113 13%	99 10%
16/17 year old	144 19%	56 6%	55 8%	57 7%	40 4%
Household vulnerable due to physical illness or disability	59 8%	97 10%	54 8%	69 8%	73 8%
Household vulnerable due to mental illness	33 4%	83 8%	51 7%	53 6%	42 4%
*All other priority need groups	46 6%	55 5%	32 5%	48 6%	48 5%
Total households	766 100%	1004 100%	687 100%	855 100%	970 100%

*Counts applicants vulnerable through 'other special reason- drug or alcohol dependency; having been in Care/HM Forces/Custody

4.9 Households accepted- main reason for homelessness

In the table that follows the main causes of homelessness are reported for households accepted as homeless 2007/08 to 2011/12 inclusive.

Parental /relative/friend eviction An average of 28% of all households accepted annually are homeless due to parental eviction, an average of 27% of households accepted annually are homeless due to family/friend eviction

Private eviction An average of 15% of households accepted as homeless annually over five years are homeless due to private eviction. Levels are up by 85% comparing 2007/08 with 2011/12: 87 households in 2007/08 and 161 households in 2011/12.

In **Table 11** a 40% increase in the number of cases opened on the Advice List due to tenants' rights/security/notice to leave is reported.

Domestic violence An average of 6% of households accepted annually are homeless due to domestic violence. Levels have doubled over five years: 33 households in 2007/08 and 68 in 2011/12.

In **Table 11**, households approaching the Options and Advice Service due to domestic violence account for a fairly steady 4% of cases opened annually, 2007/08 to 2011/12.

Required to leave NASS accommodation Levels have increased almost four-fold between 2007/08 and 2011/12: 14 households in 2007/08 and 50 in 2011/12. Steepest increases are reported in 2010/11 and 2011/12.

Table 34

Reason for homelessness	2007/08	2008/09	2009/10	2010/11	2011/12
	Number percent	Number percent	Number percent	Number percent	Number percent
Parental eviction	277 36%	277 28%	225 33%	204 24%	211 22%
Relative/friend eviction	202 26%	283 28%	174 25%	225 26%	269 28%
Private eviction	87 11%	167 17%	105 15%	130 15%	161 17%
Domestic violence	33 4%	46 5%	43 6%	65 8%	68 7%
Left institution/care	36 5%	65 6%	34 5%	34 4%	37 4%
Required to leave NASS accomm.	14 2%	23 2%	14 2%	61 7%	50 5%
Mortgage arrears, other rent arrears	12 1%	33 3%	20 3%	15 2%	21 2%
*All other reasons	116 15%	110 11%	72 11%	121 14%	158 16%
Total	766 100%	1004 100%	687 100%	855 100%	969 100%

*Includes homeless in emergency, sleeping rough, left prison, hospital, LA care, left HM Forces; mortgage arrears/repossession

4.10 Equalities monitoring

A more detailed analysis of services and service outcomes reveals the following.

Black, Asian and Minority Ethnic households

Over 70% of households advised by the Options and Advice Service are BME households, **Table 14**. An average of 77% of all Part 7 decisions annually are acceptances, and an average of 76% of all households accepted as homeless are Black, Asian and Minority Ethnic households.

Households with children

Households with children/pregnant women account for 42% of all cases advised by the Options and Advice Service; 44% of all prevention outcomes are secured for this client group; 69% of all households accepted as homeless are families with children/pregnant women.

16-18 year olds

15% of all Options and Advice cases opened over five years were vulnerable 16-18 year olds and 42% of all prevention outcomes in the same reporting period were secured for this client group – supported housing placements or mediated return to parents/family, as appropriate.

Households aged 65 years and over

The number of households in this age group advised annually has reduced by 41% over five years: 118 households in 2007/08; 70 households in 2011/12. In the same period sheltered lettings have increased by 40%: 91 lettings in 2007/08; 127 lettings in 2011/12, **Table 5**.

It is probable that the Bidding Support Service is delivering permanent housing outcomes for households in this age band while individuals are registered on the Housing Register, thereby removing the need to present to the Options and Advice Service.

Lettings to individuals aged 60-64 years have tripled over five years: 24 lettings in 2007/08; 78 lettings in 2011/12.

Chapter 5 Temporary accommodation

5.1 Introduction

Homelessness legislation places a duty on housing authorities to secure temporary accommodation for homeless people where there is 'reason to believe' they qualify for assistance, pending an assessment of their application. There is also a duty to provide temporary accommodation to those whose applications are accepted, pending permanent housing.

Temporary Accommodation Officers provide placement services for homeless households into bed and breakfast and other accommodation, on authorisation by Options and SNAP Team Leaders.

5.2 Temporary accommodation provision

The council provides temporary accommodation in a number of ways.

5.2.1 Bed and breakfast

In common with many other London boroughs, Lambeth has needed to place households in bed and breakfast hotels to meet rising demand and in the absence of a more suitable supply of temporary accommodation. It is recognised that no hotel accommodation can ever be regarded as suitable for housing homeless people over an extended period and every effort is made to make those placements short term and to transfer households into more suitable accommodation at the earliest opportunity. Bed and breakfast is an expensive way to provide temporary accommodation.

5.2.2 Bed and breakfast Annexes

Some households, principally families with children, are placed in hotel annexes: self-contained flats let by the day with no services. This accommodation is more suitable than shared bed and breakfast, but is costly for the council, and not seen as a long-term solution.

Lambeth lost a major provider of leased flats for use as temporary accommodation in 2010/11 and has struggled since to find replacement properties to meet demand, hence the use of self-contained B&B annexes and B&B hotels.

5.2.3 Lambeth – owned hostels

There are 29 hostels owned by Lambeth Housing, with a total of 294 rooms. Most rooms are double rooms; however, there are 125 rooms specifically for single people. Hostels are managed in 2 groups and staffed by 14 officers and 11 porter/cleaners.

Most hostels are residential houses with shared facilities, however some rooms contain a small kitchen for exclusive use, and a few units are fully self-contained. Hostels vary in size but most are large houses accommodating up to seven or eight households. There are no staff on site at any of the hostels, however officers visit at least twice a week.

Hostels have traditionally been the most cost-effective temporary accommodation, with income covering the cost of provision. However this situation may change in October 2013 if temporary accommodation subsidy changes are introduced.

5.2.4 Temporary Accommodation Licensed accommodation (TAL)

These are self-contained studio properties licensed to the council by private agents. Management of the properties is discharged by the agents to whom the council pays a management fee.

5.2.5 Private Agents Scheme (PAS)

These are properties leased to the council by private agents. Management of the properties is discharged by the agents to whom the council pays a management fee.

5.2.6 Out of borough placements

Despite Lambeth's efforts placements outside the borough are increasing. At the end of March 2012 around 450 households, 36% of all households in temporary accommodation, were in accommodation outside Lambeth principally in Croydon, Southwark, Lewisham, and Bromley

The Housing Act requires housing authorities to tell each other when a homeless household is placed in temporary accommodation in another local authority's area.

Lambeth participates in the GLA funded pan-London NOTIFY scheme and sends weekly notifications to the GLA NOTIFY hub with details of all household placements made outside of Lambeth.

Notifications are then shared, as appropriate, by the NOTIFY Team with the relevant participating local authorities. Housing's role in the Notify system is that of bulk data provider. Participating authorities and their departments – education and social services – note/take action on the information they receive.

5.3 Demand and usage of temporary accommodation

5.3.1 Factors influencing demand for temporary accommodation

Factors influencing demand for temporary accommodation generally follow the pattern set for homeless presentations.

Households on the Housing Register and unable to afford private renting presenting as homeless and needing temporary accommodation.

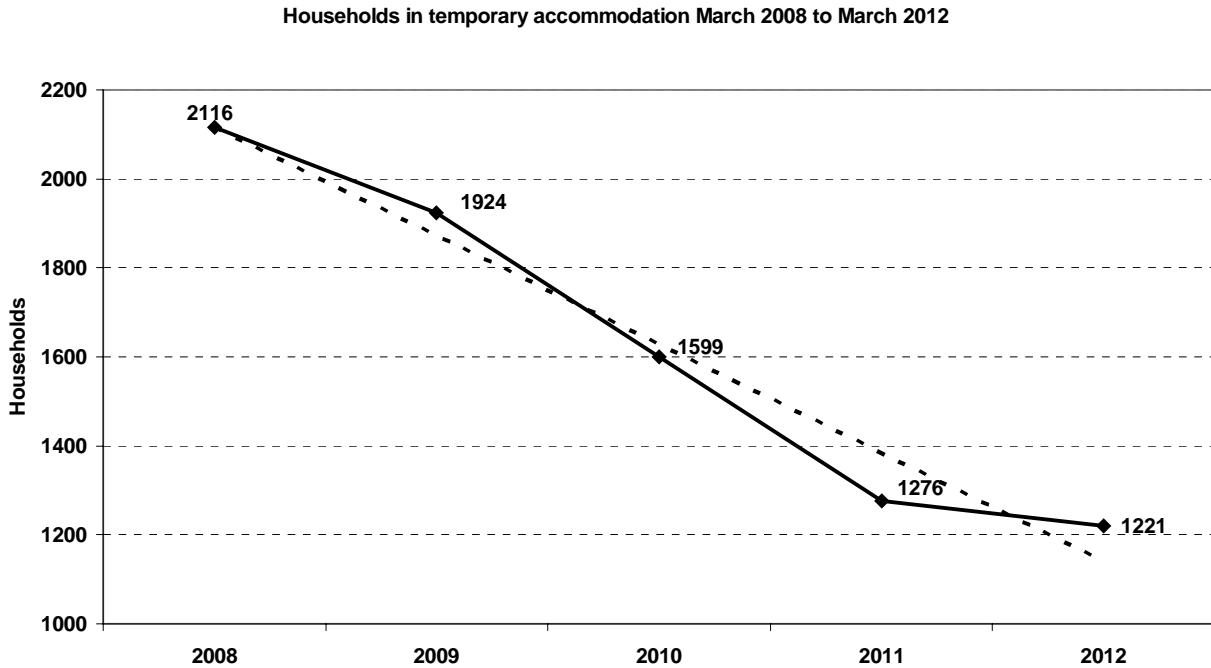
Households on the housing register and unable to remain temporarily with parents, relatives or friends presenting as homeless and needing temporary accommodation.

'New demand' is mainly hospital and prison discharges, illegal evictions, termination of ASTs, unauthorised occupants, and asylum seekers who have positive decisions on their applications

5.3.2 Numbers in temporary accommodation

Over five years temporary accommodation occupation levels reduced by 42%: 2,116 households in occupation in March 2008, 1,221 households in March 2012.

Year on year reductions in occupation levels are shown in the following chart that also highlights a levelling out in the downward occupation trend in 2011/12. Occupation reduced by just 4% in 2011/12.



Note – The chart reflects snapshot occupation levels at the end of March 2008-12 as reported to the CLG in statutory returns.

5.3.3 Temporary accommodation occupation – occupation levels in London and Lambeth

Despite difficulties presented by new demand levels particularly from families with children, Lambeth does not compare badly with many other London boroughs as reported in the following table.

The table reflects information provided by the CLG for the calendar years 2008 to 2011 across 33 London boroughs.

In 2011 the London temporary accommodation occupation rate was 11.05 per 1,000 household population. Lambeth reported below the London occupation rate, at 10.13 households.

Table 35

	Mar-08	Mar-09	Mar-10	Mar-11	Mar-12
Households in occupation	2116	1924	1599	1276	1221
Percent change		-9%	-17%	-20%	-4%
Calendar years	2008	2009	2010	2011	
Per 1,000 London	18	15	12.3	11.05	
Per 1,000 Lambeth	18	16	13.2	10.13	
Variance	0	+1	+0.9	-0.9	

5.3.4 Placements per year – trends

In the table that follows the total number of households placed in temporary accommodation each year is reported. Also reported is the average monthly placement rate each year, and the percent change from year to year.

Average monthly placement rate Year on year the average monthly placement rate reduced 2007/08 to 2009/10 but from 2010/11 onwards the average monthly placement rate has increased.

Table 36

Placements	2007/08	2008/09	2009/10	2010/11	2011/12
Households placed in temporary accommodation	1291	1161	1133	1164	1221
Average monthly placement	108	97	94	97	102
Percent change		-10%	-3%	3%	5%

5.3.5 Placements per year – household type

More detailed analysis of placement demand according to household type is reflected in the following table.

Demand from families Analysis reveals more precisely that over two consecutive years it is demand from families that has increased and significantly so. Family demand increased by 11% in 2010/11 and by 14% in 2011/12. Demand from all other household groups has reduced, by an almost equivalent amount 2010-2012.

Table 37

Household type	2007/08	2008/09	2009/10	2010/11	2011/12
Families placed in temporary accommodation	774	710	687	765	872
Percent change		-8%	-3%	11%	14%
Single and all adults placed in temporary accommodation	517	451	446	399	349
Percent change		-13%	-1%	-11%	-13%

5.3.6 Temporary accommodation type

Over the years significant changes have taken place in the type of temporary accommodation in use.

Shared B&B hotels By March 2009 usage reduced by almost 60% and only reappears in any significant level in 2012: 40 households in occupation.

Self contained B&B Annexes Use of this expensive form of self-contained accommodation had reduced by 66% by March 2009 and was not used again at any significant level until 2012 and in response to the pressure of demand for self contained accommodation for families.

Hostels Reductions in occupation levels evident from March 2011 onwards follow the disposal through sale of hostels that were too expensive to maintain.

Leased flats for use as TA (PAS/PSL) By March 2012 leased self-contained units managed by agents account for 62% of all occupied accommodation. At its height, March 2009 when occupation levels were much higher, this property type accounted for 74% of all occupied temporary accommodation units.

The loss of this type of family size property and the rise in new demand from families explains dependence on Shared B&B hotels and B&B Annexes in 2011/12.

Temporary accommodation licensed TA (TAL) Introduced in 2010 these self-contained studio size units are managed by agents.

Table 38

Types of temporary accommodation	Mar-08	Mar-09	Mar-10	Mar-11	Mar-12
	Number Percent	Number Percent	Number Percent	Number Percent	Number Percent
Shared B&B Hotels	83 4%	35 2%	2	5	40 3%
Self-contained B&B Annexes	490 23%	168 9%	0	10	43 4%
Hostels	276 13%	282 15%	255 16%	206 16%	227 19%
PAS /HAMA (leased TA)	1254 59%	1431 74%	1162 73%	902 71%	761 62%
TAL (licensed TA)	0	0	174 11%	149 12%	147 12%
Own stock used as TA	13	8	6	4	3
Total households	2116 100%	1924 100%	1599 100%	1276 100%	1221 100%

Note that figures reported reflect snapshot occupation levels at the end of March and not properties in management.

5.3.7 Temporary accommodation occupation – household type

In the table that follows households resident in temporary accommodation at year end, 2007/08 to 2011/12, are profiled according to household type and expressed as a percentage of all resident household.

Couples with dependent children year on year account for a fairly steady 14-15% of households in occupation. Their number has reduced by 43% over five years

Lone parent female households account for between 57 and 59% percent of all households in temporary accommodation annually. Occupation by this client group has reduced by 43% over five years.

Single male and single female households account respectively for around 14% and 9% of resident households annually. Occupation levels have reduced by 29 and 54% respectively over five years.

All other household groups account for a steady 1% of resident households annually.

Table 39

Household type	Mar-08	Mar-09	Mar-10	Mar-11	Mar-12
Couple with dependent children	323 15%	278 14%	245 15%	170 14%	184 15%
Lone parent female with children	1218 58%	1138 59%	905 57%	741 58%	689 57%
Lone parent male with children	118 5%	95 5%	67 4%	55 4%	54 4%
Single household - male	248 12%	238 12%	222 14%	195 15%	176 14%
Single household – female	185 9%	150 8%	143 9%	98 8%	106 9%
All other household groups	24 1%	25 2%	17 1%	17 1%	12 1%
Total households	2116	1924	1599	1276	1221
	100%	100%	100%	100%	100%

5.3.8 Temporary accommodation occupation - ethnicity of households

In the table that follows households in temporary accommodation at year end, March 2008 to March 2012, are profiled according to household ethnicity.

Black, Asian and Minority Ethnic households account for between 76 and 78% of all resident temporary accommodation occupants annually. White households account for between 22 and 24% of resident households annually.

Overall occupation levels have reduced by 42% over five years; occupation by BME households by 43%; occupation by all other ethnic groups by 38%

Table 40

Ethnicity	Mar-08	Mar-09	Mar-10	Mar-11	Mar-12
Households in temporary accommodation	2116	1924	1599	1276	1221
Black, Asian and Minority Ethnic households	1626 77%	1458 76%	1225 77%	992 78%	924 76%
All other Ethnic groups	490 23%	466 24%	37 23%	284 22%	297 24%

5.4 Support for households in temporary accommodation

5.4.1 Because of the nature of homelessness law, many households in council temporary accommodation will have been selected for such placement expressly because they are thought vulnerable. While removing families from unsuitable accommodation is the priority it is well understood how Lambeth’s temporary accommodation procurement strategy needs to deliver self-contained and wheelchair accessible properties to meet these other needs.

Given the temporary and sometimes stressful nature of this accommodation, the need for adequate support and practical help is also understood. In addition to the support provided by hostels officers and temporary accommodation placement officers and agents, there is an ongoing need to provide a measure of floating support.

5.4.2 *Qualifying Offer Scheme.* This private renting scheme is for families who wish to take the option of private renting instead of a longer wait in temporary accommodation for permanent housing. Around 60 families withdraw their homeless application annually and leave temporary accommodation for homes in locations of their choice, assisted by this scheme.

5.4.3 *Bidding Support* The SNAP Team provides bidding support on the web based Home Connections Choice Based Letting Scheme (CBL) for households unable to bid for permanent housing themselves thereby minimising length of stay in temporary accommodation and extending choice and support where needed. The Bidding Support Service targets for assistance vulnerable single adults and older persons.

5.5 Temporary accommodation occupation: equalities

The largest proportion of homeless applications are from Black and Minority Ethnic households and this is reflected in the occupation of temporary accommodation. At the end of March 2012, 76% of temporary accommodation occupants were BME. This compares to 38% of BME households in the borough population as a whole.

The following table provides a profile of households in temporary accommodation, March 2012.

'Families' mean households with children or households (singles and couples) where the main applicant is pregnant and there are no other children. 'Single' means single men and women with no children and no pregnancy. '

Households in shared bed and breakfast are known to be disadvantaged in terms of health, housing and education: 63% of households in shared bed and breakfast are BME households; 37% are White households.

Households in Hostels the majority of hostels consist of shared accommodation and 77% of resident households at the end of March 2012 were BME households; 23% of residents were White households.

Households in PAS/PSL this type of accommodation consists of self-contained houses and flats leased from the private sector for use as temporary accommodation and is the main source of family size accommodation. 79% of households in occupation are BME households; 21% of residents are White households.

Table 41

	TA type	Total	Families	Single	WHI	BA	BAC	B/Oth.	B/AS	Mix.	Oth.	RNR
1a	B&B Shared	40	33	7	15	10	8	5	2	0	0	0
1b	B&B Self-Contained	43	41	2	15	7	13	3	1	2	2	0
1	All B&B	83	74	9	30	17	21	8	3	2	2	0
2	Hostels	227	132	95	52	43	63	26	10	11	11	11
3	TA Licensed (TAL)	147	26	121	46	29	38	14	4	9	5	2
4	PAS/PSL	760	694	66	163	204	230	48	27	31	42	15
5	All other TA	4	1	3	0	0	2	1	0	0	0	1
6	Total in 1-6	1221	927	294	291	293	354	97	44	53	60	29
	%	100%	76%	24%	24%	24%	29%	8%	4%	4%	5%	2%

The categories broadly conform to those used in homelessness reports required by the CLG: White (WHI); Black or Black British African (BA); Black or Black British /Caribbean (BAC); Any other Black household (B/Oth.);Black or Black British/Asian (B/AS); Mixed Race households (Mix); Other Race and ethnicity (Oth); Race not recorded (RNR)