

# 2019 Annual review of Southwark Homelessness Prevention and Rough Sleeping Strategy 2018-2022 - Analysis of Homelessness Data

---

## Introduction

This review of homelessness in Southwark provides an update on the full assessment and statistical review completed of the support, assistance and advice available to homeless and potentially homeless people in the borough in 2018. This data analysis will take into consideration, with regard to Section 2.18 Homelessness Code of Guidance for Local Authorities, in particular:

- trends in homelessness approaches and underlying causes;
- cohorts that may be more likely to become homeless or be threatened with homelessness;
- the profile of households experiencing homelessness;
- equality monitoring data, including that relating to homelessness applications and outcomes;
- the range of factors that may affect future levels of homelessness;

The analysis focusses on data collected between April 2018 and March 2019 and is intended to act as an evaluative tool to be used alongside the Homelessness Strategy annual review 2019.

The information provided in this document has been collected from a variety of data sources which have been quoted under tables and charts where applicable. In 2018 the Ministry of Housing, Communities and Local Government (MHCLG) developed a new way of reporting homelessness data, Homeless Case Level Information Collection (HCLIC)<sup>1</sup>. This provides significantly more detail than the previous format of P1E data and allows further analysis of the trends being seen in the homelessness sector. However, it should also be noted that there were difficulties for many boroughs in uploading their cases correctly using this new system, consequently, this annual data collection is in the early stages of analysis.

## Summary

- Homeless approaches are increasing. Southwark has seen a 51.5% increase in homeless approaches since the financial year of 2014-2015 and a 13.3% increase on 2017-2018 statistics.
- A higher proportion of single homeless people are approaching us for help now. The breakdown of applicants approaching the service has changed. Of our total figure, we now see 38% families (down from 60%), 38% singles and notably 19% are couples without dependants. 5% of applicants defined their family type as other.
- Domestic abuse homeless approaches are increasing locally and nationally. The number of statutory homeless approaches due to domestic abuse in 2018-2019 increased by 125%

---

<sup>1</sup> [https://gss.civilservice.gov.uk/wp-content/uploads/2019/04/HCLIC-Data-Specification\\_v1.4.4.pdf](https://gss.civilservice.gov.uk/wp-content/uploads/2019/04/HCLIC-Data-Specification_v1.4.4.pdf)

compared to the previous year. There is a 49% increase in approaches due to domestic abuse nationally<sup>2</sup>.

- Footfall at our homesearch centre is increasing and this is reflected in the increase in homelessness approaches. There has been a 20% increase in footfall year on year for the frontline homelessness service provided by Southwark Council Housing Solutions.
- At the same time, resources have reduced. The latest restructure in housing solutions has reduced staff numbers across Housing Solutions from 138 to 105 FTEs.
- Customer Satisfaction now 91% up 15% from six years ago.
- With 937 successful preventions in 2018-19, this ranked Southwark as 5<sup>th</sup> highest in the country. Despite this, a higher proportion of households approach Southwark as homeless at the relief stage (48%) than is recorded nationally (39%) and regionally in London (37%).
- We will need to review our processes to ensure we are not encouraging more households to approach at the relief stage and not prevention stage.
- Southwark has a higher percentage of homeless applicants who are employed (33%), either part or full time, when compared to the London average (30%).
- In Southwark rough sleeping has decreased by 23%, compared to an 18% increase in London since 2017/18<sup>3</sup>. Due to successful recent bids for Rapid Rehousing Fund and the Suspension of Derogation and Cold Weather Fund, we are in a stronger position to see this improve significantly. The rough sleeping count in November 2018 identified 57 people sleeping on the streets in Southwark. This reduced to 44 in November 2019.
- The number of homeless customers in temporary accommodation has increased by 36% since March 2017 through to the end of March 2019. Since then numbers have fallen by 5% as a number of new initiatives begun to take effect.
- The use of nightly paid accommodation has reduced from 1,147 homeless households living in this type of accommodation in April 2019 down to 791 homeless households living in this type of accommodation at the end of November 2019.

## Statutory homelessness in Southwark data

Between April 2018 and March 2019 Southwark council saw 2,953 homeless approaches. This represents a 13.3% increase from the number received in the same period in 2017 – 2018 and a 51.5% increase from 2014/2015. In a report completed on national homelessness by Crisis, it was found that homelessness had increased by 33.4% between 2011-2016 across various homelessness categories including sofa surfing and rough sleeping.<sup>4</sup>

Southwark Council						
	2014/2015	2015/2016	2016/2017	2017/2018	2018/2019	Cumulative

<sup>2</sup> <https://www.independent.co.uk/news/uk/home-news/domestic-abuse-statistics-ons-women-police-cps-a9217361.html>

<sup>3</sup> [https://airdrive-secure.s3-eu-west-1.amazonaws.com/london/dataset/chain-reports/2019-06-19T08%3A35%3A08/Greater%20London%20bulletin%202018-19.pdf?X-Amz-Algorithm=AWS4-HMAC-SHA256&X-Amz-Credential=AKIAJJDIMAIVZJDICKHA%2F20191128%2Ffeu-west-1%2Fs3%2Faws4\\_request&X-Amz-Date=20191128T131659Z&X-Amz-Expires=300&X-Amz-Signature=679d8e56c2ed56ecf76cc4b1aa9d072f2d33f6d8fe6735a28a50c22581bfdeaf&X-Amz-SignedHeaders=host](https://airdrive-secure.s3-eu-west-1.amazonaws.com/london/dataset/chain-reports/2019-06-19T08%3A35%3A08/Greater%20London%20bulletin%202018-19.pdf?X-Amz-Algorithm=AWS4-HMAC-SHA256&X-Amz-Credential=AKIAJJDIMAIVZJDICKHA%2F20191128%2Ffeu-west-1%2Fs3%2Faws4_request&X-Amz-Date=20191128T131659Z&X-Amz-Expires=300&X-Amz-Signature=679d8e56c2ed56ecf76cc4b1aa9d072f2d33f6d8fe6735a28a50c22581bfdeaf&X-Amz-SignedHeaders=host)

<sup>4</sup> [https://www.crisis.org.uk/media/237582/crisis\\_homelessness\\_projections\\_2017.pdf](https://www.crisis.org.uk/media/237582/crisis_homelessness_projections_2017.pdf)

<b>Homeless Approaches</b>	1822	1992	2354	2607	2953	
<b>Percentage Increase</b>	/	9.3%	18.2%	10.7%	13.3%	<b>51.5%</b>

**Figure 1 Homeless approaches in 2018/19**

Source: Internal records

Within the Homeless Monitor, (produced by Crisis in 2019), it was discussed that 71% of the Local Authorities who participated in the study reported homelessness to be generally increasing, in some areas to a significant extent. However, it must be noted that in 2017/18 there was a slowing of the increase of recorded statutory homelessness<sup>5</sup>; this is reflected in the Southwark data as seen above.

In response to the rising demand for services, Southwark Housing Solutions have been through two restructures. One in 2014 when a generic service provision model was adopted in order to focus on delivering an excellent service to some of the boroughs most vulnerable. Secondly in 2019 where the service was restructured to make cost reductions whilst improving efficiency by clarifying roles and responsibilities and placing an emphasis on proactive rather than reactive homeless prevention work wherever possible.

In the last three years Southwark Council Housing Solutions has seen a 20% increase in footfall year on year. Early data for the financial year of 2019 to 2020 shows this continuing. This has encouraged new ways of working to manage the volume of appointments and visiting officer interviews have been implemented to ease the pressures on the front line service as well as reach customers who cannot necessarily come to the office.

Since 2010 there has been a significant rise in homelessness caused by the end of private rented sector tenancies and no fault evictions<sup>4</sup> so much so, that this is the second largest cause of homelessness in Southwark. By working alongside major partners to lobby for change to welfare reforms such as Local Housing Allowances, Southwark hopes to allow more access to the private rented sector and increase sustainability of tenancies.

In the coming year, Southwark are hoping to introduce the option for homeless applications to be taken online. This will work well for clients who are digitally-able and for those who find visiting the homesearch reception inconvenient. This innovation will aim to bring down waiting times for appointments thereby improving customer access and service.

### **Initial Assessment of Duties Owed**

The following table shows the distribution of duties owed to clients approaching the service in 2018-2019. When the applicant initially approaches, the council will make a judgement of whether they are threatened with homelessness (in which case we owe them a prevention duty), already homeless (in which case we owe them a relief duty) or are not threatened with homelessness within 56 days. The below data is collected when a full homeless application has been taken. Currently the approaches are evenly spread between prevention and relief duties owed, with a small number of cases found not to be homeless within 56 days. In order to maximise the potential for a positive outcome for each case, we are carrying out work to encourage applicants to approach as early as possible, allowing officers to carry out upstream prevention work.

<sup>5</sup> [https://www.crisis.org.uk/media/240421/the\\_homelessness\\_monitor\\_england\\_2019\\_es.pdf](https://www.crisis.org.uk/media/240421/the_homelessness_monitor_england_2019_es.pdf)

Assessment Outcome 2018/19	Southwark	London	England
Threatened with homelessness – Prevention Duty owed	50%	56%	51%
Already homeless – Relief Duty owed	48%	37%	39%
Not threatened with homelessness within 56 days	2%	7%	10%

Figure 2 Duty owed on homeless approach

Source: H-CLIC records

### Prevention Duty

In the financial year of 2018-2019 Southwark Council accepted a prevention duty towards 1661 applicants. This section of the report will explore the main activity which took place and the reason for prevention duty ending. It will also look at the applicant’s accommodation outcome when the duty ended. All data within this section is based on applications taken within the financial year of 2018-2019.

A Prevention duty is divided into two categories within the HCLIC data specification. The first being a ‘prevention duty owed’, an example of which would be an applicant whose family wish to exclude them but can keep them for a month while alternative accommodation may be sourced. The second prevention duty category is ‘prevention duty owed due to being served a valid section 21’.

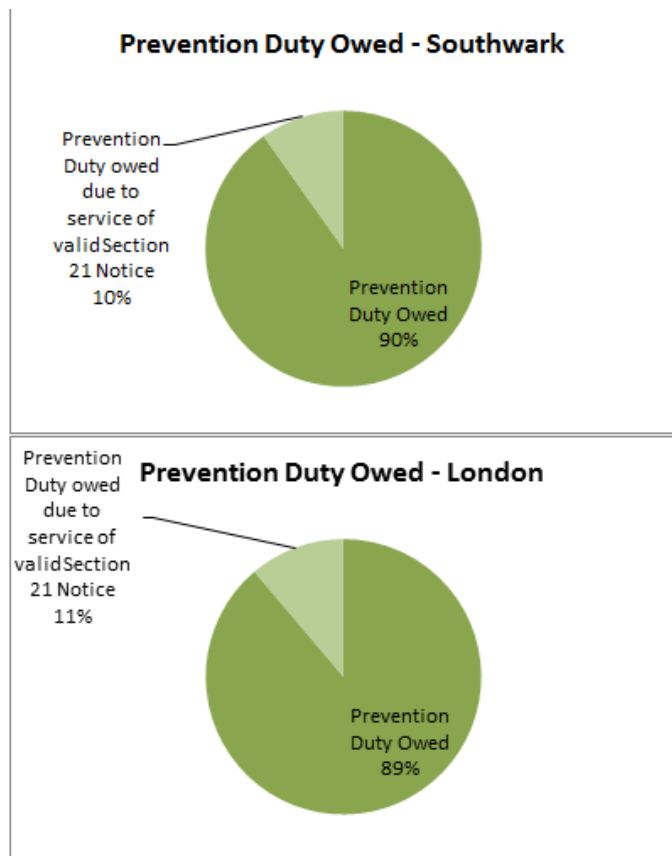
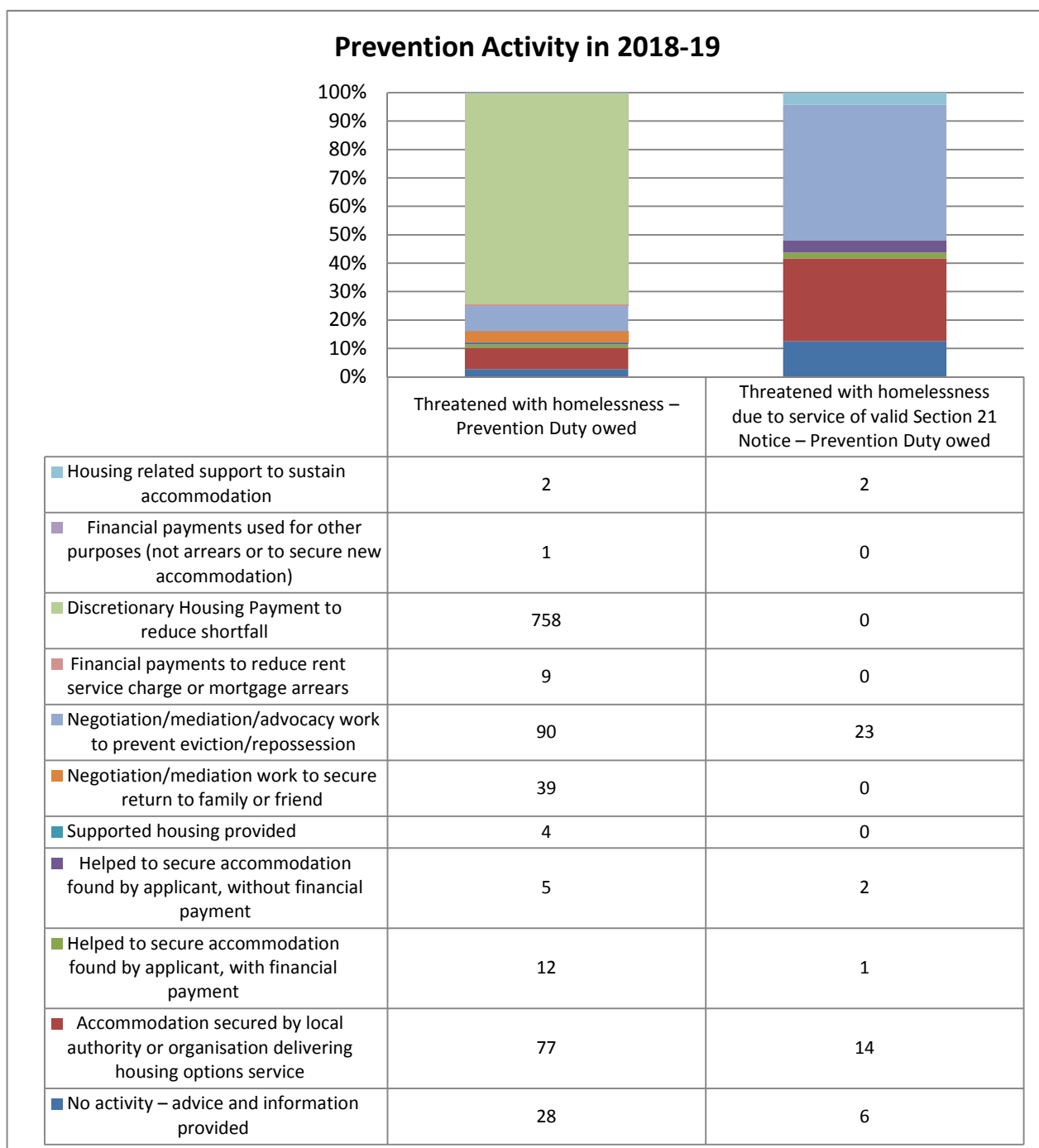


Figure 3 Prevention Duties Owed

Source: H-CLIC records

The charts to the right show the distribution of prevention duties accepted by Southwark in 2018-2019 compared to London. The proportion of prevention due to valid section 21 is 10% in Southwark and 11% in London, whereas prevention duty due to any other reason is 90% in Southwark and 89% in London.

## Prevention Activity



**Figure 4 Prevention Activities**

Source: H-CLIC records

The graph above shows any prevention activity that was conducted on cases assessed as owed a prevention duty in 2018-2019. This is then broken down by the category of prevention duty.

The use of Discretionary Housing Payment (DHP) can be seen as the most common prevention activity to take place on cases approaching with a 'prevention duty owed'. Whereas negotiation, mediation and advocacy work to prevent eviction or repossession is the most frequently used activity for cases owed a 'prevention duty due to the service of a valid section 21'.

These two prevention activities are examples of support provided by teams working within the Southwark Housing Solutions Prevention Hub. The Financial Inclusion team administer DHP, give advice on welfare reform and support with rent arrears issues. The Private Rented Sector Team prevent illegal eviction, provide advice on private tenancy rights and liaise with private landlords to ensure they are following the due legal process. These teams can be seen through the above graph to have a significantly positive impact in the prevention duty stage. In the coming years it will be important to ensure they are funded sufficiently and perhaps look into appointing officers with specific expert legal knowledge to continue work on preventing illegal evictions.

### *Reason Prevention Duty Ended*

Reason prevention duty ended	Assessments taken in 2018/19	%
<b>Secured existing accommodation for 6 months</b>	<b>866</b>	<b>81%</b>
Homeless	78	7%
<b>Secured alternative accommodation for 6 months</b>	<b>31</b>	<b>3%</b>
56 days or more expired and no further action	25	2%
<b>Secured alternative accommodation for 12 or more months</b>	<b>24</b>	<b>2%</b>
Contact lost	23	2%
<b>Secured existing accommodation for 12 or more months</b>	<b>16</b>	<b>1%</b>
Withdrew application / applicant deceased	10	1%

Figure 5 Reason Prevention Duties Ended

Source: H-CLIC records

The table above shows the most frequent reasons for the end of prevention duty on cases assessed within the financial year of 2018-2019. The reasons in bold are considered as successful prevention outcomes as the applicants homelessness was prevented at the close of the prevention duty.

The table below shows the 10 Local Authorities which reported the most successful prevention outcomes in 2018-2019. Southwark is 5<sup>th</sup> nationally for successful prevention outcomes, which include securing existing accommodation for 6 or 12 months and securing alternative accommodation for 6 or 12 months. The Local Authority with the highest number successful homeless preventions is Leeds City. It is useful to note that the Local Housing Allowance in Leeds is much closer to market rents than in London which would be a significant help in leading to more successful prevention outcomes. They are also recorded as the highest outlier for budget overspend on DHP.

No.	Local Authority	Total Successful Preventions 2018/19
<b>1</b>	Leeds	3,070
<b>2</b>	Cornwall	1,066
<b>3</b>	Durham	1,002
<b>4</b>	Kirklees	967
<b>5</b>	<b>Southwark</b>	<b>937</b>
<b>6</b>	Leicester	795
<b>7</b>	Haringey	699
<b>8</b>	Ealing	660
<b>9</b>	Stockton-on-Tees	611

Figure 6 Successful Preventions by Borough

Source: H-CLIC records

### Accommodation Outcomes at Prevention End

The chart below illustrates accommodation of applicants when prevention duty comes to an end. When an applicant is placed in temporary accommodation, the appropriate accommodation outcome on HCLIC is 'council tenancy', which explains the high proportion of this accommodation outcome seen below.

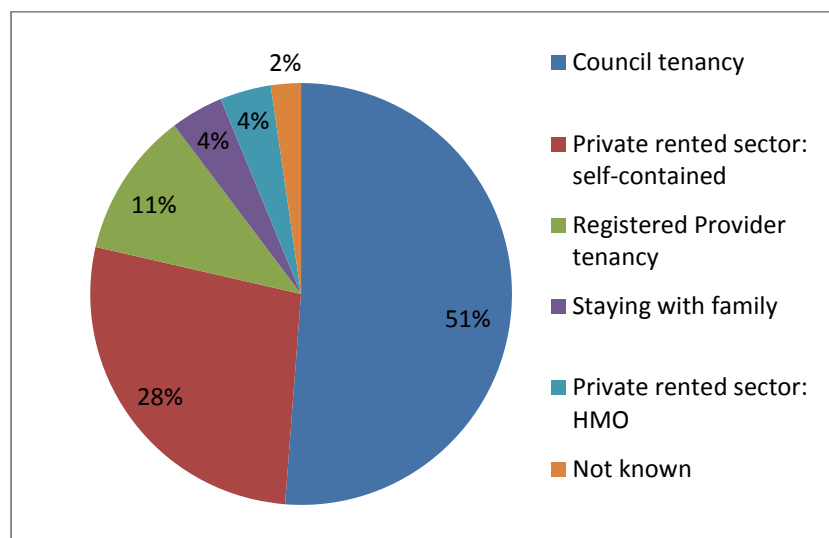


Figure 7 Accommodation Outcome at Prevention End

Source: H-CLIC records

Applicants accommodation when prevention duty ended	Assessments taken in 2018/19	%
Council tenancy	354	50%
Private rented sector: self-contained	189	27%
Registered Provider tenancy	77	11%
Staying with family	28	4%
Private rented sector: HMO	27	4%
Not known	16	2%
Staying with friends	6	1%
Other	6	1%

Figure 8 Accommodation Outcome at Prevention End

Source: H-CLIC records

### Relief Duty

In the financial year of 2018-2019 Southwark Council accepted 1582 relief duties. The following section of this report will explore the activity Southwark took on these cases, whether successful or not. The reason the duty ended, in comparison with London and England and the accommodation

outcome of the applicant when the duty ended. All data within this report is for applications taken within the financial year of 2018-2019.

### Relief Activity

Relief Activity within 2018-19	%
Accommodation secured by local authority or organisation delivering housing options service	46%
No activity	25%
Helped to secure accommodation found by applicant, with financial payment	12%
Supported housing provided	5%
Negotiation/mediation work to secure return to family or friend	5%
Other activity through which accommodation secured	4%
Helped to secure accommodation found by applicant, without financial payment	2%
Sanctuary or other security measures to home	0%
Negotiation/mediation/ enforcement action to secure re-entry with landlord	0%

Figure 9 Relief Activities

Source: H-CLIC records

The table above shows the distribution of activity taken on cases within the relief activity-, these activities were not necessarily successful in relieving homelessness. In the current financial year we have implemented a property finding scheme and are working with Help to Rent to maximise the chances of applicants being housed in the private rented sector and their homelessness prevented or relieved.

### Reason relief duty ended

Reason relief duty ended	Assessments taken in 2018/19	%
56 days elapsed	343	64%
<b>Secured accommodation for 6 months</b>	<b>58</b>	<b>11%</b>
Contact lost	41	8%
Withdrew application / applicant deceased	39	7%
<b>Secured accommodation for 12 or more months</b>	<b>35</b>	<b>6%</b>

Figure 10 Reason Relief Duties Ended

Source: H-CLIC records

A prevailing reason for the relief duty being brought to an end in Southwark is '56 days elapsed', meaning that the case moves to the final duties stage of the application and will be given a full homeless decision.

Positive relief outcomes are; 'secured accommodation for 6 months' or 'secured accommodation for 12 months'. Southwark have successfully bid, and been granted funds from the rapid rehousing fund and will be using this directly for rehousing applicants who are rough sleeping or hidden homeless.



In terms of successful relief outcomes, Southwark ranks 143<sup>rd</sup> in the country and 19<sup>th</sup> within London Boroughs. This could be in part driven by our emphasis on preventative work. Southwark will do all it can to prevent homelessness and exhaust every avenue before moving a client to the relief duty.

### ***Accommodation Outcomes at Relief Duty End***

The table below shows the four most frequent accommodation outcomes for applicants when the relief duty comes to an end. Both 'private rented sector' and 'staying with family' are positive relief outcomes which result in homelessness being resolved.

<b>Applicants accommodation when relief duty ended</b>	<b>%</b>
Not known	29%
<b>Private rented sector: self-contained</b>	<b>19%</b>
<b>Staying with family</b>	<b>15%</b>
Other	8%

**Figure 11 Accommodation Outcome at Relief End**

Source: H-CLIC records

The graph below compares the outcome of the households' accommodation when the prevention and relief duty have come to an end. There are a higher proportion of applicants placed into temporary accommodation at the end of the prevention duty than the end of relief duty, due partially to officer having a reason to believe the client could be in priority need for housing. Additionally, some final decisions could be being made within the relief duty, which leads to the relief duty ending after the final decision takes effect.

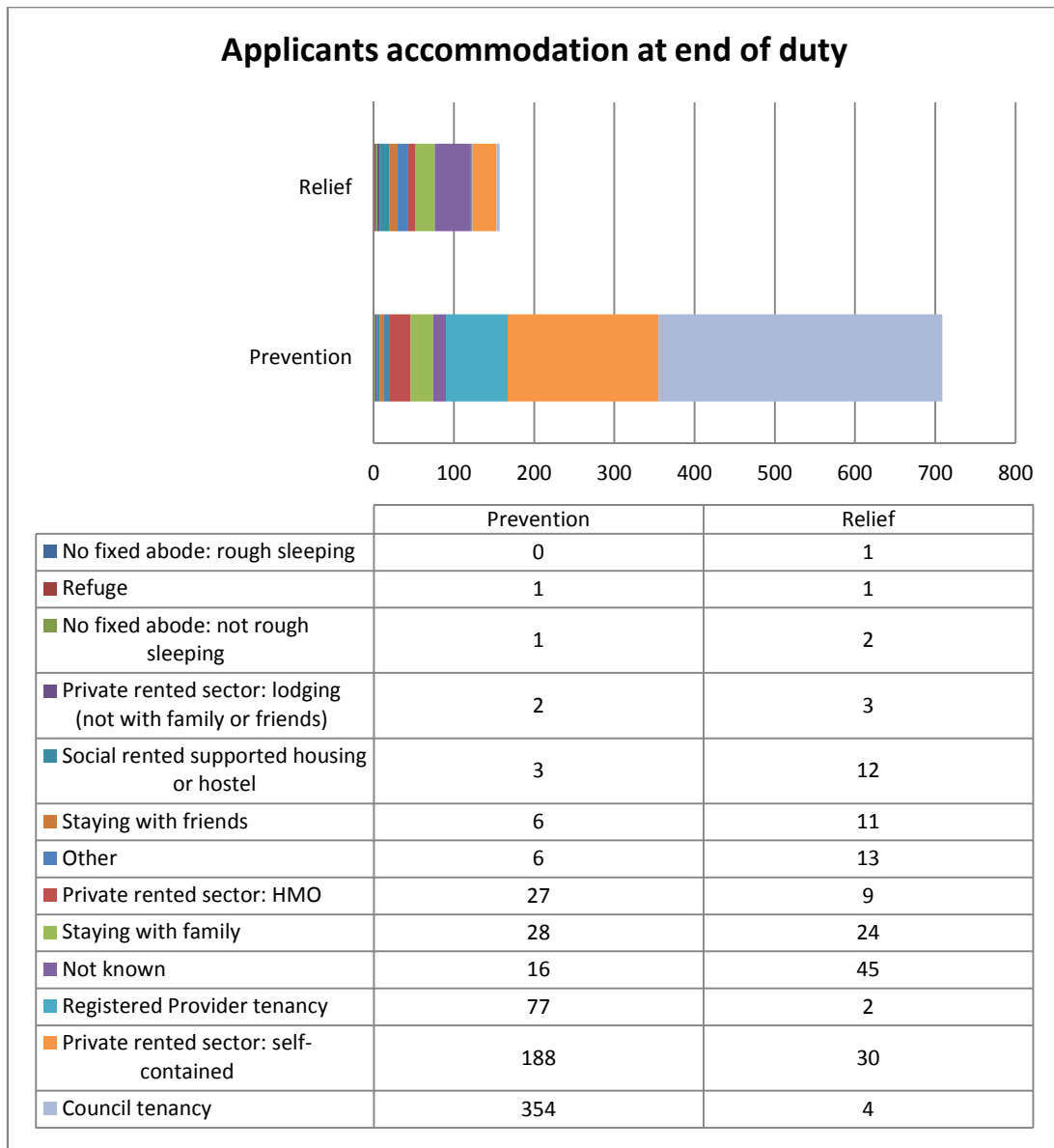


Figure 12 Accommodation Outcome at Duties End

Source: H-CLIC records

Service provision will continue to be tailored using the data within this report to meet the needs of the vulnerable customers we support. Successful outcomes are significantly less likely to result in homelessness being resolved when taken in relief duty when compared to prevention. **937 applicants were provided with accommodation during the prevention duty stage**, whether this be existing accommodation or a new tenancy. This is **compared to 93 applicants who were provided with accommodation in their relief duty stage**. Although it should be noted that this does not include temporary accommodation, which is provided on a case by case basis and would not be considered a successful end to either duty. Taking this into account, the service will continue to place an emphasis on preventative action and upstream work with applicants, in some cases prior to their homeless application being taken.

### Homeless Decisions

Once the prevention and relief duties have come to a close, the case moves to the decision stage in 2018-2019 Southwark Council made 2607 decisions, 867 of which resulted in the main homelessness duty being accepted.

Main Duty Decisions 2018/2019	
Not Accepted	1740
Accepted	867
<b>Total</b>	<b>2607</b>

Figure 13 Homeless decisions made in 2018/19

Source: Internal records

One third of homeless decisions made by the Housing Solutions service at Southwark Council in the financial year of 2018 to 2019 were acceptances that full housing duty was owed to the applicant. The 67% of decisions' not accepted can be broken down into 30% found not to be homeless, 16% found not to fall into a priority need category, 10% of case closure due to loss of contact with client, 3% found intentionally homeless and under 7% due to other (including not eligible for public funds, referred to another local authority and withdrawal of application by a client).

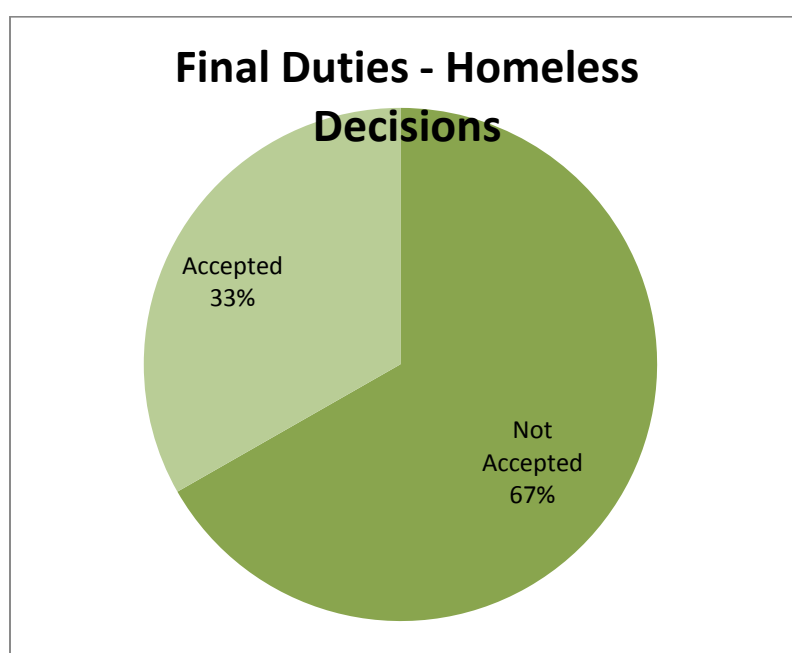


Figure 14 Final Duties - Homeless decisions made in 2018/19

Source: Internal records

As explored in the Homeless Monitor 2018<sup>6</sup>, the number of households being accepted under the Housing Act 1996<sup>7</sup> has been rising nationally from 2009/10 till 2017/18 where a small drop was recorded in statutory homelessness.

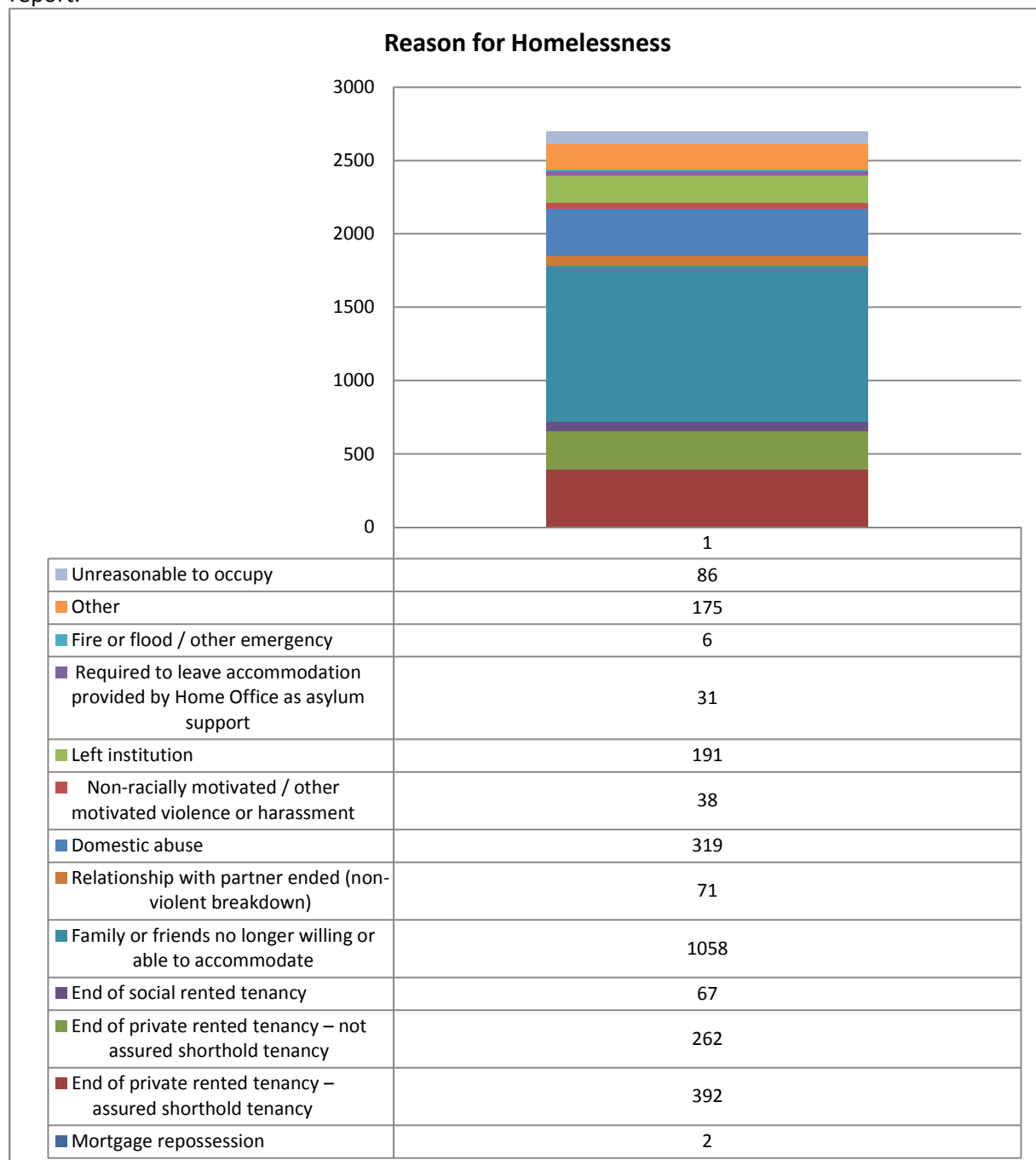
For those cases where a full homeless duty is not likely to be accepted, the Council will consider offers of private rented accommodation, within the households budget and suitable within other parameters. Housing Solutions will fund the deposit and an incentive payment for private landlords and are now implementing an insurance scheme covering both tenant and landlord.

## Reasons for statutory homelessness

<sup>6</sup> [https://www.crisis.org.uk/media/240421/the\\_homelessness\\_monitor\\_england\\_2019\\_es.pdf](https://www.crisis.org.uk/media/240421/the_homelessness_monitor_england_2019_es.pdf)

<sup>7</sup> <http://www.legislation.gov.uk/ukpga/1996/52/>

The chart below sets out the causes of statutory homelessness in Southwark over the last year. The most common cause of statutory homelessness (39%) remains that parents, friends or relatives are no longer willing to accommodate the individual or household in question. The second most prevalent reason for homelessness is the ending of a private rented tenancy (24.2%) and the third is an experience of domestic abuse. This will be explored in more detail in the next section of the report.



**Figure 15 Homeless approach reason in 2018/19**

Source: Internal records

## Domestic Abuse

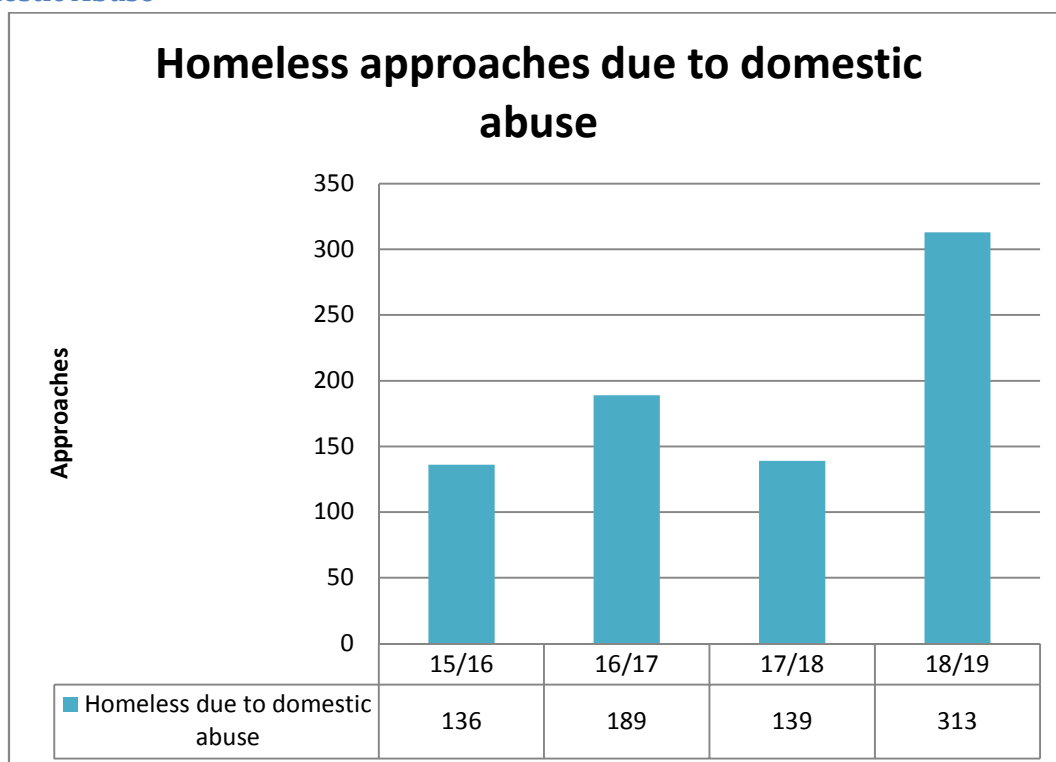


Figure 16 Number of homeless approaches due to domestic abuse from 2015/16 to 2018/19

Source: Internal records

The number of statutory homeless approaches due to domestic abuse in 2018-2019 increased by more than 150 cases, compared to the previous year. Southwark was the first Local Authority housing service to be awarded with the Domestic Abuse Housing Accreditation and has Solace Women’s Aid co-located within its homeless office. More research is required to investigate this increase but it may be linked to domestic abuse victims feeling more confident to approach our services for support and increased levels of referrals from Solace Women’s Aid. In an article in November 2019, it was shown that the national level of domestic abuse has risen by 24% in a year<sup>8</sup>.

Southwark were awarded the White Ribbon UK accreditation for providing an exemplar service to survivors of domestic abuse, and especially for the partnership working model in place with Solace Women’s Aid. Southwark Council is the only Housing Solutions service in England to obtain the White Ribbon accreditation and commitments made in the council's White Ribbon action plan include; promotion of White Ribbon UK at all stakeholder events and newsletters to landlords and partner agencies, to maximise opportunities that could raise awareness in local communities and appointing volunteer ambassadors to carry the message out to more men in the local area.

Southwark and Solace Womens Aid have this year introduced a hub for single homeless households fleeing domestic abuse. The client group targeted is clients with complex needs and all referrals will come directly from the complex needs worker from Solace, who works closely with the Housing Solutions team.

<sup>8</sup> <https://www.independent.co.uk/news/uk/home-news/domestic-abuse-statistics-ons-women-police-cps-a9217361.html>

## Temporary accommodation

Temporary Accommodation Type	Mar 17	Mar 18	Mar 19
Nightly Paid Accommodation	730	934	1,141
Southwark Hostels	320	333	299
Estate Short Life Accommodation	640	759	732
Private Sector Leased	178	342	394
<b>Total</b>	<b>1,868</b>	<b>2,368</b>	<b>2,539</b>

Figure 17 Temporary Accommodation Numbers

Source: Internal records

The above table depicts Southwark's homeless customers in temporary accommodation as it has changed in the last three years. There are four main types of temporary accommodation used in Southwark. Numbers in temporary accommodation have increased by 36% since March 2017.

In March 2019, in a government data release Southwark had the 5<sup>th</sup> highest numbers in temporary accommodation in London, Newham reported the greatest number at 5,048<sup>9</sup>.

In the financial year of 2019/20 the prevalent service aim is to eliminate the use of nightly paid temporary accommodation by January 2020.

At the end of October 2019 total temporary accommodation households had dropped to 2412, a 5% fall from March 2019.

## Other areas of interest

Areas of change or significance in the financial year of 2018-19 are the change in the household composition and profile of support needs of those approaching Southwark as homeless.

### Support Needs

35% of clients approaching the service in 2018/19 had a support need which they disclosed at the initial assessment. Some applicants could be not forthcoming with identifying themselves with these support need categories, which could lead to an under representation.

Assessments taken within 2018/19	
With support needs	35%
Without support needs	65%

Figure 18 Clients with Support Needs

Source: H-CLIC records

15% of cases approaching as homeless within the financial year of 2018 – 2019 where support needs were reported had a history of mental health problems. This has prompted more partnership opportunities and work raising awareness that take place with our health partners and referral agencies. 15% of applicants approaching reported having a physical ill health or disability, this highlights the need for a renewed work practice with social care and health partners. National

<sup>9</sup>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/831061/TA\\_201903.xlsx](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/831061/TA_201903.xlsx)

trends suggest an increase in the complexity of homeless household needs in recent years, particularly in relation to physical and mental health conditions.<sup>10</sup>

### Employment status of main applicant

Applicants' employment status is established at the initial assessment. 26% of those approaching as homeless were 'registered unemployed', 17% were recorded as 'working less than 30 hours a week' and 16% were 'working 30 hours or more'. The remaining 41% is made up of applicants who were 'at home/not seeking work', 'not registered unemployed but seeking work', 'not working because of long term sickness or disability' or did not disclose their employment status.

Employment Status	Southwark	London
Registered unemployed	26%	23%
Part-time work	16%	16%
Full-time work	17%	14%

Figure 19 Employment Status of Main Applicant

Source: H-CLIC records

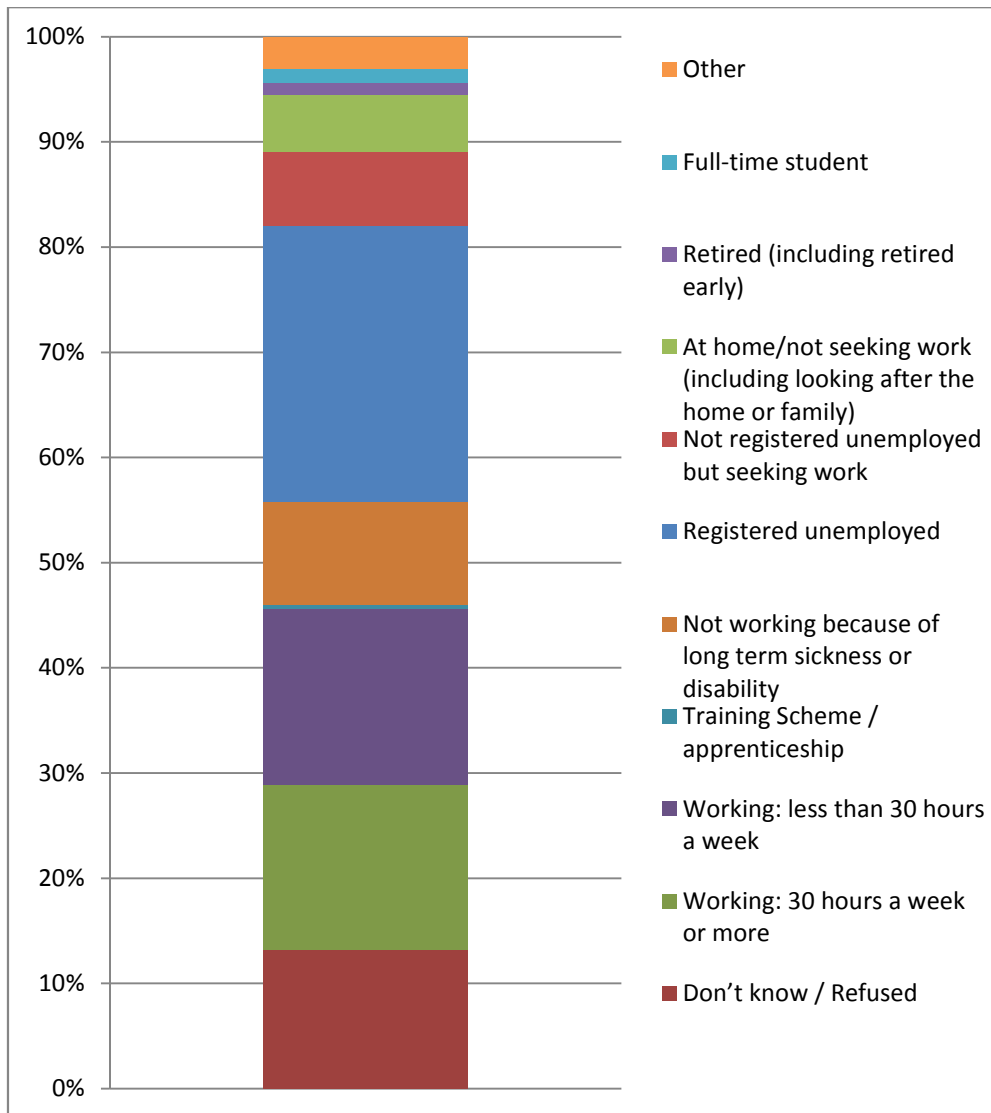
As the table displays, Southwark has a higher percentage of homeless applicants who are employed, either part or full time, than the London average.

The graph below shows the breakdown of employment status of the main applicant of a homeless household.

---

10

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/ukhomelessness/2005to2018#homelessness-housing-duties>



**Figure 20 Employment Status of Main Applicant**

Source: H-CLIC records

**Duty to refer**

Was the applicant referred into the local authority?	
Yes	14%
No	86%

**Figure 21 Referrals Data**

Source: H-CLIC records

The duty to refer was introduced in October 2018 and applies to public bodies such as prisons, job centres and hospitals<sup>11</sup>. The above data is captured at the initial assessment with the applicant and includes referrals under S198 of the Housing Act 1996<sup>12</sup>. We are seeing both agencies with a statutory duty to refer as well as other local agencies with no legal obligation using the duty to refer under a S198 referral,

<sup>11</sup> <https://www.gov.uk/government/publications/homelessness-duty-to-refer/a-guide-to-the-duty-to-refer>

<sup>12</sup> <http://www.legislation.gov.uk/ukpga/1996/52/section/198>



Below are ten referral agencies which Southwark received the most client referrals. The total number of approaches due to a 'duty to refer' referral was 455 in 2018/19.

Referral Agency	Number of cases approached due to referral
Other service provider (not housing related)	100
National Probation Service	69
Nil Recourse Team	40
Hospital A&E or in-patient	39
Police	21
Children's Social care	18
DWP – Jobcentre Plus	18
Refuge provider	16
Adult Secure Estate (prison)	15
NASS accommodation provider	12

Figure 22 Referrals by Referral Agency

Source: H-CLIC records

The above table shows all applicants referred into the local authority, broken down by the referrer category. Southwark is carrying out partnership working exercises with stakeholders such as the main hospitals in the borough, job centres in Peckham and London Bridge and a specific caseworker is employed to work with those approaching from prison or probation services.

### Family or household type of statutorily homeless households

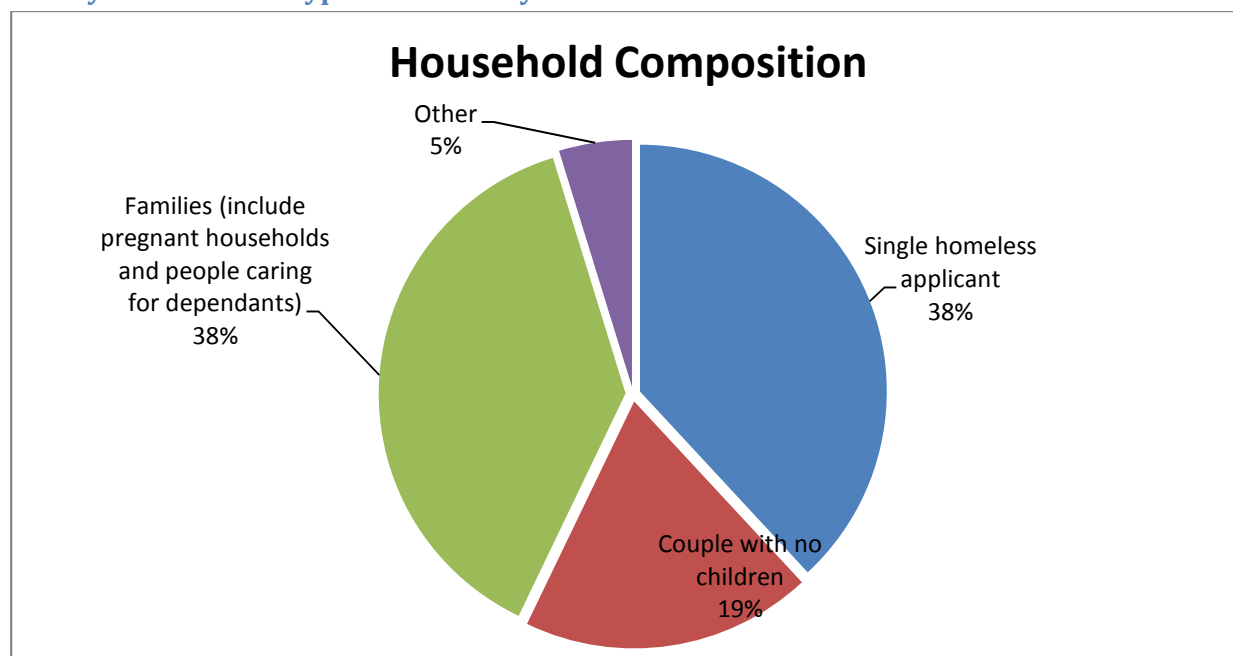


Figure 23 Household Composition from a customer insight survey 2019

Source: Customer Survey 2019

Currently the household composition of those approaching the homeless service is split with 38% families to 57% households without dependants (single applicants and couples approaching without

children). The above graph shows this new distribution, the breakdown in 2017/2018 was 60% families to 40% single households or households without dependants, while 5% of applicants defined their household type as 'other'.

Southwark is comparable with the rest of the country, where there has also been a remarkable change in the profile of those approaching services as homeless. Local Authorities have described an increase in single people approaching without a priority need and an increase in singles with mental health problems<sup>13</sup>

Southwark is exploring service provision for this cohort through engagement and understanding of and with the private rented sector. This includes a solution based approach to structural challenges such as Local Housing Allowance and welfare reform. Therefore schemes such as No First Night Out, private rented sector eviction prevention and a frontline property finding service have been developed. Using quarterly private landlord forums and information bulletins Southwark have fostered a relationship with private landlords.

Southwark's continued emphasis on partnership working with key stakeholders has led to clients benefiting from both advocacy from Shelter and specialist support from Solace Womens Aid at the initial approach and throughout their journey. Additionally, working with Stonewall housing has led to 3 support places for people sleeping rough from the LGBT community with independent advice and advocacy provided on site.

The supported housing pathway has been adjusted to reduce voids, which decreased from 39% to less than 5% in six months. This involved the introduction of a same day assessments and improved referral mechanisms for single applicants to supported housing.

Within Southwark there has been a continued interest in customer insight; in order to meet the needs of the cohort the objective has been to first understand them. Objective learning and reflective practice from 2 customer focus groups lead by Homelessness Link conducted in 2019 have been very helpful in our perception and will shape service provision.

A change of culture has successfully been applied from assessment to collaborative conversations and advocacy. This new approach comes into force during the prevention and relief activity phases; when offices will refer to organisations better equipped to provide specialist support, work in collaboration with housing providers and organise viewings for the applicant to attend. All activity taken in the prevention and relief stages is taken with the hope of resolving the homelessness and finding stable and secure accommodation for the household.

---

<sup>13</sup> [https://www.crisis.org.uk/media/240419/the\\_homelessness\\_monitor\\_england\\_2019.pdf](https://www.crisis.org.uk/media/240419/the_homelessness_monitor_england_2019.pdf)

## Rough sleeping in Southwark data

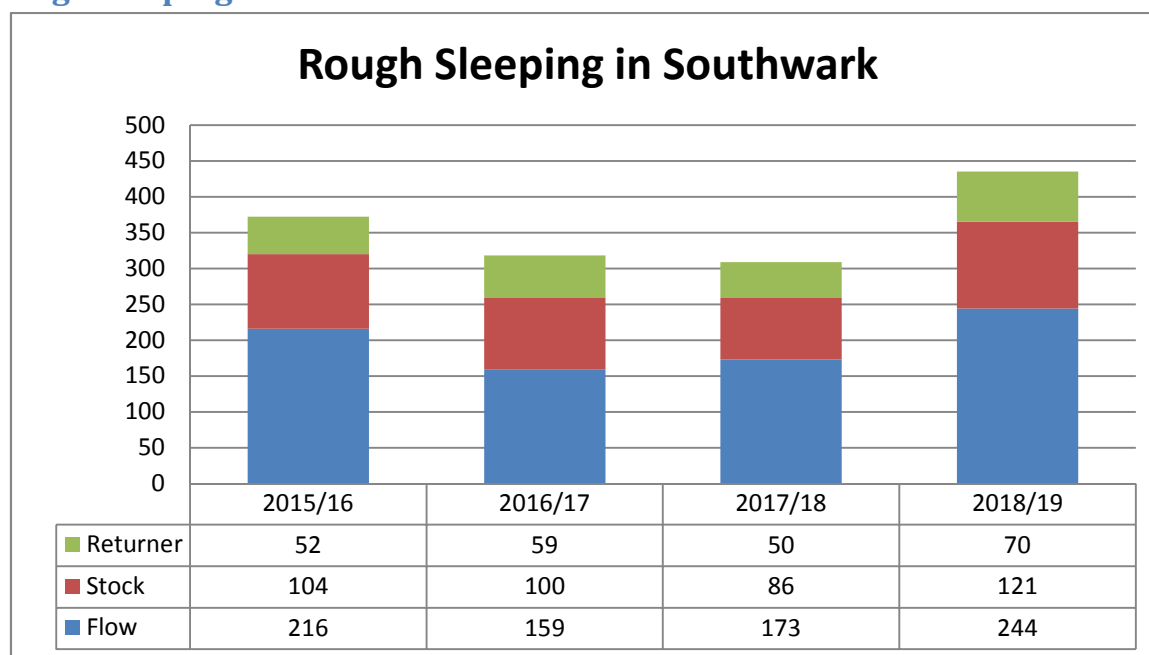


Figure 24 Numbers of rough sleepers in Southwark 2015/16 to 2018/2019

Source: CHAIN reports

The above chart shows that after two years of a drop in the number of rough sleepers in Southwark, there has been an increase in the last 12 months. Rough sleeping is up by 40% since 2017/18. In London there was an 18% increase compared to the previous year<sup>14</sup>. This increase in Southwark will be met with a continuing resourcing of the Housing First model implemented in November 2017. 93% of households sustaining accommodation via the model, all of which had been entrenched rough sleepers with other complex needs at time. The rough sleeping count conducted in November 2019 recorded 44 people sleeping rough a reduction from 57 in November 2018.

Additionally in November 2019 Southwark received £629,000 in Rapid Rehousing Pathway funding and £200,000 in Cold Weather funding from the Ministry of Housing, Communities and Local Government. This will go directly towards providing accommodation to households who would not fall into a priority need category under Housing Act 1996<sup>15</sup>, will fund two new outreach workers with St Mungo's and an additional hospital worker.

Reason for leaving last settled base	%
Asked to leave or evicted	29.0%
Employment and education	16.1%
Relationships	22.6%
Financial	4.8%
End of stay in short or medium term accommodation	3.2%

<sup>14</sup> [https://airdrive-secure.s3-eu-west-1.amazonaws.com/london/dataset/chain-reports/2019-06-19T08%3A35%3A08/Greater%20London%20bulletin%202018-19.pdf?X-Amz-Algorithm=AWS4-HMAC-SHA256&X-Amz-Credential=AKIAJJDIMAIVZJDICKHA%2F20191128%2Ffeu-west-1%2Fs3%2Faws4\\_request&X-Amz-Date=20191128T131659Z&X-Amz-Expires=300&X-Amz-Signature=679d8e56c2ed56ecf76cc4b1aa9d072f2d33f6d8fe6735a28a50c22581bfdeaf&X-Amz-SignedHeaders=host](https://airdrive-secure.s3-eu-west-1.amazonaws.com/london/dataset/chain-reports/2019-06-19T08%3A35%3A08/Greater%20London%20bulletin%202018-19.pdf?X-Amz-Algorithm=AWS4-HMAC-SHA256&X-Amz-Credential=AKIAJJDIMAIVZJDICKHA%2F20191128%2Ffeu-west-1%2Fs3%2Faws4_request&X-Amz-Date=20191128T131659Z&X-Amz-Expires=300&X-Amz-Signature=679d8e56c2ed56ecf76cc4b1aa9d072f2d33f6d8fe6735a28a50c22581bfdeaf&X-Amz-SignedHeaders=host)

<sup>15</sup> <http://www.legislation.gov.uk/ukpga/1996/52/>

Victim of violence, harassment or abuse	1.6%
End of stay in institution	6.5%
Transient/travelling around	1.6%
Other	14.5%

Figure 25 Reason for leaving settled base for rough sleepers in Southwark 2018/2019

Source: CHAIN reports

The above table shows the reasons given for leaving settled base as divulged by people seen rough sleeping in Southwark in 2018-2019. The most prevalent reason is ‘asked to leave or evicted’ and the second is ‘relationships’. This correlates to the reason for homeless approach shown above in figure 4 of exclusion by family or friends.

### Age range of rough sleepers in Southwark

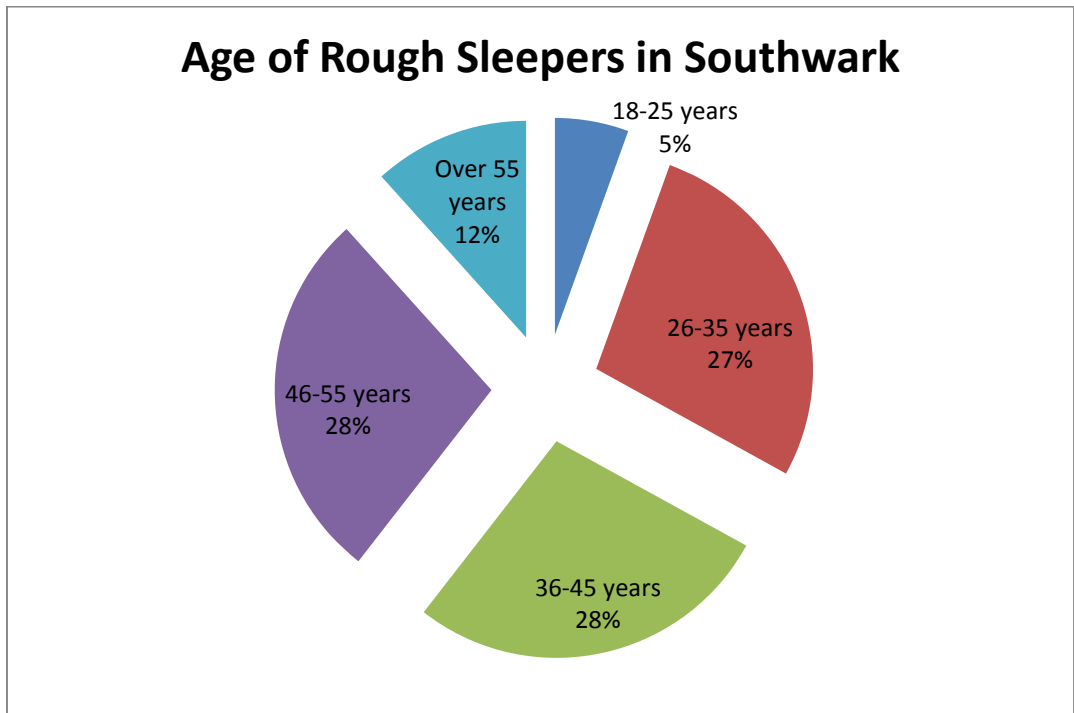


Figure 26 Age range of rough sleepers in Southwark 2018/2019

Source: CHAIN reports

The above graph shows the age range of people identified as rough sleepers in Southwark in 2018/2019; the numbers are evenly spread across the 26 to 35, 36 to 45 and 46 to 55 years groups.

Southwark received £598,000 in Rough Sleeping Initiative funding in 2019/2020, which will go towards providing additional nurses from the local health inclusion team and a dedicated police officer.

### Gender of rough sleepers in Southwark

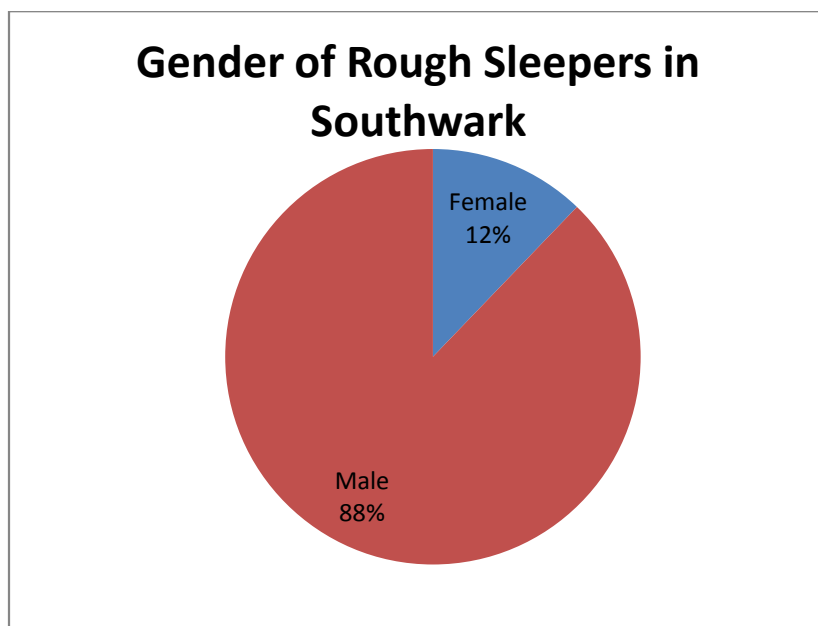


Figure 27 Gender of rough sleepers in Southwark 2018/2019

Source: CHAIN reports

The chart above illustrates that **88%** of the people seen rough sleeping in Southwark in 2018/19 were male. This is a significantly different gender profile to those approaching the council as homeless. In statutory homeless applications there is an over representation of women; 61% female applicants and 39% male. Through the Rough Sleeping Initiative funding secured in 2019, Southwark have supported Solace Women’s Aid to work with female rough sleepers in the borough; including women leaving prison with no accommodation to go to.

### Nationality of rough sleepers in Southwark

The table below shows the nationalities of people seen rough sleeping in Southwark in 2018/19. The data shows that nearly half of the people seen rough sleeping in Southwark in 2018/19 were from the UK. The second most common nationality is ‘Eastern Europe’ and significant proportion were from Africa. The Southwark rough sleeper population is comparable with London as a whole, 49% of rough sleepers in London in 2018/19 were UK nationals and 31% were Central end Eastern Europeans<sup>16</sup>.

Nationality of Rough Sleepers in Southwark	2018/19
UK	46.2%
Eastern Europe	29.0%
Other EEA	9.8%
Other Europe Non-EEA	0.5%
Other Europe Not Known	1.3%
Africa	3.6%
Asia	0.5%

<sup>16</sup> [https://airdrive-secure.s3-eu-west-1.amazonaws.com/london/dataset/chain-reports/2019-06-19T08%3A35%3A08/Greater%20London%20bulletin%202018-19.pdf?X-Amz-Algorithm=AWS4-HMAC-SHA256&X-Amz-Credential=AKIAJJDIMAIVZJDICKHA%2F20191128%2Ffeu-west-1%2Fs3%2Faws4\\_request&X-Amz-Date=20191128T131659Z&X-Amz-Expires=300&X-Amz-Signature=679d8e56c2ed56ecf76cc4b1aa9d072f2d33f6d8fe6735a28a50c22581bfdeaf&X-Amz-SignedHeaders=host](https://airdrive-secure.s3-eu-west-1.amazonaws.com/london/dataset/chain-reports/2019-06-19T08%3A35%3A08/Greater%20London%20bulletin%202018-19.pdf?X-Amz-Algorithm=AWS4-HMAC-SHA256&X-Amz-Credential=AKIAJJDIMAIVZJDICKHA%2F20191128%2Ffeu-west-1%2Fs3%2Faws4_request&X-Amz-Date=20191128T131659Z&X-Amz-Expires=300&X-Amz-Signature=679d8e56c2ed56ecf76cc4b1aa9d072f2d33f6d8fe6735a28a50c22581bfdeaf&X-Amz-SignedHeaders=host)

Americas	1.6%
Australasia	0.3%
Not known	7.0%

Figure 28 Nationalities of rough sleepers in Southwark 2018/2019

Source: CHAIN reports

### Support needs of rough sleepers in Southwark

The chart below shows the profile of support needs of people seen rough sleeping in Southwark over the last year. The most prevalent support need profile is seen to be alcohol, drugs and mental health needs.

Support Need	Number	%
Alcohol only	35	13%
Drugs only	29	11%
Mental health only	34	13%
Alcohol and drugs	12	4%
Alcohol and mental health	22	8%
Drugs and mental health	29	11%
Alcohol, drugs and mental health	57	21%
All three no	36	13%
All three no, not known or not assessed	16	6%

Figure 29 Support needs of rough sleepers in Southwark 2018/2019

Source: CHAIN reports

Southwark is working with local general practitioners (GPs) to provide services which are accessible for those experiencing homelessness and to ensure our clients are not being unfairly treated.