



Homelessness Review 2024

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Introduction

The Homelessness Act 2002 requires local authorities to publish a new homelessness strategy every five years. Lambeth's current homelessness strategy was agreed in December 2019, running until December 2024.

The document is the first stage in this process of developing our new Homelessness Strategy 2024-29. Its overall purpose is to determine the extent to which the population in the district is homeless or at risk of becoming homeless, assess the likely extent in the future, identify what is currently being done and by whom, and identify what resources are available, to prevent and tackle homelessness.

To develop this review, data from a range of external sources and council records have been used, which are referenced throughout and officers across the council and from partner agencies have contributed to it.

Overview of the council's legal duties

The **Homelessness Reduction Act (HRA) 2017** fundamentally changed councils' legal duties towards homeless households, which are summarised below:

A duty to provide free advisory services to anyone in the local area about a range of things, such as preventing homelessness and securing accommodation when homeless. These services should be designed to meet the needs of people using them. (HRA)

Certain public bodies, which includes social services authorities, have a **duty to refer** any users of their services who may be homeless or threatened with homelessness to the relevant service within the council. (HRA)

A duty to assess homeless applications and agree a personal housing plan with anyone that is eligible and homeless or threatened with homelessness. The plan should set out the actions both the applicant and the council will take, to help address their homelessness. (HRA)

A duty to prevent homelessness when someone is threatened with it within 56 days. This applies to anyone who is eligible for assistance, regardless of whether they have a 'priority need' (see below for more information on priority need), found to be intentionally homeless or has a local connection to the area. The duty usually continues for 56 days, unless it is brought to an end by suitable accommodation becoming available for the person or household or they actually become homeless. (HRA)

A duty to relieve homelessness when it could not be prevented, through the local authority taking reasonable steps to help an applicant secure suitable accommodation. This duty lasts for 56 days and it can generally only be brought to an end during this period if suitable accommodation is found which is available for at least six months. It applies to anyone with a local connection which is defined in law. If the local authority has reason to believe a homeless applicant may be eligible for assistance and they also have a 'priority need', then they must be offered interim or temporary accommodation at this stage. (HRA, Housing Act 1996)

A duty to provide housing if homelessness could not be successfully prevented or relieved. This is known as the 'main housing duty' and is only owed to applicants who are eligible, have a 'priority need' for accommodation and are not homeless intentionally. Only certain people are considered to be in 'priority need', such as those who are pregnant, have children or are vulnerable in some way, such as because they are elderly, have a mental or physical illness or disability, have been in prison or care, are a young person or have become homeless due to domestic abuse. This duty is generally only brought to an end by the offer of a 'suitable' home, which is defined as social rented housing provided by a council or a registered provider for those that were accepted as homeless before 9th November 2012. For those accepted after this date it can also include the offer of a private

rented tenancy for at least 12 months. (Housing Act 1996, Homelessness Act 2002, Localism Act 2011)

Where an applicant has no local connection with Lambeth but has a local connection with the district of another authority, the applicant's case can sometimes be referred to that other authority, either at the 'relief duty' stage or at the 'main housing duty' stage. (HRA, Housing Act 1996)

Alongside this is also a duty to **provide interim or temporary accommodation**, if more permanent accommodation is not available immediately. All accommodation offered to homeless households must be 'suitable' and statutory guidance and secondary legislation sets out what this means and the factors that have to be considered when making an offer. For example, it is unlawful for households with children to be offered emergency non self-contained accommodation (a bed and breakfast hotel for example) for more than six weeks. (Housing Act 1996, Homelessness Act 2002, Homelessness (Suitability of Accommodation) order 1996)

Local authorities also have a range of duties throughout the statutory homelessness process and they must provide the applicant with **written details of the decisions they have made**. Applicants must be made aware that they have the right to request a review of these decisions and how to submit them. (HRA, Housing Act 1996)

There is also a general duty on every local authority to **safeguard and promote the welfare of children** within their area who are in need and this can sometimes include the provision of accommodation, even when some of the other duties above don't apply. (Children Act 1989, Children Act 2004)

Local authorities also need to comply with the **public sector equality duty**. That duty requires authorities to integrate equality considerations into the exercise of their functions. (Equality Act 2010)

Councils also need to take account of the statutory [Homelessness Code of Guidance](#) for local authorities which was last updated in May 2024.

The duty to complete a homelessness strategy and review is set out in the Homelessness Act 2002.

Under [section 2\(1\) of the 2002 Act](#), a homelessness review means a review by a housing authority of:

- (a) the levels, and likely future levels, of homelessness in their district;*
- (b) the activities which are carried out for any the following purposes (or which contribute to achieving any of them):*
 - (i) preventing homelessness in the housing authority's district;*
 - (ii) securing that accommodation is or will be available for people in the district who are or may become homeless; and*
 - (iii) providing support for people in the district who are homeless or who may become at risk of homelessness; or who have been homeless and need support to prevent them becoming homeless again; and,*
- (c) the resources available to the housing authority, the social services authority for the district, other public authorities, voluntary organisations and other persons for the activities outlined in (b) above.*

The purpose of the review is to determine the extent to which the population in the district is homeless or at risk of becoming homeless, assess the likely extent in the future, identify what is currently being done and by whom, and identify what resources are available, to prevent and tackle homelessness.

The **Supported Housing (Regulatory Oversight) Act 2023** came into force on 29 August 2023. The Act sets out to introduce changes to how supported exempt accommodation is regulated. The Act plans to introduce new standards for supported exempt accommodation and make changes to how this type of accommodation is regulated. The Act includes provisions for local authorities to take on have a new licencing role with enforcement powers and to publish a supported housing needs assessment and strategy.

The Act provides the legal basis for introducing regulation but will depend on the regulations and details of how it is to be introduced. These will be subject to public consultation probably later in 2024.

The **Renters' Rights Bill** was introduced to parliament in September 2024. This includes: provisions to ban Section 21 (no-fault) evictions; applying Awaab's law into the private rented sector, empowering all tenants to challenge dangerous conditions; ban on rental bidding and control of in-tenancy rent increases; and abolishing blanket bans on tenants with children or those in receipt of benefits.

Local, Regional and National Context

Locally

Our Borough Plan, Lambeth 2030, has set a clear, bold ambition to make Lambeth a place we can all call home. We want our residents to have safe, secure and well-designed homes within which they can raise families, live well and independently, and have the conditions to thrive in. Having an effective approach to homelessness is key to this.

Lambeth also has a new housing strategy, a six-year strategy agreed in March 2024. The Housing Strategy cross refers to the Homelessness Strategy and also refers to the Royal Foundation Homewards project, our commitment to the London Charter to End Rough Sleeping, our support to rough sleepers and those with No Recourse to Public Funds; and our commitment to the 'hidden homeless'.

Greater London Authority

Under the homelessness code of guidance, London local authorities are required to have regard to the London Housing Strategy. The London Housing Strategy includes sections relating to: *Preventing homelessness and helping homeless Londoners into housing; and Helping Rough Sleepers of the Streets*. The London Housing Strategy was last reviewed in 2018 and is quite dated.

The Mayor's Life Off the Streets programme provides a range of services and initiatives to help people sleeping rough come off the streets and rebuild their lives. These services are intended to complement those provided by London's boroughs. A list these services is provided in this [briefing](#). They include services for: street outreach; immediate routes away from rough sleeping; longer term accommodation; and support to build lives.

National Government Policy

Government policy is implemented through the legislation and homelessness code of practice, described above.

Lambeth State of the Borough

The following section provides an overview of Lambeth, including demographic, equality and housing market-information. It is helpful to consider these factors when looking at homelessness and the responses to tackle these issues as they are often interlinked. The borough has seen and continues to undergo rapid change with high levels of private investment and development, but also has areas of high deprivation, as well as a very large and diverse population.

Lambeth Demographics

Population breakdown

The last census in March 2021 showed that Lambeth’s population had increased by 4.8% in the last 10 years from around 303,100 to a population of 317,654.

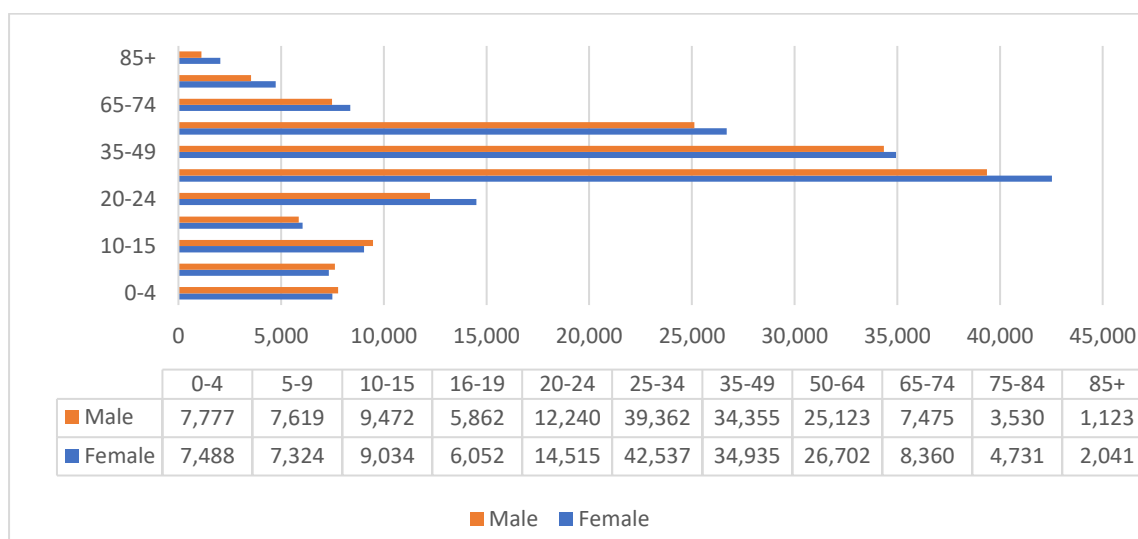
The population here increased by a smaller percentage than the overall population of London (7.7%), and by a smaller percentage than the overall population of England (up 6.6% since the 2011 Census). There is a 51.5% female: 48.5% male split amongst all residents in Lambeth.

Lambeth’s age profile is heavily influenced by the borough’s status as a destination for working age migrants from the UK and abroad. The borough has a particularly high proportion of young, working aged people, and less children and older people.

There are significantly more people aged 20-34 (34.2%) than London (24.8%) or England (19.6%). Over half of the population (56%) is younger working aged (20-49 years).

There are relatively few children and young people under 20 with 19% in Lambeth compared to over 23% for both London and England. The proportion of people aged 65 and over is 8.6%, lower than 11.9% in London and 18.4% in England.¹

Breakdown of Lambeth’s population



Source: ONS, Census 2021

Lambeth is the 4th most densely populated local authority in the country. In 2021, the borough was home to around 84.5 people per football pitch-sized piece of land, compared with 80.7 in 2011. Lambeth’s population density is 11,839 per square km, higher than in Southwark (10,659), Wandsworth (9,560) and Lewisham (8,552) [numbers rounded].

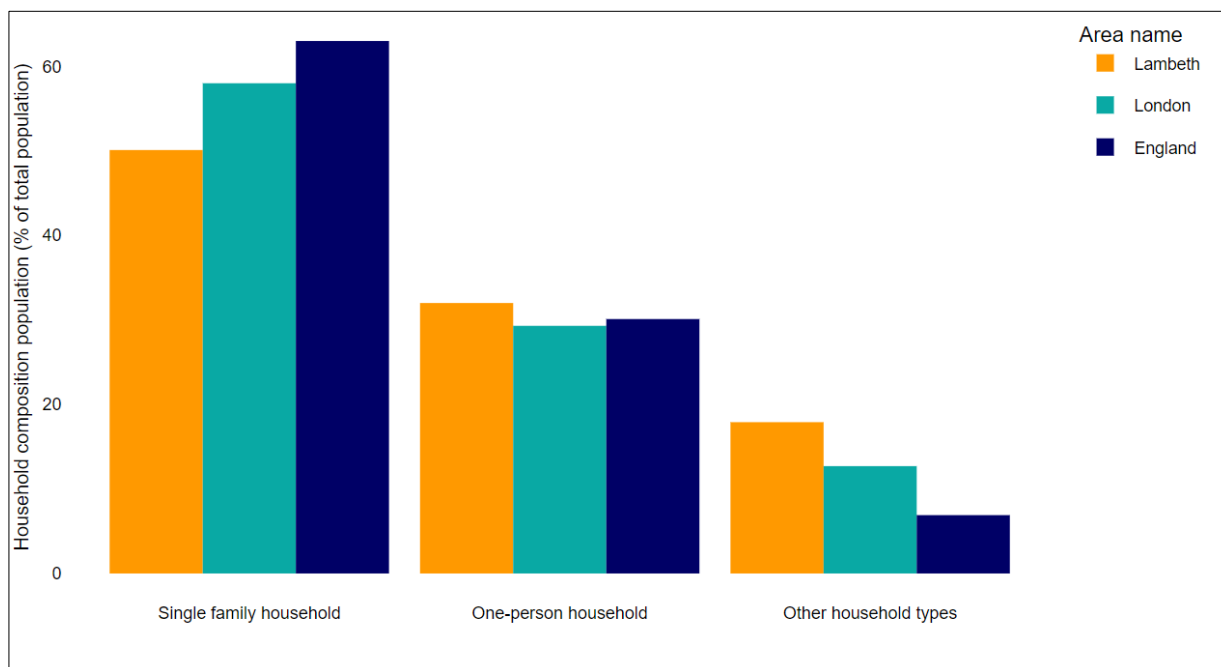
¹ 2021 Census; and State of the Borough 2023 – London Borough of Lambeth

Household composition

At the time of the Census 2021, there were over 134,600 households² in the borough of Lambeth, an increase of around 4,600 households (3.6%) since 2011.

Overall, Lambeth has less single-family households (50%) than London (58%) and England (63%). Nearly one in three (32.1%) Lambeth households were one-person households. Over a quarter of these one-person households the occupant was aged 66 years or over.

Household composition in Lambeth, London and England



Source: ONS 2021 Census

A more detailed breakdown of the household composition is in the following table. This shows that just under one in four households, 23.6%, (31,842 in total) are households with dependent children.

Households in Lambeth by household composition	Number	%
One-person household: Aged 66 years and over	9,531	7.1
One-person household: Other	33,623	25.0
Single family household: All aged 66 years and over	2,524	1.9
Single family household: Married or civil partnership couple: No children	8,158	6.1
Single family household: Married or civil partnership couple: Dependent children	12,677	9.4
Single family household: Married or civil partnership couple: All children non-dependent	3,771	2.8

² A 'household' is defined as one person living alone, or a group of people living at the same address who share cooking facilities and a living room or dining area – includes all sheltered accommodation units. Communal establishment resident - a usual resident of a communal establishment is either: someone who lives there, someone who works and lives there, someone who is a family member of staff that works there and lives there.

Single family household: Cohabiting couple family: No children	13,667	10.1
Single family household: Cohabiting couple family: With dependent children	3,411	2.5
Single family household: Cohabiting couple family: All children non-dependent	658	0.5
Single family household: Lone parent family: With dependent children	11,320	8.4
Single family household: Lone parent family: All children non-dependent	7,908	5.9
Single family household: Other single family household: Other family composition	3,364	2.5
Other household types: With dependent children	4,434	3.3
Other household types: Other, including all full-time students and all aged 66 years and over	19,640	14.6
Total	134,686	100

Source: ONS, Census 2021

Ethnicity and Nationality breakdown

Lambeth is one of the most ethnically diverse boroughs in the country. The borough has the third largest Black / Black British community both nationally and in London at 24% of the population – only slightly behind Southwark (25%) and Lewisham (27%). Residents who are Black / Black British and residents who are of ‘Other’ ethnic backgrounds are over two times more likely to live in deprived households than their White British / Irish counterparts.³

The most recent data on the demographic breakdown of all residents in the borough is as follows:

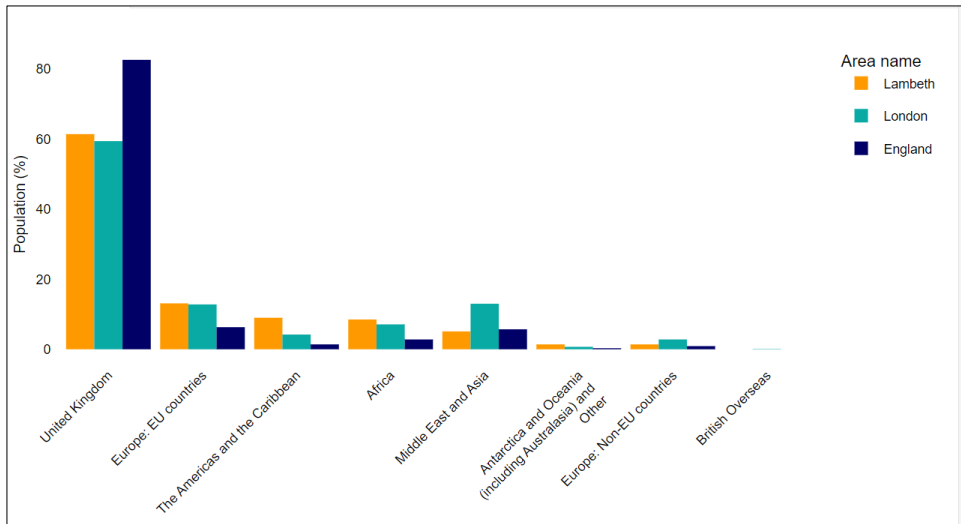
Ethnic group	% Population
White	55.0
Black, Black British, Black Welsh or Caribbean background	12.4
Black, Black British, Black Welsh of African background	11.6
Mixed or Multiple ethnic groups	8.1
Asian, Asian British or Asian Welsh	7.3
Other ethnic group	5.7

Source: ONS, Census 2021

This following graph shows the country of birth of residents of Lambeth, London, and England from the 2021 Census. Lambeth has a similar percentage of residents born in the UK as London (61%), but much less than England (83%). Lambeth has a significant population of people born in the Americas and the Caribbean (9%) and Africa (8.5%). Lambeth also has a large population of people born in the EU (13%), similar to the rest of London.

Population by country of birth in Lambeth, London and England

³ Where we stand. The Census and Lambeth 2030



Source: ONS, Census 2021 – country of birth data

The following table shows the passports held by residents of Lambeth and England from the 2021 Census. In total, more people in Lambeth have a passport than in England, but less have a United Kingdom passport than England (72% vs 77%). Like the rest of London, Lambeth residents hold a diverse range of passports from many countries. Particular differences include more Portuguese and Spanish passports in Lambeth, and less Romanian and South Asian passports than other areas.

Category	Lambeth	England
UK passport	72%	76.6%
Non-UK passport	23.4%	10.2%
No passport held	4.6%	13.2%

Source: ONS, Census 2021 – percentage of all people

Gender identity and Sexual Orientation

With 22,198 residents identifying as Lesbian, Gay, Bisexual, or as another non-heterosexual sexuality, Lambeth has the largest overall population of LGBT+ people in London and the 6th largest in the UK overall. This is equivalent to 8.25% of Lambeth's population aged 16 and over placing Lambeth 3rd in the UK (behind the City of London and Brighton and Hove) in LGBT+ residents as a proportion of our population. 2,513 residents in Lambeth do not identify with the sex they were registered at birth variously identifying as a different gender, as trans, non-binary or other gender identity. This represents 0.93% of residents aged 16 and over.

Marital and civil partnership

The following data is from the 2021 Census. It refers to the marital status of all usual residents aged 16 years and over in Lambeth.

Single (never married/ civil partnership)	62.2%
Married	25.0%
Registered same sex civil partnership	0.6%
Separated but legally married/ civil partnership	2.5%
Divorced or dissolved civil partnership	7.0%
Widowed or surviving partner	2.7%

Religion/ belief

According to the 2021 Census, in Lambeth, the largest religious group is Christian, making up 44% of the population, which is slightly higher than London (41%) and lower than England (46%). The second largest group is those with no religion, at 37.5%, greater than London, 27%, but similar to England. Lambeth has a lower Muslim (8% vs 15%) and Hindu (1% vs 5%) population than London.

Disability and impairment

According to 2021 Census data, people who are considered disabled with day-to-day activities limited by long-term physical or mental health conditions account for 13.2% of Lambeth residents.⁴ Just over 1 in 3 disabled residents (36.3%) report being in good / very good health, compared to 94.2% of non-disabled residents.⁵

PANSI (the Department of Health's Projecting Adult Needs Service Information tool) data for 2023 found the following are predicted among the working population in Lambeth:

- 10,367 adults with impaired mobility,
- 5,899 adults with a learning disability
- 45,060 adults with a common mental disorder
- 1,183 adults with severe hearing loss
- 156 adults with a serious visual impairment
- 2,421 adults with an autistic spectrum disorder
- 150 adults with Down's syndrome, and
- 6,492 adults with diabetes.

According to 2021 Census data, 12.9% of residents in households across all tenures are considered disabled with day-to-day activities limited by long-term physical or mental health conditions.⁶ This rate is higher in the social housing tenure (local authority and housing association) where 19.8% of residents are disabled under the Equality Act.

English as an additional language

With regard to English language proficiency, 3.7% of Lambeth residents cannot speak English well or at all. Residents who cannot speak English well or at all are over two times more likely to work in routine and manual occupations (L10-L13) or be long-term unemployed. The most spoken languages in Lambeth besides English are Spanish and Portuguese; among these language communities, nearly one in three and over one in four, respectively, cannot speak English well / very well.⁷

Care experience

The Children (Leaving Care) Act 2000 states that a Care Leaver is someone who has been in the care of the Local Authority for a period of 13 weeks or more spanning their 16th birthday. As of the August 2024, there were 413 children in care in Lambeth. Lambeth also

⁴ 2021 Census: people who assessed their day-to-day activities as limited by long-term physical or mental health conditions or illnesses are considered disabled. This definition of a disabled person meets the harmonised standard for measuring disability and is in line with the Equality Act (2010).

⁵ Equity and Justice Data Toolkit – London Borough of Lambeth (November 2023)

⁶ Census 2021 data: people who assessed their day-to-day activities as limited by long-term physical or mental health conditions or illnesses are considered disabled. This definition of a disabled person meets the harmonised standard for measuring disability and is in line with the Equality Act (2010). The borough average differs slightly from the percentage referred to previously as it refers to residents in household by tenure.

⁷ State of the Borough 2023 - London Borough of Lambeth. Data source: State of the Borough report, underlying data from DWP; latest data from 2021.

has just over 1,000 recent care leavers, people aged 17-25 who were in care in Lambeth for at least a year as children.

Deprivation and health wellbeing

Nearly half of Lambeth households are deprived in at least one dimension of deprivation (the dimensions are education, employment, housing and health). It is an area of relative deprivation with 36% of children aged 0-15 in the borough living in households with an income of less than 60% the UK median AHC (after housing costs have been accounted for) in FYE 2022; this is higher than the London average of 33%.⁸

Poverty rates in Lambeth and London were very similar (27% vs 26%), which was significantly higher than for England (22%).⁹ Lambeth is the 7th most deprived area of the country in terms of its older population.¹⁰

In 2021, residents' self-reported good health in Lambeth is higher (86.5%) than the national average (82%). Residents from lower social grades are significantly less likely to report being in good / very good health than their more affluent counterparts. Most notably (excluding residents who are long-term unemployed) there is a nearly 20 percentage point gap between residents employed in the highest social grade, and those in the lowest. Residents of Bangladeshi, Black Caribbean, and White Irish ethnicity are less likely to report good health.¹¹

Pregnancy and maternity

In 2022, there were 3,105 babies born to Lambeth residents. There were 36.2 live births per 1,000 Lambeth women aged 15-44 in 2022. The infant mortality rate 2019-2021 was 3.3 per 1,000 live births, worse than the rate for all London boroughs (3.1) (Trust for London).

Socio-economic status

On Census day, 4.56% of the working-age population in Lambeth (excluding full-time students) were unemployed and seeking work. This is roughly on a par with the London average but is significantly higher than the national average of 2.83%. Residents who are Black / Black British and residents who are of a mixed / multiple ethnic background are nearly three times more likely to be unemployed and seeking work compared to their White British / Irish counterparts. Residents whose main language is not English are more likely to be unemployed and seeking work compared to the borough average – especially residents who cannot speak English at all.¹²

In August 2022, a significantly higher percentage of residents in Lambeth aged 65+ (26.5%) received pension credit compared with London and England (17.5% and 11%). The percentage of people aged 65+ who received pension credit is used to indicate people of pension age who are in poverty. (Data source: State of the Borough report using DWP data, latest data from 2022.)

Lambeth has a significantly higher proportion of residents in the highest two NS-SEC grades (L1-L6) compared to the rest of London and England and Wales. Since 2011, Lambeth has also seen a significant rise in the proportion of residents in the very highest

⁸ Cost of living data pack - London Borough of Lambeth (2023)

⁹ State of the Borough 2023: poverty rates by borough, defined as 60% of median household income after housing costs, using 5 year pooled sample and latest data from 2020.

¹⁰ The English Indices of Deprivation 2019 – using the Income Deprivation Affecting Older People Index (IDAOPI) measure, 30.2% of people aged 60 or over in Lambeth were living in income deprived households.

¹¹ Equity and Justice Data Toolkit – London Borough of Lambeth (November 2023)

¹² Where we stand. The Census and Lambeth 2030

grades (L1-L3), and a corresponding fall in the proportion of residents across almost all lower grades. However, there are stark differences in socio-economic status by disability and ethnicity. Disabled residents are significantly less likely to be in the highest social grades (L1-L6) than their non-disabled counterparts. Black / Black British residents are 2.7 times less likely to be in NS-SEC classes 1-6, and nearly 3 times more likely to long-term unemployed, compared to their White / White British counterparts.¹³

Socio-economic status varies across Lambeth's wards. In Clapham Common and Abbeville, nearly 2 in 3 residents are in the 'highest' social grade (L1-L6) – this is halved in Brixton North, where just 1 in 3 residents are in grades L1-L6. The proportion of residents in the 'lowest' employed classes varies similarly – 1 in 4 residents in Brixton North are in this group, compared to under 1 in 10 in Clapham Common and Abbeville. Residents in Brixton North are also more than two times more likely to be long-term unemployed compared to residents in Clapham Common and Abbeville.¹⁴

Average poverty rates, defined as 60% of median household income after housing costs using a five year pooled sample to 2020, for Lambeth and London were very similar in this time period (27% vs 26%), which was significantly higher than for England (22%). In Lambeth, 18% of children (aged 0-15) live in these relative low-income households, which is slightly lower than England (19%) and slightly higher than London (17%).¹⁵ In Lambeth, 16% of residents were estimated to be earning below the Living Wage in 2021. This was around the same as the average London borough. (Trust for London).

Housing in Lambeth

Tenure split

Data from the 2021 Census indicates there is a fairly even split of household tenure in Lambeth – with around a third of households being social renters, private renters, and owner-occupiers.

Some 31.6% of households are in the private rented tenure¹⁶, and as such this tenure is often the only option for many residents who would have historically had access to social housing. Some 14.9% of households renting in the private sector are families with dependent children.

The social housing tenure accounts for a third of all households in Lambeth (33.6%), comprising council housing (17.9%) and housing association (15.7%) homes. Lambeth has a higher proportion of social housing than London (23.1%) or England (17.1%). Nearly a third (32.7%) of Lambeth social renter households have dependent children.

Homeowners including shared ownership represent a slightly higher percentage at 34.8% of households in the borough. Lambeth has a lower proportion of owner-occupied housing than London (46.8%) or England (62.3%).

4,390 people live in communal establishments in Lambeth.

Tenure change

In the ten year period between the censuses of 2011 and 2021, the tenure split has remained broadly similar.

In Lambeth, the private renting tenure increased from 30.4% of households in 2011 to 31.6% in 2021. During the same period, the percentage in nearby Southwark increased from 24.9% to 29%.

¹³ Ibid.

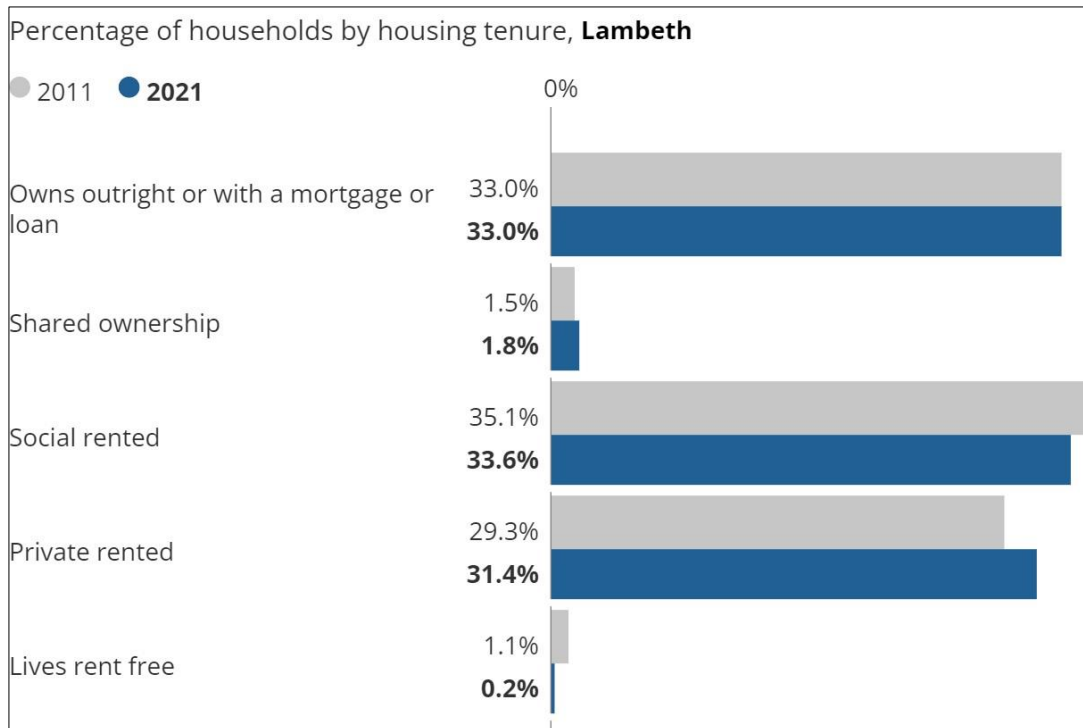
¹⁴ Ibid.

¹⁵ State of the Borough 2023 - London Borough of Lambeth. Data source: State of the Borough report, underlying data from DWP; latest data from 2021.

¹⁶ Private rented includes "living rent free".

The rate of social renting in Lambeth fell from 35.1% to 33.6%, while the rate of home ownership increased slightly from 34.5% to 34.8%.

The following chart shows the changes in tenure in Lambeth between the 2011 and 2021 censuses.



Source: ONS, 2011 Census and 2021 Census

Housing context in Lambeth

Lambeth receives over 3,000 new housing applications per year, and there are over 45,000 people already on the housing list (though many of these entries are outdated). Each year around 800 people are housed meaning social housing is immensely oversubscribed.

18.97% of Lambeth households experience housing-related deprivation. This means nearly 1 in 5 households experience either a combination of overcrowding (10.56%), living in a shared dwelling (0.39%), or lacking central heating (2.61%).¹⁷

Across all tenures in Lambeth, the 2021 Census found that 18.6% of residents experienced overcrowding based on the ONS occupancy rating of -1 or less which implies that a household's accommodation has fewer bedrooms than required (overcrowded). The rate was higher in the social housing tenure with 32% of residents lacking at least one bedroom, and higher amongst Black residents in the social housing tenure at 37.2%.¹⁸

Lambeth has substantially more dwellings which are in a purpose-built block of flats or tenement (51.5%), compared to London (40.3%) and England (17.1%).¹⁹ Homes that are owner occupied in Lambeth are on average more expensive than the London or England average. In April 2024, the average property price (all property types) in Lambeth was £512,463. This is higher than the London average of £501,880, and much higher than the average for England which is £298,229. Average purchase prices (all

¹⁷ Where we stand. The Census and Lambeth 2030

¹⁸ 2021 Census

¹⁹ 2021 Census

property types) for first time buyers are also higher in Lambeth at £452,556, compared to average prices of £434,743 in London and £249,625 in England. ²⁰

In 2022, the ONS found that Lambeth had a median housing affordability ratio of 14.36, meaning the average full-time employee in Lambeth could expect to spend 14.36 times their gross annual earnings purchasing a home in the borough. This was higher than the rates in London and England which were 12.54 and 8.16 respectively. ²¹

Private Sector Rents April 2023 – March 2024

Bedroom Category	Count of rents	Mean (£)	Lower quartile (£)	Median (£)	Upper quartile (£)	LHA (£) (Mar 24) ²²
Studio	90	1,313	950	1,100	1,494	-
One Bedroom	410	1,676	1,450	1,600	1,850	1,214
Two Bedrooms	620	1,971	1,600	1,900	2,250	1,446
Three Bedrooms	220	2,626	2,100	2,510	3,050	1,793
Four or More Bedrooms	100	3,667	2,900	3,500	4,150	2,383

Table 1- Average Private Sector Rents in Lambeth²³

Renting privately in Lambeth is very expensive. The table above shows that the Local Housing Allowance (LHA) rate is lower than the lower quartile rents and much lower than upper quartile rents. It is becoming increasingly harder to source affordable rents for those receiving welfare benefits.

The median 2 bed costs around 70% of the median take home pay.

In June 2024, the average monthly private rent in Lambeth was £2,167. This was an increase from £1,992 in June 2023, an 8.8% rise.²⁴

²⁰ H. M. Land Registry, UK House Price Index: April 2024

²¹ Where we stand. The Census and Lambeth 2030. Housing affordability estimates are calculated by dividing average house prices by average annual earnings to create a ratio, where a larger number reflects a less affordable area.

²² Local Housing Allowance Rates for Lambeth: monthly average for Inner South East London & Inner South West London BRMAs, March 2024. <https://lha-direct.voa.gov.uk/SearchResults.aspx?LocalAuthorityId=22&LHACategory=999&Month=3&Year=2024&SearchPageParameters=true>

²³

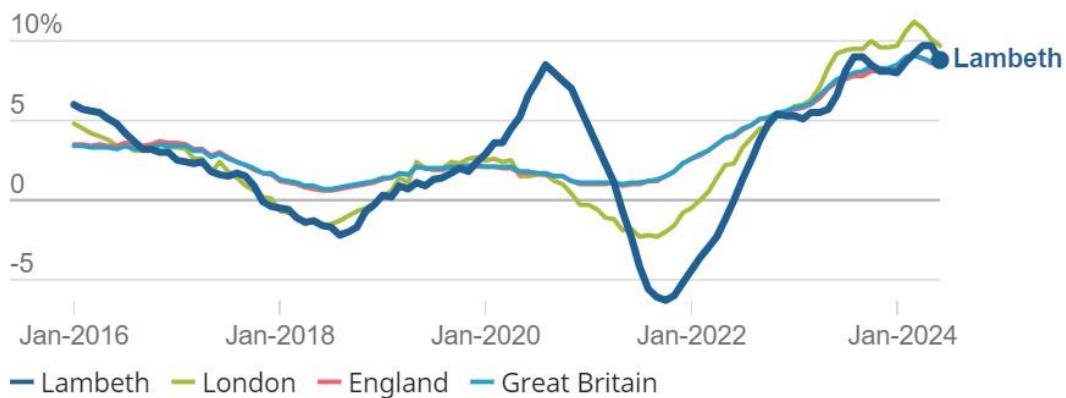
<https://www.ons.gov.uk/economy/inflationandpriceindices/adhocs/2052privaterentalmarketinlondonapril2023tomarch2024>

²⁴ Housing prices in Lambeth, ONS July 2024

https://www.ons.gov.uk/visualisations/housingpriceslocal/E09000022/#rent_price

Annual change in rents in Lambeth

Private rental price annual inflation, Lambeth, January 2016 to June 2024



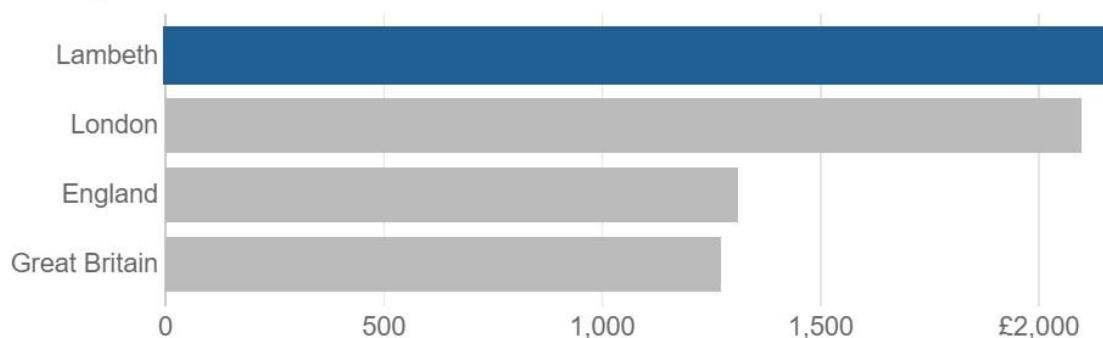
Source: Price Index of Private Rents from the Office for National Statistics

Across London, the average monthly rent was £2,098, up from £1,912 a year earlier.

Across Great Britain, the average rent price in June 2024 was £1,271, which was up from £1,170 in June 2023.

Average rent in Lambeth compared with London

Average rental price, June 2024



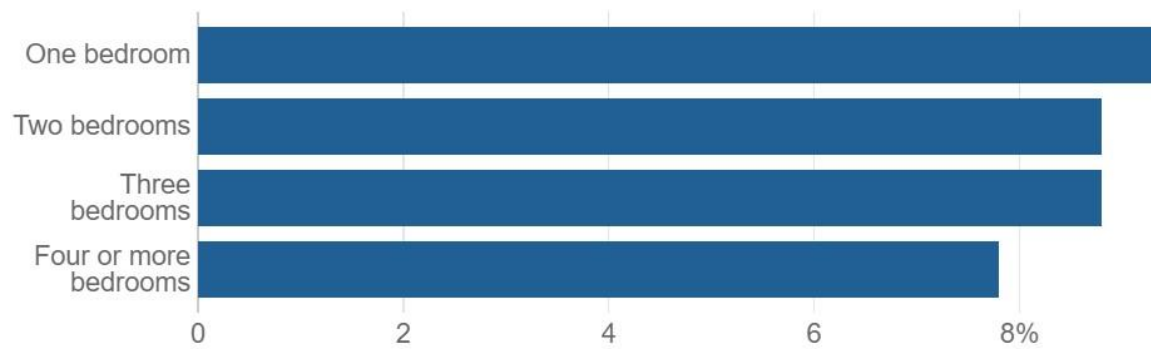
Source: Price Index of Private Rents from the Office for National Statistics

In Lambeth, the average rent for flats or maisonettes rose by 8.9%, while for terraced properties, it increased by 8.4%.

Average rent for one bed properties rose by 9.3%, while the average for four-or-more bed properties increased by 7.8%.

Change in average rents by bedroom number in Lambeth

Monthly private rental price, annual inflation, June 2024



Source: Price Index of Private Rents from the Office for National Statistics

The Homelessness Service at Lambeth

The majority of direct homelessness services are delivered from within the Housing and Adult Social Care directorate.

Within **Housing Needs** are the Homelessness Prevention Team who provide housing advice to homeless households and residents threatened with homelessness. They also make decisions on whether households are owed the housing duty. Within the Homeless Prevention Service are specialist officers such as a Women's Navigator leading on matters relating to Domestic Abuse, Hospital Discharge Coordinator, Single Vulnerable Persons Housing coordinators and Young Persons Housing officers who provide targeted advice and assistance to specific client groups. The **private sector solutions** team work with landlords to provide housing options. The **tenancy sustainment team** support residents to maintain their tenancies.

Other teams in housing needs manage and coordinate **temporary accommodation** provision and the management of the council's **hostel** stock.

Housing needs also include the **Allocations Team** who manage the council's housing register according to legislative requirements and local priorities for housing.

The **Supported Housing Commissioning Team** commissions Outreach Services for Vulnerable Adults, Rough Sleepers, Young People and Care Leavers. This team works in collaboration with a wide range of voluntary sector providers, service users, communities and statutory partners.

Within **Adult Social Care** are teams that support adults with mental health and learning disability support needs, people being discharged from hospital and their associated pathways.

Children's Services play an important role, delivering their duties to promote the welfare of 'Children in Need.' There is a housing specialist in the MASH team (Multi Agency Safeguarding Hub).

We are proud to be awarded Borough of Sanctuary status for ensuring people seeking sanctuary are welcomed and supported. We are committed to offering places of safety to vulnerable refugees in need of protection. Lambeth **Sanctuary Services** provide equitable access to services, housing options support and a variety of activities to asylum-seekers fleeing their own countries.

Homewards

Homewards is a five-year locally led programme, created by Prince William and The Royal Foundation of The Prince and Princess of Wales, that aims to demonstrate that it is possible to end homelessness, making it rare, brief, and unrepeated.

Born out of two years of consultation and research to find an ambitious but achievable way to prevent homelessness, Homewards is taking a transformative approach.

Lambeth is one of six flagship locations to build coalitions of committed people and organisations at a local and national level, to try new things to prevent homelessness, rather than just manage it.

Homewards is supporting locations by giving them the space, tools and relationships to prevent homelessness in their local area. They are providing a local lead to drive forward changes on the ground, up to £500k of initial, flexible seed funding through the Homewards Fund and helping them to deliver an Innovative Housing Project that will test new ways to unlock homes at scale. Learnings from the six flagship locations will help to create a tried and tested model that can be scaled across the UK and beyond.

Homewards will also raise awareness of the breadth and complexities of homelessness through national campaigns, local storytelling and by placing those with lived experience at the heart of this work. Homewards' launch in June 2023 was seen by an audience of 1.8 million people across the globe, sparking a conversation around the possibility of ending homelessness in the UK for the first time.

Temporary Accommodation + Causes of Homelessness

Lambeth has a statutory duty to provide accommodation for individuals and families who have a priority need, are legally homeless, and meet certain immigration conditions. This is called the main housing duty.

The main housing duty is brought to an end by an offer into long term accommodation, either a council or housing association home from the waiting list or a home with a private landlord.

Demand for housing far exceeds supply and, pending that longer term offer, households move into temporary accommodation (TA).

Currently, Lambeth, along with many local authorities, finds itself under increasing financial pressures. This has also been highlighted by the Local Government Association (LGA) and London Councils. In this context the Lambeth's spend on TA presents a significant challenge.

The London Context

The challenges Lambeth faces are reflected across the capital. The below is an extract from a recent report by the London Assembly.²⁵

“Through our investigations, we have uncovered the wide-ranging impacts of the housing shortage and affordability crisis in London. Particularly concerning was our scrutiny of Temporary Accommodation, where we uncovered the harsh realities faced by many Londoners due to the lack of stable and affordable housing. Although there are some good Temporary Accommodation providers, accounts we heard painted a grim picture of insanitary, overcrowded, and hazardous living conditions for many. Shockingly, we learned that thousands of children from London are residing in “bed-and-breakfast” properties, some lacking even basic amenities like kitchens for home-cooked meals. Most Temporary Accommodation is wholly inadequate for families, yet over half of London households housed in Temporary Accommodation are living there with children. Alarming, this equates to 85,000 children from London currently living in Temporary Accommodation – essentially one child in every classroom. The surge in homelessness and the increased reliance on B&B properties have led to soaring costs for London’s councils, now collectively reaching a staggering £90 million per month for Temporary Accommodation.”

Latest government figures²⁶ highlight that, nationwide, there were 112,600 households in TA in December 2023, a 12.1% increase since last year and the highest since records began in 1998.

The situation in Lambeth with TA is reflective of the London picture. The change in numbers of people in TA is the balance between how many people come in, which is a result of wider macro-economic factors and how successful we are at preventing homelessness, and how many people leave TA for permanent accommodation. In 2023/24 there were 2,466 homelessness prevention and relief duties ended in Lambeth. The prevention duty is owed to households who are eligible for assistance and threatened with homelessness within 56 days – these households are not placed into TA. The relief duty is owed to households who are eligible for assistance and homeless – if there is reason to

²⁵ <https://www.london.gov.uk/media/105210/download>

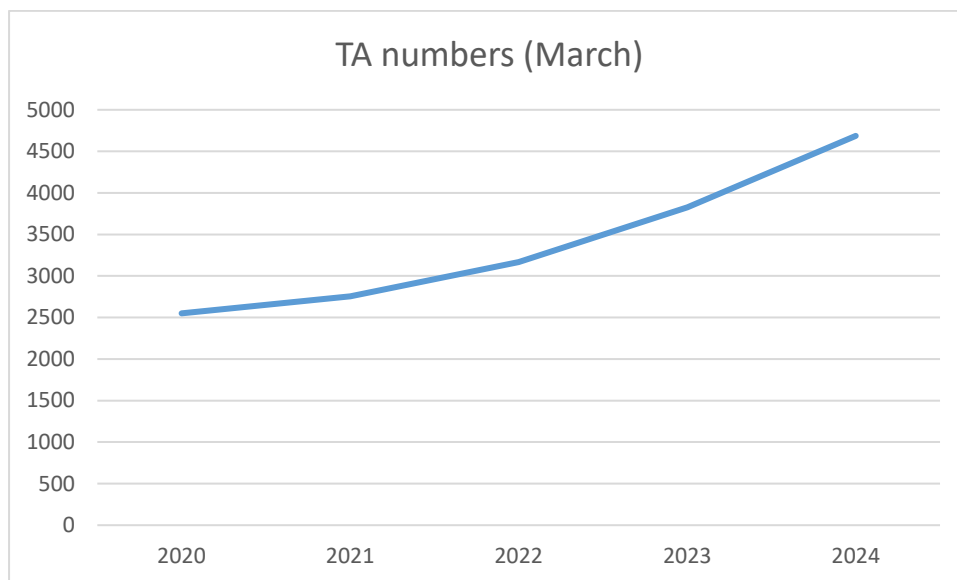
²⁶

<https://www.gov.uk/government/statistics/statutory-homelessness-in-england-october-to-december-2023/statutory-homelessness-in-england-october-to-december-2023-infographic#temporary-accommodation>

believe that such a household has “priority need” (e.g. has dependent children or is pregnant) then there is a duty to provide TA pending further enquiries into whether the main housing duty is owed.

Despite this, as the graph below shows there are growing numbers of people living in Lambeth TA. Part of the reason for the increase is that turnover of council and housing association stock is much slower than it used to be. 10 years ago we had around 1,200 lets per year. There has been a gradual decrease and last year there were just over 800 lets.

TA numbers in Lambeth



The table below shows the number of households in TA in comparable boroughs:

Borough	Number in TA (December 2023)
Hackney	3,169
Newham	6,269
Southwark	3,714
Wandsworth	3,368
Westminster	3,132
Lambeth	4,284

As a last resort, families are placed into bed and breakfast accommodation (B&B). Bed and breakfast accommodation is not suitable for a household with family commitments and children. Living in bed and breakfast accommodation can be particularly detrimental to the health and development of children. Families should only be placed there in an emergency and then for no longer than 6 weeks.

Data from London Councils²⁷ indicates that there were 1,287 families across London living in B&B accommodation for over six weeks. Lambeth compares well compared to the rest of London, with two families in B&Bs for over six weeks at the end of March 2024.

²⁷ <https://www.londoncouncils.gov.uk/newsroom/2023/one-50-londoners-homeless-housing-disaster-unfolds-capital#:~:text=The%20number%20of%20families%20living,immense%20strain%20on%20boroughs'%20finances.>

This table shows the number of homeless presentations and placements into temporary accommodation.

Year	Number of homeless presentations
2019/20	2521
2020/21	3257
2021/22	3262
2022/23	3107
2023/24	3710

Year	Families	Singles	Grand Total
2019/20	498	237	735
2020/21	459	357	816
2021/22	482	314	796
2022/23	605	394	999
2023/24	654	449	1103

Reason for loss of last settled home for households owed a prevention duty:	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024-Q3
Family or friends no longer willing or able to accommodate	30.5%	29.5%	24.0%	17.1%	17.0%
End of private rented tenancy - assured shorthold	28.4%	28.9%	41.4%	49.9%	54.3%
Domestic abuse	2.4%	8.2%	5.3%	7.8%	3.6%
Non-violent relationship breakdown with partner	1.0%	1.2%	1.0%	0.9%	1.2%
End of social rented tenancy	11.5%	14.3%	17.6%	16.7%	13.7%
Eviction from supported housing	2.3%	1.2%	2.3%	2.2%	2.7%
End of private rented tenancy - not assured shorthold	1.4%	1.2%	1.4%	1.3%	1.8%
Other violence or harassment	0.9%	0.8%	0.9%	0.9%	1.5%
Left institution with no accommodation available	0.2%	0.0%	0.1%	0.1%	0.9%
Required to leave accommodation provided by Home Office as asylum support	0.2%	0.1%	0.2%	0.3%	0.3%
Other reasons / not known	21.3%	14.5%	5.9%	2.8%	1.8%

Reason for loss of last settled home for households owed a relief duty:	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024-Q3
Family or friends no longer willing or able to accommodate	44.1%	55.5%	47.7%	46.4%	43.8%
End of private rented tenancy - assured shorthold	8.4%	4.0%	9.0%	11.4%	12.9%

Domestic abuse	7.9%	9.0%	12.9%	10.0%	9.9%
Non-violent relationship breakdown with partner	4.0%	2.8%	3.0%	2.2%	3.2%
End of social rented tenancy	3.8%	1.4%	2.3%	2.8%	1.9%
Eviction from supported housing	2.5%	2.3%	3.0%	3.5%	4.7%
End of private rented tenancy - not assured shorthold	1.5%	1.0%	3.0%	3.5%	5.1%
Other violence or harassment	2.6%	3.4%	4.7%	7.2%	3.8%
Left institution with no accommodation available	2.6%	1.6%	4.4%	6.0%	2.3%
Required to leave accommodation provided by Home Office as asylum support	0.6%	0.5%	1.0%	1.1%	4.0%
Other reasons / not known ⁶	21.9%	18.5%	9.1%	5.8%	6.5%

Three quarters of TA occupants are in 'nightly paid' accommodation. This is self-contained accommodation, delivered by the private sector. It is expensive and, due to limitations on what housing benefit will pay, on average the net cost to the Council for each household in nightly paid accommodation is circa £14,000 per year. Lambeth has a higher proportion of TA stock as nightly paid compared to other authorities.

Type of TA	Proportion
Nightly Paid	78.3%
Private Sector Leased	7.8%
Lambeth stock TA (including use on regeneration estates)	8.3%
Lambeth owned hostels	.5%

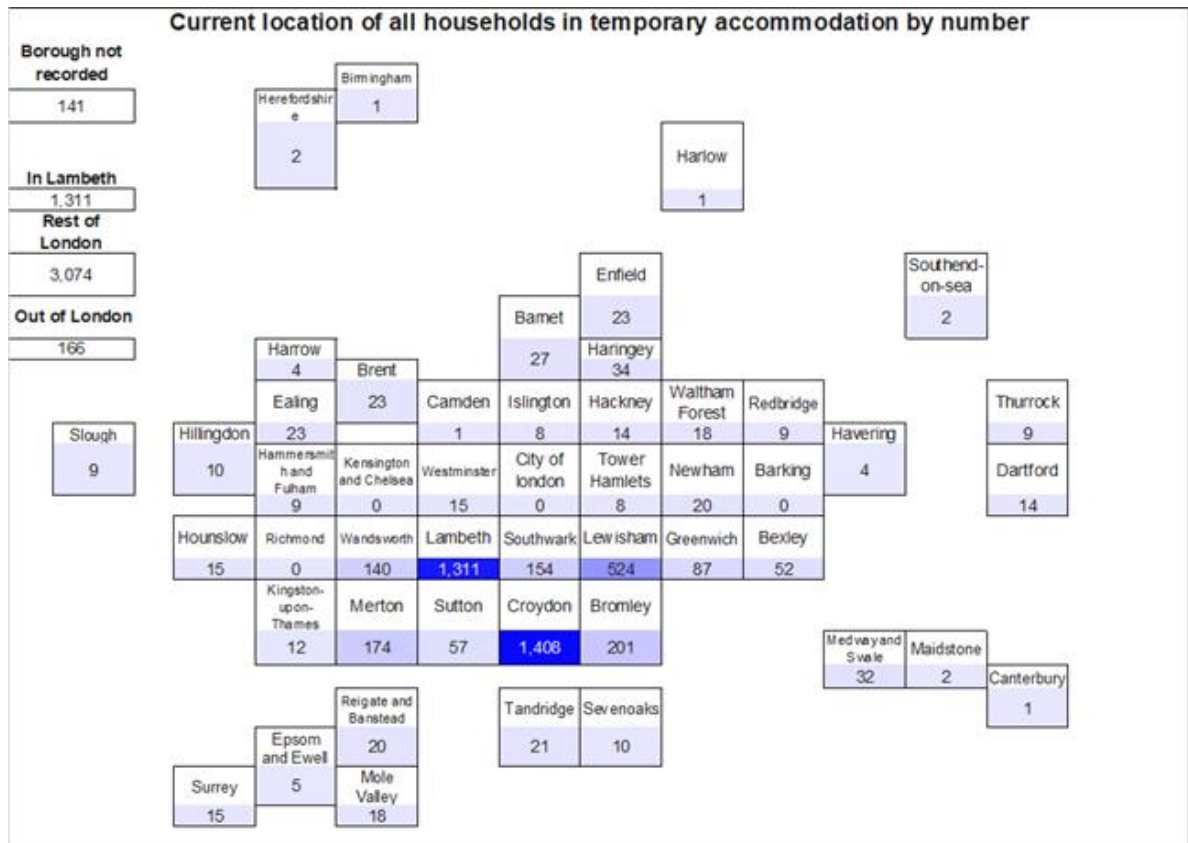
Breakdown of Lambeth TA, June 2024

There is an agreement between London local authorities on the rates that they will pay for private sector placements, the Inter-borough Temporary Accommodation Agreement (IBAA). Due to a lack of suitable accommodation, this is increasingly being breached. In Q4 2021/22, the IBAA rates were breached in 13% of relevant bookings. This had increased to 55% in Q4 2022/23 (the most recent update)

Lambeth has a Housing Placements Policy which aims to prioritise the most local accommodation for those that need it most. Top priority for an in-borough placement is reserved for those for whom moving away from Lambeth would result in a significantly detrimental impact on the household, such as needing to be a particular place to receive care. The second tier is for placements in the 'local area' and includes families with children in the final year of their GCSEs or where household members are in permanent local employment. All accommodation must be financially sustainable and, if it is not possible to find affordable local accommodation, applicants with a high priority for local accommodation may need to be placed further out.

Homelessness legislation states that we should make TA placements in borough as far as possible. For inner London housing authorities, the challenge is that there just is not enough supply of accommodation that is both suitable and affordable.

70% of our households in TA in June were accommodated in a different local authority district, principally in neighbouring boroughs Croydon, Lewisham, Merton, Bromley, and Southwark. This proportion is up from 55% in 2019 and continues to increase gradually year on year.



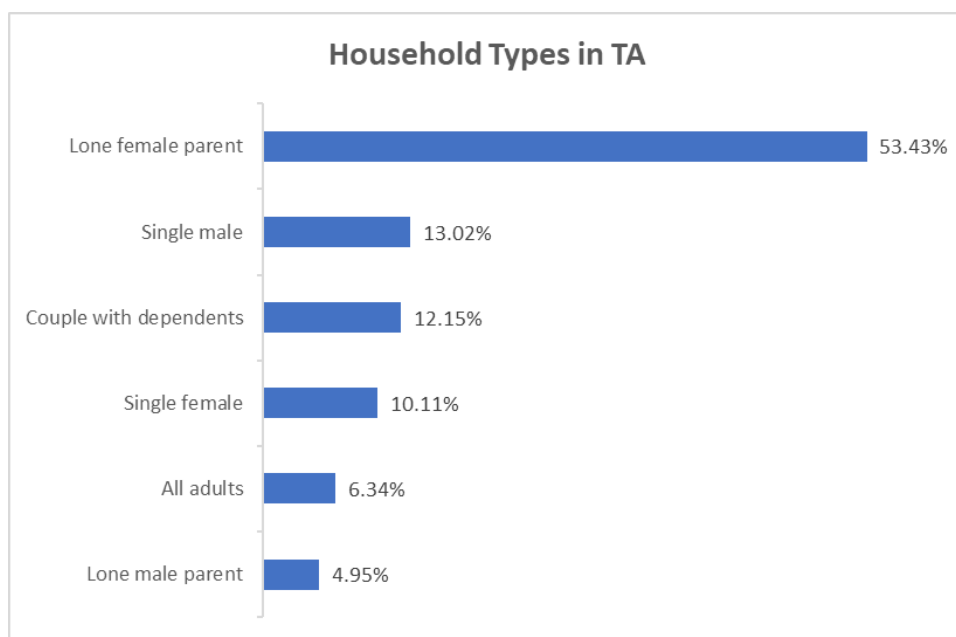
TA Demographics

The majority of TA residents are from a Black background, this is disproportionate to the borough population overall and the total of other households on the housing register.

Black 55.8%	Black-African	27.53%
	Black-Caribbean	20.19%
	Black-Other	8.08%
White 19.95%	White-British	8.15%
	White-Portuguese	2.51%
	White-Other	9.29%
Mixed 5.12%	Mixed-White & Black Caribbean	2.98%
	Mixed-Other	2.14%
Asian 4.16%	Asian-Pakistani	1.23%
	Asian-Bangladeshi	0.74%
	Asian-Indian	0.22%
	Asian-Other	1.97%
Other 8.72%		
Race Unknown 6.25%		

Breakdown of Lambeth TA, October 2023

To be entitled to TA, households have to be in priority need. People are always in priority need if they are: at risk of domestic abuse; pregnant / living with dependent children; and homeless because of things like fire, flood or other disaster. In other situations, an assessment would need to show that applicants are vulnerable. In housing law ‘vulnerable’ means at greater risk of harm than most people becoming homeless. For instance, having a disability or serious illness. In Lambeth, the majority of those in priority need is as a result of having children. This is reflected in the household types as shown in the graph below. “All Adult” households refer to couples and those with adult children.



Breakdown of Household types in TA, October 2023.

When it has been confirmed that applicants are owed the full housing duty and placed into TA, it is important that it is suitable. This assessment on suitability covers a range of factors including location, cost, and condition. In making this assessment, the Council needs to consider the individual needs of the household. Placements are subject to an internal review and can also be challenged legally. The assessment form is included as an appendix to this report for information.

Quality of TA

Lambeth, as is the case with other London authorities, find it difficult in the current market to source local accommodation that is of the required standard. To support our quality oversight, we are part of the London wide “Setting the Standard” programme. This is run by the West London Housing Alliance and covers studio and HMO accommodation. They give each property a rating, and flag properties where there are any compliance issues, or if the property is unfit.

For larger properties we have a team of property inspectors who carry out visits where there are reports of repair issues in the property. We are in the process of recruiting an additional property inspector to increase our capacity and improve responsiveness. Where repairs are identified the team work with the provider to ensure it is resolved. If landlords do not make the necessary improvements, we stop using the property, and can also stop the rent.

We have a Service Level Agreement with all of our providers of nightly paid accommodation which clearly sets out the expected standard of accommodation, including the furniture and white goods which should be provided, ensuring that all gas and electrical

installations are checked on an annual basis and that all relevant safety regulations have been met.

Council owned TA accommodation

All council owned TA accommodation is what we refer to as general needs. Those who need a high level of support enter the Vulnerable Adults Pathway, which is outside the scope of this report. The Council TA stock mainly comprises Victorian street properties which are converted into TA.

There are also three purpose built decommissioned sheltered housing schemes currently used as TA.

Day to day maintenance is carried out by the same 10 repair contractors used for the maintenance of our other stock. We also have a handy person that responds to minor repairs and lock changes. The hostels were part of the stock condition survey carried out by Savills which concluded earlier this year and will be part of the capital programme being established through a new Asset Management Strategy. Whilst waiting for the capital programme to start, since Covid restrictions were lifted, we have upgraded four hostels with full redecoration and improved facilities. We also fully refurbished a 52 unit hostel in 2021/22 to include ensuite facilities in rooms where possible.

Hostels are managed in house, with a team of eight FTE cleaners, two handy persons, one coordinator, one surveyor, and a manager.

Unsustainable Temporary Accommodation Costs.

There is a big mismatch between what benefits will pay to cover the cost of rent and what rents actually cost. The TA subsidy rate is set at 90% of the 2011 Local Housing Allowance (LHA) rate. The table below shows how this compared to the current LHA rate, so most of Lambeth and surrounding boroughs in the inner south east London Broad Market Rental Area (BMRA).

Inner SE London BRMA				
	1 bed	2 bed	3 bed	4 bed
TA subsidy rate (90% of 2011 LHA rate)	171.34	228.47	270.00	373.84
April 2024 LHA rate	298.15	356.71	448.77	604.11
Difference	126.81	128.25	178.77	230.27
% Difference	74%	56%	66%	62%

The market typically needs us to pay £385 per week for a one bedroom flat, equating to an annual shortfall of over £11,000.

Support Needs of main applicants / household members

The table below outlines the main support needs of applicants in Lambeth.

Support needs of main applicant and/or household members	Lambeth	%	London	%	England	%
Total households with support need(s) owed a duty	350	41.3%	5890	40.4%	41,180	54.1%
History of mental health problems	122	14.4%	2,200	15.1%	20,290	26.7%
Physical ill health and disability	114	13.5%	2,190	15.0%	14,350	18.9%
At risk of / has experienced domestic abuse	67	7.9%	1,080	7.4%	9,170	12.1%
Offending history	56	6.6%	560	3.8%	6,340	8.3%
History of repeat homelessness	24	2.8%	400	2.7%	5,250	6.9%
Drug and alcohol dependency needs	50	5.9%	670	4.6%	7,890	10.4%
History of rough sleeping	8	0.9%	510	3.5%	4,110	5.4%
Learning disability	28	3.3%	470	2.5%	4,650	6.1%
Young person aged 16-17 and aged 18-25 years requiring support	51	6.0%	420	2.8%	3,560	4.7%
Access to education, employment or training	8	0.9%	480	3.3%	3,210	4.2%
At risk of / has experienced abuse (non-domestic abuse) or sexual abuse	21	3.5%	460	3.2%	4,250	5.6%
Old age	14	1.7%	250	1.7%	1,350	1.8%
Care leaver aged - incl all categories 18 - 21+ years	8	0.9%	220	1.5%	2,170	2.9%
Young parent requiring support to manage independently	13	1.5%	120	8.0%	850	1.1%
Former asylum seeker	2	0.2%	170	1.2%	1,130	1.5%
Served in HM Forces	0	0.0%	10	1.0%	540	0.7%
Victim of modern slavery	1	0.1%	30	2.0%	170	0.2%
Difficulties budgeting	7	0.8%	340	2.3%	3,600	4.7%

Table 2 - Support Needs 2022/23

Employment Status of Applicants owed a duty

Employment status of main applicants owed a duty:	Lambeth	%	London	%	England	%
Registered unemployed	1,195	38.5%	17,330	30.3%	101,020	33.9%
Not working due to long-term illness / disability	227	7.3%	5,520	9.7%	41,240	13.8%
Full-time work	424	13.7%	7,480	13.1%	42,620	14.3%
Part-time work	581	18.7%	7,820	13.7%	31,640	10.6%
Not seeking work / at home	187	6.0%	3,630	6.4%	20,770	7.0%
Retired	176	5.7%	1,450	2.5%	8,850	3.0%
Student / training	37	1.2%	1,210	2.1%	4,400	1.5%
Other	61	2.0%	4,750	8.3%	23,600	7.9%
Not known	96	3.1%	5,110	8.9%	14,340	4.8%

Homelessness Prevention Tools

There is a wide range of tools which are available to help prevent homelessness for customers who are threatened with or experiencing homelessness. Lambeth is much better at homelessness prevention than relief; we prevent a majority of cases but only relieve a minority of cases.

Access to Band B

Lambeth's allocation scheme gives a high priority (Band B) to households who are threatened with homelessness but work with the council to prevent it. This could be staying with family or friends, helping by mediating. Applicants can also enter Band B by accepting an offer of private rented accommodation by the lettings team.

Applicants are encouraged to take this route rather than making a homeless application and entering temporary accommodation as it gives them more choice in where they live and more offers through the allocation scheme.

Financial support

Payments from the **Homelessness Prevention Fund** can be used for many reasons including (but not limited to):

- Contributing to/clearing or reduction of arrears
- Paying incentives to landlords to renew a tenancy agreement
- Buying furniture, for example bunk beds or a sofa bed

In all cases the Case Officer must clearly identify how the money being sought will prevent/relieve homelessness and ensure that the proposal demonstrates value for money

Officers are encouraged to think 'outside the box' to prevent/relieve homelessness but must also be cautious that a payment will resolve the issue, for example, we would not pay the arrears of a tenant where the property remains unaffordable.

We can use **Discretionary Housing Benefit (DHP)** payments to provide support with rent or housing costs. At Lambeth we use DHP as:

- As short term payments while a resident finds a long term affordable property
- Where the resident is in the best possible housing solution for them in terms of affordability but it is still not affordable (usually due to the benefit cap, bedroom tax and other rent restrictions)
- Where residents need to occupy larger properties due to a disability or adaptations
- Support residents with deposits for affordable properties

The Homeless Prevention Team can refer people through to **Every Pound Counts**. They are a welfare benefits advice team offering advice mainly to residents with health needs who are not clear on their benefit entitlement/what benefits they may be entitled to/how to access them.

The **Homefinder Deposit Guarantee Scheme** is for single and childless couples who are in receipt of benefits and capable of finding and maintaining at tenancy. The Deposit Guarantee will last for a minimum of six months or for the duration of the tenancy. The maximum protection offered by the scheme is equivalent to six weeks LHA rent for a single room or £800, whichever is the lower.

The **Emergency Support Scheme** can be used for food, clothing, fuel, furniture, white goods, emergency travel and other household items. This can be used to support homeless applicants with basic items.

Working with Landlords

Once a Housing Advisor has assessed an applicant's suitability for private rented accommodation that can be referred to the **private sector solution** team (lettings team).

Lettings officer completes affordability check known as an 'Entitled To' form with customer by phone – detailing how much rent they can afford

Lettings Team begin to search for and match customers to suitable lettings in the private rented sector that are affordable.

Once viewing is successful and both landlord and tenant happy to sign tenancy, Lettings Team coordinate smooth tenancy set/sign-up, assist with Universal Credit element for housing and complete any incentive payment to landlord for agreeing to the 12 or 24 month

BEAM

BEAM support people into jobs and homes that lift them out of homelessness for good.

They give each person a dedicated caseworker and connect them with a supportive online community who provide funding and mentorship. Finally, they match them with forward-thinking employers and landlords. BEAM is an award-winning service that is commissioned by central government and various local authorities to deliver better outcomes for homeless people.

Prevention and relief outcomes

The table below shows the outcomes from the council's intervention. We can see that there is much more success at preventing homelessness rather than relieving it, emphasizing the importance of early intervention.

2019-2023	Prevent outcomes		Relief outcomes		Total number of prevent and relief outcomes	Total number of successful prevent and relief outcomes	% of prevent and relief outcomes
	Number	Successful	Number	Successful			
2019/20	645	455	662	260	1307	715	55
2020/21	950	627	1652	425	2602	1052	40
2021/22	856	551	1139	304	1995	855	43
2022/23	698	471	997	180	1695	651	38

2023-2024	Prevent outcomes		Relief outcomes		Total number of prevent and relief outcomes	Total number of successful prevent and relief outcomes	% of prevent and relief outcomes
	Number	Successful	Number	Successful			
Apr - June	141	115	153	15	294	130	44
July – Sept	286	181	288	31	574	212	37
Oct – Dec	260	195	362	36	622	231	37
Jan – Mar	263	205	583	35	846	240	28

Prevention outcomes - 2023/24	No.	%
Resolved benefit problems	290	30.79%
Prevention activity undertaken but not successful	216	22.93%
Housing related support to sustain accommodation	152	16.14%
Sanctuary or other security measures to home	74	7.86%
Negotiation/mediation/advocacy work to prevent eviction/repossession	63	6.69%
Discretionary Housing Payment to reduce shortfall	38	4.03%
Accommodation secured by local authority or organisation delivering housing options service	34	3.61%
No activity advice and information provided	30	3.18%
Negotiation/mediation work to secure return to family or friend	20	2.12%
Supported housing provided	10	1.06%
Helped to secure accommodation found by applicant, with financial payment	7	0.74%
Helped to secure accommodation found by applicant, without financial payment	6	0.64%
Financial payments to reduce rent service charge or mortgage arrears	2	0.21%
Grand Total	942	100.00 %

Relief outcomes - 2023/24	No.	%
56 days elapsed - relief action unsuccessful	1216	88%
Secured accommodation for 6 months	69	5%
Secured accommodation for 12 months	49	4%
Contact lost	20	1%
Withdrew application	19	1%
Local connection referral accepted by other LA	4	0%
Applicant deceased	3	0%
Intentionally homeless from accommodation provided	3	0%
No longer eligible	3	0%
Notice served due to refusal to cooperate	1	0%
Grand Total	1387	100.00%

The Housing Register

In April 2024 there were almost 45,000 households on the housing register. The housing register is split into 4 Bands, with those in Band A having the highest priority for housing.

Band	Number	Who it includes
A	2,752	Emergencies and strategic priorities. Includes life threatening medical emergencies; care leavers; social services referrals; downsizing social tenants
B	9,748	Households with an urgent housing need. Overcrowded households lacking 2 or more bedrooms; urgent medical need; people working with the council to prevent homelessness; households in Temporary Accommodation
C	20,536	Households with an identified housing need, but without a high priority: Overcrowding (lacking 1 bedroom) or sharing bathroom/kitchen facilities. A less urgent need to move on medical grounds
D	11,546	Low priority, adequately housed.

In March 2024 Lambeth introduced some changes to the allocation scheme to make sure we are making the best use of available resources. These changes are having a phased introduction over the 2024/25 financial year.

Importantly for homelessness is the increased priority now given for households in TA to access social housing.

- Households in Temporary Accommodation to move from Band C1 to Band B.
- Offers are generally limited to one for homeless households and two for other households.
- Band D will be removed.
- Waiting time to be from time in Band rather than time of initial application.
- Applicants will generally be required to log in annually to keep their accounts active.

Vulnerable Adults Pathway

The **Vulnerable Adults' Pathway** is an accommodation pathway consisting of c.366 beds and is made up of the Lambeth Assessment Centre, various specialist hostels and shared supported housing schemes.

The pathway accommodates rough sleepers and single homeless people with support needs around substance use, physical and mental health issues, and offending. All referrals for accessing this accommodation come via the rough sleeping outreach team or the Housing Options Team at the Lambeth Civic Centre.

All referrals are centrally coordinated by a Pathway Manager who is based at the Lambeth Assessment Centre. The Pathway Manager is responsible for all allocations and ensures there is throughput by identifying move on options for current residents of hostels and supported accommodation.

Move on out of the Pathway, to private rented accommodation, is commissioned and managed via Single Homeless Project's (SHP) move on service. When someone within the Pathway is assessed as not requiring supported accommodation, and is ready to live independently, the support provider can refer to SHP.

Provider	Client Group	Units	Support
St Mungo's	Vulnerable & exploited women.	25	24hrs
St Mungo's	Hostel step down (self-contained flats)	18	24hrs
Thames Reach	Assessment centre	28	24hrs
Thames Reach	Drug & Alcohol	50	24hrs
Thames Reach	Drug, alcohol and complex needs. Women only	5	Day time support, nighttime security
Thames Reach	Complex Needs. Need a CHAIN number to access.	23	24hrs
Thames Reach	Mental Health	24	24hr
Thames Reach	Alcohol & Physical Health	42	24hr
Hestia	Male Offenders	15	24hr
	Total	230	
Provider	Client Group	Units	
St Mungo's	Mixed Needs – Step Down	136	HUBs have support on site 9am – 5pm Satellites have

			visiting support
	Pathway Total	366	

Offenders.

Lambeth has secured £488,000 of funding under the government’s Accommodation for Ex-Offenders (AfEO) scheme. Homeless applicants can be referred to this scheme if they meet the following criteria:

- They served a custodial sentence or was held on remand within the last 12 months
- They are assessed as ready to take on an Assured Shorthold Tenancy
- They have Low or no support needs
- They are not likely to be assessed as having a priority need for housing

Housing First for vulnerable adults

Lambeth has been successful in securing funding, via DLUHC and the GLA, to support two Housing First projects for rough sleepers and single homeless people with support needs.

The first project was launched in 2021 with Lambeth Council offering 10 social housing units and St Mungo’s providing the flexible support to individuals who moved in.

The year 3 review (2023/24) detailed that a total of 10 out of 13 residents maintained their tenancies in the 3 years, accounting for 77% of the clients who have accessed the Housing First service. One resident sadly passed away due to health issues in year 2, and two individuals relinquished their tenancies in year 3. All Housing First residents have multiple and complex support needs, experiencing multiple disadvantages throughout their lives. They all have an extensive history of homelessness and/or rough sleeping in Lambeth, so a 77% tenancy sustainment is a positive achievement.

The second project launched in February 2024 with Lambeth Council offering 37 units of social housing until 2026.

Young Person’s Pathway

This Routes to Independence Pathway was developed following a needs assessment conducted in 2020, entitled: *Young people who require housing-related support*. The needs assessment was developed through a review of best practice, and two sources of data; both quantitative and qualitative, with the latter collated through extensive consultations. The assessment was undertaken as part of a comprehensive review, with specific attention given to the needs of 16/ 17-year-old children looked after, care leavers and homeless young people. This work was shaped around a four-stage pathway:

- Prevention of homelessness/ increased use of foster care and staying put arrangements
- Assessment of needs
- High-quality accommodation-based services
- Successful moves into independent living

The needs assessment highlighted significant problems with our current processes and services. A direction of travel was approved to embark on a large-scale transformation programme to develop a new joint Housing & Children’s Social Care housing-related support pathway for young people. This new pathway has been co-produced with our

young people, alongside input and consultation across Council Departments and externally.

All services within the pathway will work collaboratively in a one-pathway partnership approach, including those providers of the services, as well as other key stakeholders such as Housing Options and Children’s Social Care. A young person’s journey through this pathway is not a linear one. They may move through the various stages, but they may also access only one of the services within a stage, or step-down i.e. moving from a higher-support to a visiting support accommodation-based service.

The new pathway will provide vital support and accommodation to 16–25-year-old homeless young people, 16–17-year-old children looked after and 16–25-year-old care leavers (including unaccompanied asylum-seeking young people).

The Pathway consists of:

Youth homelessness prevention & assessment services:

- Early identification, intervention, and family mediation
- Family floating support
- Emergency timeout provision
- Assessment Centre

Housing-related support services:

- Small, specialist services for 16/ 17’s; female-only; unaccompanied asylum-seeking young people; those involved in gangs; complex mental ill health; and young parents and babies.
- Supported lodgings
- Emotional wellbeing service with a team of psychologists.

Move on support services:

- Tenancy support
- Floating support
- Housing First

The table below shows a list of services we use. We have also received over £2m SHAP funding to open 22 units of specialist housing-related support for young people in partnership with Peabody, MTVH and AKT including a service for LGBTQ+ young people, young females with mental ill health and a transitions service for older young people.

Service	Location	Units	Staffing	Support providers
Assessment centre - For 18+ young people, who can stay for up to 12 weeks while longer-term placement is sourced	Lambeth	6	24 hours	Depaul
Timeout service - For 16/17 year olds, who can stay for up to 4 weeks whilst prevention services work to get them back home or a longer-term placement is sourced	Lambeth	7	24 hours	Depaul
16/17 year olds	Croydon	10	24 hours	Depaul

Service	Location	Units	Staffing	Support providers
	Wandsworth	6	24 hours	Young London Today
	Croydon	6	24 hours	Young London Today
	Lambeth	6	24 hours	Peabody
	Lambeth	6	24 hours	Centrepoint
Female only	Hackney	10	24 hours	Peabody
	Lambeth	6	40 hours per week	Depaul
Male only	Waltham Forest	7	40 hours per week	Depaul
Vulnerable/ Mental ill health (mixed gender)	Lambeth	9	24 hours	Metropolitan
Unaccompanied asylum-seeking young people	Lambeth	7	40 hours per week	Evolve
	Croydon	6	40 hours per week	Look Ahead
	Greenwich	3	Visiting support	Depaul
	Greenwich	3	Visiting support	
	Greenwich	3	Visiting support	
Young parents and babies	Lambeth	20	24 hours	Evolve
	Croydon	5	40 hours per week	
24 hour staffed, mixed gender (18+)	Lambeth	7	24 hours	Centrepoint
Visiting support, mixed gender (18+)	Lambeth	5	Visiting support	
	Lambeth	6	Visiting support	
Monday - Friday staffing, mixed gender (18+)	Lambeth	5	40 hours per week	
	Islington	5	40 hours per week	
	Islington	5		
Young People at Risk - 16/17s	Brent	5	24 hours	Consortium of Depaul UK, St Giles, Juvenis and MAC UK

Figure 1 - Young Person Pathway Services

Domestic Abuse

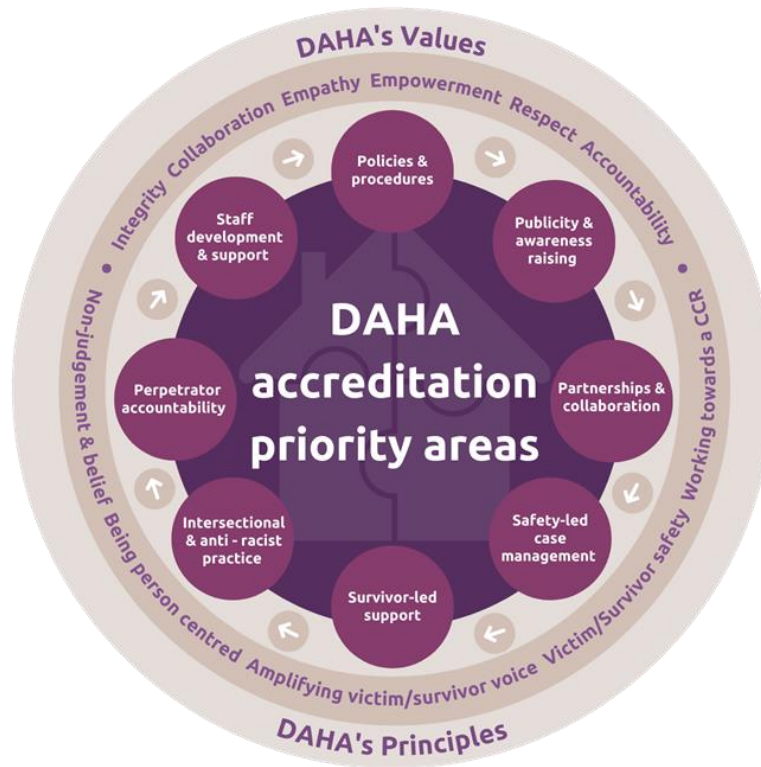
Domestic abuse is a direct cause of homelessness in about 10% of the cases that present at Lambeth.

The Gaia Centre (run by Refuge) provides confidential, non-judgmental, and independent support services for those living in Lambeth who are experiencing gender-based violence, including domestic abuse and sexual violence.

The Multi-Agency Risk Assessment Conference (MARAC) is a fortnightly meeting where statutory and voluntary agencies share information on high-risk cases of domestic abuse and create a plan to reduce risk to the victim and survivor and children, and hold perpetrators to account.

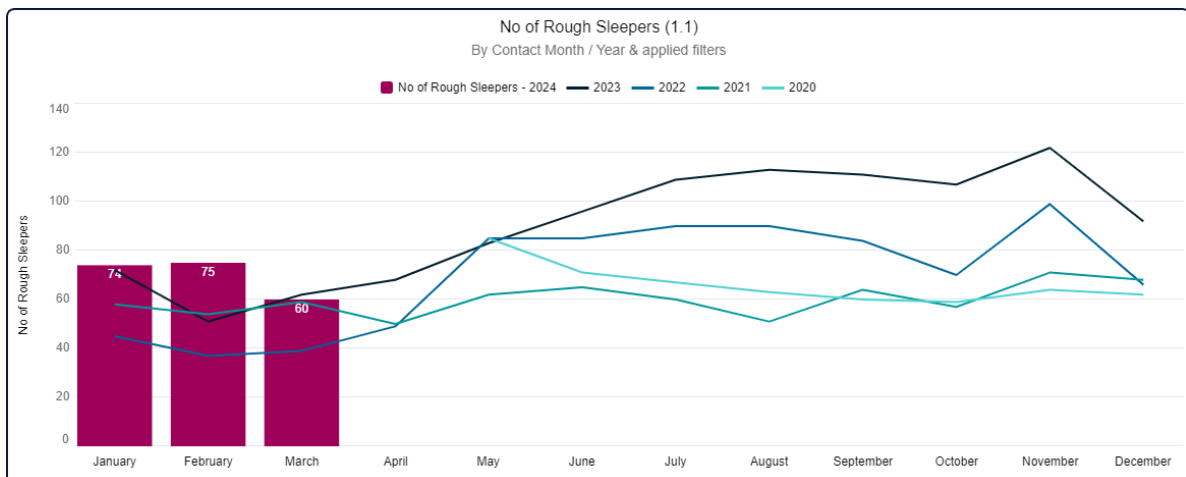
Lambeth is in the process of obtaining DAHA (Domestic Abuse and Housing Alliance) accreditation, and hopes to achieve this by the autumn of 2024. The diagram below explains the areas with DAHA accreditation covers.

One option for victims of domestic violence is the **Pan-London reciprocal scheme**. This allows people with social tenancies who are at serious risk of harm, to access another social tenancy in a different borough in London and remain safe.



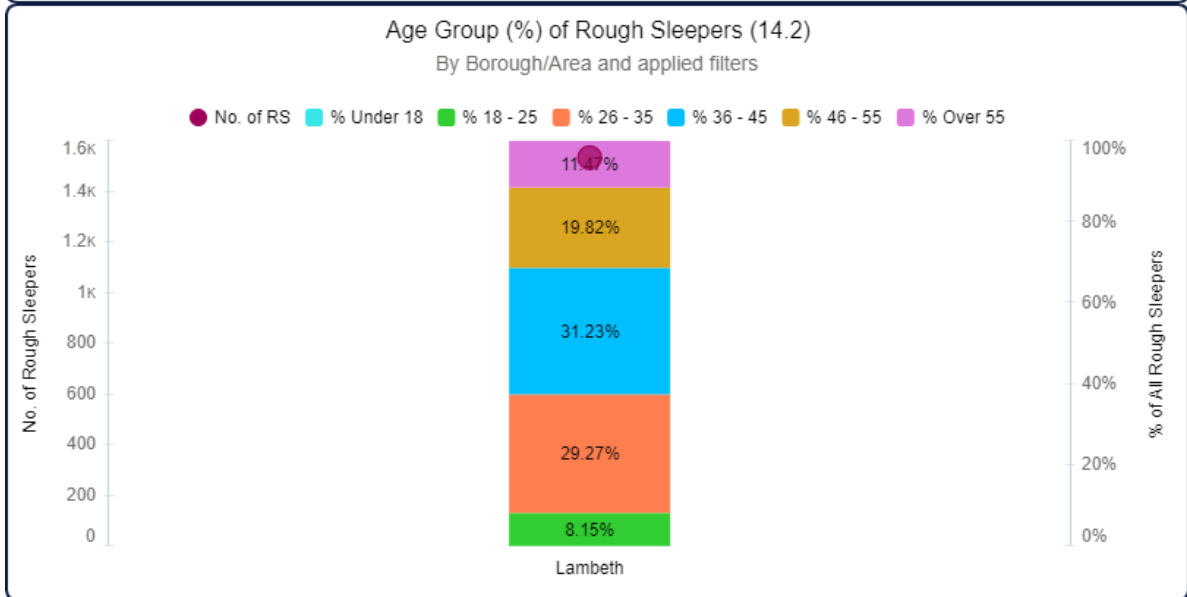
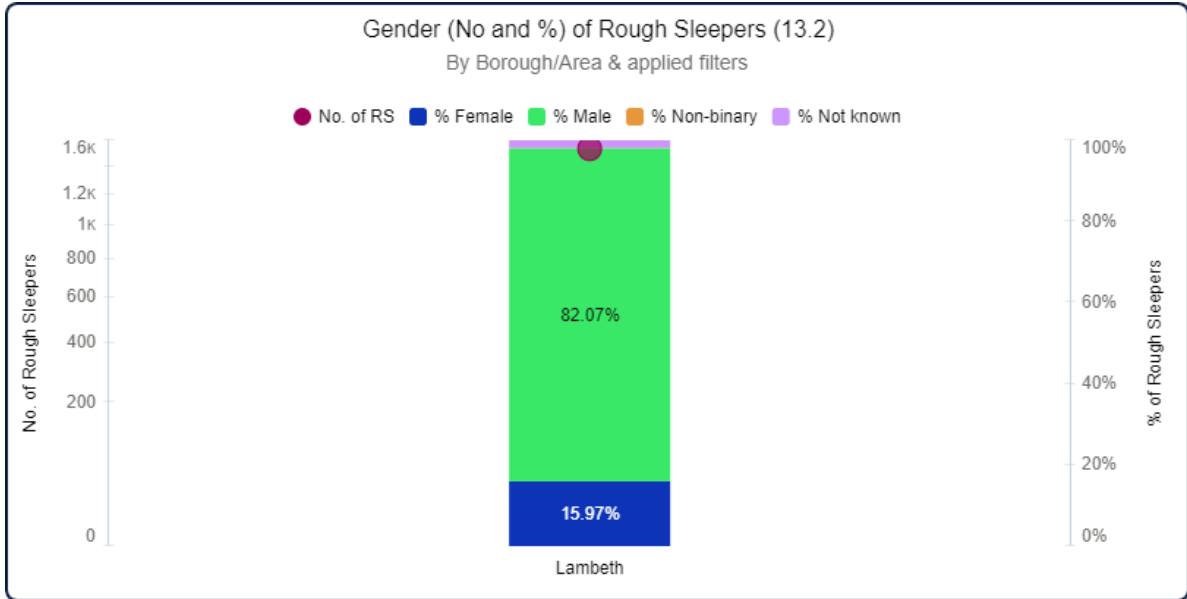
Rough Sleeping Data

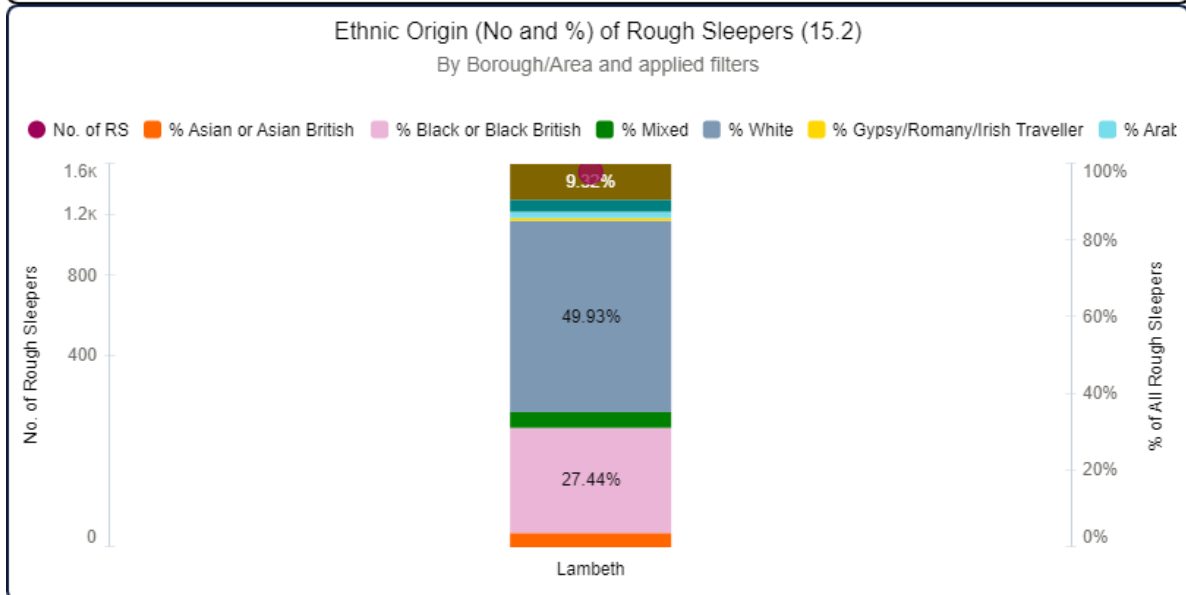
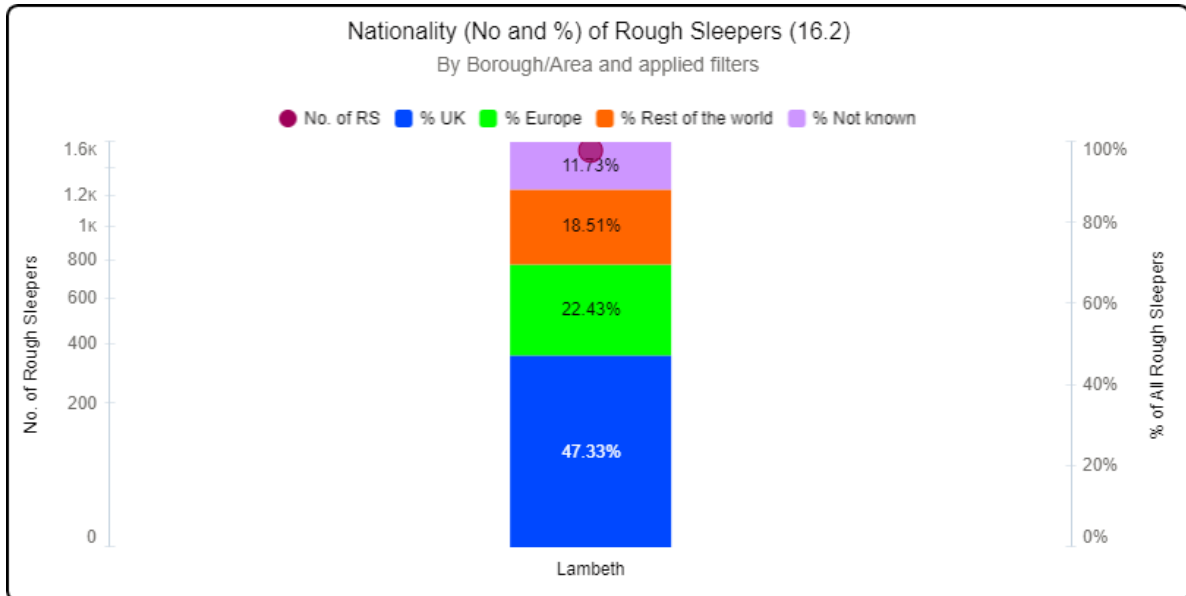
Total number of rough sleepers, monthly



For the majority of rough sleepers with last settled base information recorded, their last settled base was Lambeth, and have come from the private rented sector or were living with friends/family.

Demographics May 2020 – March 2024





Support available to people rough sleeping

Lambeth works in partnership with commissioned and non-commissioned services to support rough sleepers away from the street as quickly as possible.

Lambeth commission a rough sleeping outreach team who conduct shifts daily, 7 days per week. The team engage, assess and support every rough sleeper found bedded down in the borough to ensure individuals are supported to end their rough sleeping. The rough sleeping outreach team have direct access to various accommodation options via the commissioned Vulnerable Adults' Pathway (VAP) which is a combination of hostels and supported housing, and Rough Sleeping Initiative (RSI) funded emergency accommodation, such as hotel rooms, the Lambeth Shelter and spot purchased bed spaces.

Rough Sleeping Initiative funded services:

The Department of Levelling Up Housing and Communities (DLUHC) provides Rough Sleeping Initiative (RSI) funding to local authorities to support rough sleepers. Lambeth has

received RSI funding since 2018 and this is used to provide interventions to support rough sleepers in the following areas:

- Emergency accommodation (hotel, spot purchased hostel spaces and night shelter)
- Education, training and employment support
- A social worker and Approved Mental Health Professional (AMHP)
- A 'Living on the streets' worker to support complex, entrenched rough sleepers
- An extra outreach worker to support the outreach team
- A Public Protection officer to work alongside the outreach team
- A Rough Sleeping Coordinator to work alongside the outreach team
- A Prison Release Navigator to support individuals with an offending history
- A Project Coordinator to support the Commissioning team

Rough Sleeping Drug and Alcohol Grant (RSDATG) funded services:

This grant provided by OHID, primarily supports rough sleepers and those at risk of rough sleeping, to access substance use treatment and health services.

The Lambeth Integrated Health Network is funded via the grant and is a multi-disciplinary team made up of a partnership between SLaM, GSTT, Groundswell and Thames Reach. The team consists of a psychologist, a nurse specialist, peer navigators and recover workers who all work with services and individuals to end their rough sleeping and address any health or substance use issues they may be facing. The grant also funds specialist detox and rehab beds for those that want to take up this offer.

Non-commissioned services:

- Day centres – Spires, Webber Street and Ace of Clubs
- Glass Door – winter night shelter
- Robes – winter night shelter
- British Red Cross – providing Rest Centre volunteers during severe weather activation (SWEP)

No recourse to public funds

Lambeth provides a number of accommodation options for rough sleepers with restricted eligibility. Safe seats at the Lambeth Assessment and emergency bed spaces, located across hostels, in the Vulnerable Adults' Pathway can be accessed regardless of eligibility, providing an emergency option for particularly vulnerable rough sleepers. Three further accommodation options can then be accessed, depending on the level of support need:

- Emergency hotel accommodation: Rough Sleeping Initiative (RSI) funded for those with low/medium support needs and a local connection to Lambeth. Supported to move-on from the hotel via the RSI funded Resettlement Service.
- Lambeth Shelter: RSI funded bed spaces for those with medium support needs and/or challenges regarding engagement. Move on support provided by shelter staff.
- Spot purchased hostel bed spaces within the Vulnerable Adults Pathway: RSI funded bed spaces for those with high support needs. Move on support provided by rough sleeping outreach team.

While staying in one of these accommodation options, rough sleepers are provided with wrap-around support covering all key areas:

- Support to regularise their immigration status via the Subregional Immigration Advice Service funded by London Councils.
- Health and substance use support including detox and rehab via the Rough Sleeping Drug and Alcohol Treatment Grant.
- Employment support through the RSI funded Lambeth non-UK Employment Project
- Support to secure longer term housing such as private rented accommodation, via the RSI funded Single Homeless Project PRS Service.

Health Impacts of Homelessness

People who experience homelessness, including those sleeping rough, have poorer physical and mental health and significantly worse health inequalities than the general population^{28,29,30}.

Poor health can be both a cause and a consequence of homelessness^{29,29}. Although poor health is not always a direct cause of homelessness, it may interact with interrelated structural or individual-level factors which may cause or lead to homelessness. For example, poor health could contribute to a loss of employment which could lead to a being unable to afford housing costs which could then result in homelessness^{29,30,29,30}. Among women who become homeless, previous experience of domestic violence and abuse is very common but not always the main cause of homelessness^{30,30}.

The longer and younger that a person experiences homelessness, the greater risk to their health and wellbeing^{30,30}. The definition for homelessness used by the Office of National Statistics (ONS) relies on information provided on death certificates and does not align with official statistics on homelessness produced by public bodies and therefore, interpretation of the following statistics in this paragraph should be considered cautiously. The ONS found that in England and Wales in 2021, there was an estimated 741 deaths of homeless people (95% confidence interval between 658 – 824)³¹. There were approximately seven times as many male deaths (87.3%) as female deaths (12.7%) in 2021 among this population^{31,31}. For males, the mean age at death was 45.4 years and for females, 43.2 years^{31,31}. In

²⁸ Homeless Link (2022) The Unhealthy State of Homelessness 2022, Available at: https://homelesslink-1b54.kxcdn.com/media/documents/Homeless_Health_Needs_Audit_Report.pdf

²⁹ UK Government (2019) Homelessness: applying All Our Health, Available at: <https://www.gov.uk/government/publications/homelessness-applying-all-our-health/homelessness-applying-all-our-health>

³⁰ UK Government (2020) Health matters: rough sleeping, Available at: <https://www.gov.uk/government/publications/health-matters-rough-sleeping/health-matters-rough-sleeping>

³¹ ONS (2022) Deaths of homeless people in England and Wales 2021 registrations, Available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/bulletins/deathsofhomelesspeopleinenglandandwales/2021registrations>

comparison, in the year 2020 the most common (or “modal”) age at death was 87.1 years for males and 89.3 years for females across the England and Wales populations³². As is consistent with previous years, around two in five deaths of homeless people in England and Wales were related to drug poisoning in 2021 (259 estimated deaths; 35.0% of the total number)³¹³¹.

People experiencing homelessness are disproportionately affected by mental and physical health issues and have poorer health than the general population^{28,302830}. These poorer health outcomes are related to exposure to poor living conditions, poor diet, stress, difficulty in maintaining personal hygiene and for some, drug and alcohol dependency issues^{3030,33}.

People experiencing homelessness have an increased risk of respiratory illness, musculoskeletal disorders, chronic pain, skin, foot and dental problems and, among those sleeping rough, a higher prevalence of infectious diseases including Hepatitis C, HIV and tuberculosis³⁰³⁰. A Homeless Health Needs Audit study (2022) found that 80% of people experiencing homelessness surveyed – the majority of which were sleeping in a hostel or supported accommodation service - had more than one physical health condition and 29% had 5-10 diagnoses²⁸²⁸. Furthermore, people experiencing homelessness are also disproportionately affected by mental health issues including depression, anxiety and psychosis relative to the general population³⁴.

For children, evidence suggests the impact of homelessness on children’s development and health can reach beyond the initial period of homelessness³⁵. For older adults, depression and dementia is more common among people experiencing homelessness³⁵³⁵.

People experiencing homelessness, including those sleeping rough, also have greater difficulty in accessing health services. Studies have shown that this population face obstacles such as financial barriers when travelling to appointments or paying for prescriptions and stigma from some staff³⁶. People experiencing homelessness are more likely to present at emergency departments than the general population which may be attributed to barriers to health services meaning

³² ONS (2022) Mortality in England and Wales: past and projected trends in average lifespan, Available at: <https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/lifeexpectancies/articles/mortalityinenglandandwales/pastandprojectedtrendsinaveragelifespan>

³³ Groundswell (2020) Women, Homelessness and Health: A Peer Research Project, Available at: <https://groundswell.org.uk/wp-content/uploads/2020/02/Womens-Health-Research-Report.pdf>

³⁴ McNeill, S., O’Donovan, D. & Hart, N. Access to healthcare for people experiencing homelessness in the UK and Ireland: a scoping review. BMC Health Serv Res 22, 910 (2022). <https://doi.org/10.1186/s12913-022-08265-y>

³⁵ Local Government Association (2017) The impact of homelessness on health: a guide for local authorities Available at: https://www.local.gov.uk/sites/default/files/documents/22.7%20HEALTH%20AND%20HOMELESSNESS_v08_WEB_0.PDF

³⁶ Groundswell and Crisis (2021) #HealthNow peer research report: Understanding homeless health inequality in Birmingham

seeking help is delayed until a crisis point²⁸²⁸. It should also be noted that non-UK nationals have greater difficulty in accessing health services than UK nationals as there may be some aspects of health services which are not free to access and therefore reduces the numbers of people able to access this support³⁷.

Working with partners

Every Pound Counts

EPC has a number of referrals streams which support tenancy sustainment.

For all referrals we received we conduct checks to determine if there were periods where HB or UC housing costs haven't been in place which may have contributed to arrears building, and where there are consider if there are grounds to review decisions to access backdated payments to clear rent arrears. This is done alongside maximising current benefit entitlements to support vulnerable tenants access increased revenues from the benefit system to support them to pay their rent moving forward / to pay off rent arrears.

Once referred we contact the landlord so they are aware of our service's involvement, and to request they suspend further eviction action. Where appropriate we suggest landlord consider direct payments to support tenancy sustainment.

Other referral arrangements in place to support tenancy sustainment

- Social care staff should to send referrals to our team when ever they are aware a vulnerable service user has problematic rent arrears.
- Landlords who support vulnerable tenants can send when they have a vulnerable service user has problematic rent arrears. We accept the referral if they are known to adults social / mental health services and if they are, we will try to work with the services involved to support the resident to access benefits needed to support tenancy sustainment.

We are working with revenues and benefits to develop new referral pathways so Lambeth better supports vulnerable Housing benefit claimants, who due to their complex support needs, struggle to maintain their Housing benefit claims. This will reduce the number of vulnerable tenants who are evicted due to difficulties accessing correct benefit support.

Hospital Discharge

Lambeth has two social work teams based in Guys and St Thomas' and Kings College Hospitals. They pick up referrals from wards for people who need help when discharged from hospital. There are 4 pathways for people being discharged from hospital with support needs.

³⁷ St Mungo's (2017) Housing and health working together to respond to rough sleeping during Covid-19, Available at: <https://www.mungos.org/wp-content/uploads/2023/10/St-Mungos-Housing-and-health-Covid-19-report-.pdf>

pathway 0: discharges home or to a usual place of residence with no new or additional health and/or social care needs

pathway 1: discharges home or to a usual place of residence with new or additional health and/or social care needs

pathway 2: discharges to a community bed-based setting which has dedicated recovery support.

pathway 3: discharges to a new residential or nursing home setting, for people who are considered likely to need long-term residential or nursing home care. Should be used only in exceptional circumstances. The figures below are the number of people accessing pathways 1 and 3 in 2022/23.

Pathway	Change to existing care package	New care package No change	No Change	Reablement ³⁸
1	262	162	12	671
3	171	66	12	

Duty to refer

The table below shows households assessed following referrals. We are aware that the figures under-represent the total number of cases as not all are being recorded.

Household assessed as a result of a referral, including under the Duty to Refer (2022/23)	Lambeth	%
Total households assessed as a result of a referral	244	100.0%
Total households referred under the Duty to Refer	163	66.8%
Adult Secure Estate (prison)	11	4.5%
Youth Secure Estate	0	0.0%
National Probation Service	65	26.6%
Community Rehabilitation Company	2	0.8%
Hospital A&E, Urgent Treatment Centres or in-patient care	8	3.3%
Mental Health in-patient care	5	2.0%
Jobcentre Plus	61	25.0%
Adult Social Services	1	0.4%
Children's Social Services	9	3.7%
Children's Early Help Services/Children's centres	0	0.0%

³⁸ Short term care to help people get back to normal following hospital and stay independent.

Nil Recourse Team	0	0.0%
Secretary of State for defence in relation to members of the armed forces	0	0.0%
Households referred by an agency (not subject to the Duty to Refer)	80	32.8%
Households referred by another local authority	1	0.4%

Housing associations

The Lambeth Housing Partnership (LHP) was launched in January 2020 and is our local strategic programme bringing together the largest registered providers in Lambeth.

Through this partnership we know that RPs are well established in providing support for their residents to prevent eviction. There is an established partnership referral process in place between the council's tenancy sustainment.