

Item No.	Classification: Open	Date: 5 August 2020	Meeting Name: Cabinet Member for Social Regeneration, Great Estates and New Council Homes
Report title:		To include schemes within the New Homes Programme	
Ward(s) or groups affected:		All	
From:		Head of Development and Head of Accommodation and Support	

RECOMMENDATIONS

That the cabinet member for social regeneration, great estates and new council homes

1. Agrees that the hostel units listed in paragraph 29, and outlined below are added to the New Homes Programme:
 - a) Camberwell Road 134
 - b) Queens Road 243.
2. Notes the programme of relocation of existing hostel residents to self-contained accommodation as a result of the response to Covid 19, and acknowledgment that units are no longer suitable for housing residents.

BACKGROUND INFORMATION

3. In December 2017 the director of resident services commissioned an external review of the council's hostel accommodation. This review was carried out by Campbell Tickell. The review looked at both the pathways which the residents were on, and the accommodation in which they were living.
4. As a result of the review, ten significant recommendations were made. The director established a joint board with ASC, commissioning, and a project plan, with associated actions was developed. The overarching project strategy has two strands, Person and Place. Person is changing the route the residents take to sustainable outcomes and Place is looking at the quality and type of accommodation the residents live in.
5. There are 21 council provided hostels in the borough; three offer high support to the residents, and the remaining 18 are unsupported family hostels which offers shared accommodation to families for whom the council have accepted duty.
6. Whilst providing safe and very basic living facilities the 18 family hostels offer very poor quality accommodation in terms of shared facilities' and are not the quality of accommodation which should be offered in modern terms.
7. As a result of the Place work stream, in 2019 the head of accommodation and support met with the new homes team and outlined the opportunities for development or renewal of the 18 family hostels and one supported hostel.

8. As noted in paragraph 25, the position has changed further, as due to the Covid 19 outbreak, it is not appropriate to house clients where they are required to share facilities and as a consequence households are being relocated to more suitable accommodation.
9. A feasibility study was undertaken by the new homes team which determined that a number of hostel properties could be refurbished or rebuilt to provide an estimated 120 quality family homes. 243 Queens Road and 134 Camberwell Road are included within these properties. Hostels at Sedgemoor Place and Linden Grove are already included in the New Homes Programme.
10. New Homes programme was originally established in January 2015, when the council agreed its new long term housing strategy for the borough including specific commitments to increase housing supply, including building 11,000 new council homes for social rent by 2043.
11. A report seeking approval for the long term strategy for the delivery of the 11,000 homes programme was approved by cabinet in March 2020. To be achieved by refurbishment of inadequate shared hostels into high quality self contained general needs housing. Also creating new supply on council-owned land, garage sites, roof top developments and S106.
12. The two Temporary Accommodation (TA) properties subject to this report, that form part of the wider programme of up to 15 schemes are part of the provision of TA in which housing solutions place homeless households.
13. The management of the service is provided through the Resident Services division, in the form of specific officers responsible for patches. Allocations are made via the Housing Solutions team and once residents move in, a hostel officer visits, makes contact with the resident and then is their regular point of contact. Housing solutions also remain in contact with the residents throughout their placement.
14. Between April 2019 and June 2020 the council received 3,301 homeless applications. In quarter 1 of 2020 – 202 were received. Homeless applications made to the council has risen by 45% compared to the first quarter of 2019-20.
15. The Government data also identified 7,110 homeless households are living in bed and breakfast temporary accommodation across England. In Southwark there are zero families living in bed and breakfast accommodation. Southwark Council receives the largest number of homeless applications in London. The table below helps to show this information:

No.	London Local Authority	Total Assessments Taken
1	Southwark	847
2	Haringey	821
3	Barnet	733
4	Tower Hamlets	655
5	Hackney	647
6	Lewisham	612
7	Croydon	600

No.	London Local Authority	Total Assessments Taken
8	Brent	585
9	Lambeth	578

KEY ISSUES FOR CONSIDERATION

16. A review was undertaken which identified a number of temporary accommodation properties do not meet modern expectations of accommodation, with most families having to share facilities such as bathrooms, kitchens and laundry rooms.
17. Overall, the buildings were found to be unsuitable for modern family accommodation or single vulnerable households, who tend to be the client groups who present as homeless.
18. In addition a number of the buildings have a lobby on the ground floor with rooms accessed from the stairs and bathrooms on the landings; the stairs go right through the buildings from ground to top floor without any lift provision. The intense occupation of the space means that the majority of the occupants need to use the stairs with children, buggies and that they are not capable of housing residents with mobility issues.
19. All these factors, in particular the prevalence of shared facilities, means that in response to the Covid 19 pandemic households are now being relocated to self contained units and continued usage for TA purposes would not be appropriate. At date of writing 220 of the 341 family hostels units are now empty as a result of rehousing residents into self-contained accommodation.
20. Prior to this a commissioned study was undertaken to look at the development options for temporary accommodation sites identified and their suitability for conversion/redevelopment for permanent council homes, as part of the new Homes Programme. A number of development options have been identified that could provide around 120 new homes. Of these 243 Queens Road and 134 Camberwell Road will provide eight new homes. Site plans for the two properties are at Appendix 1.
21. In terms of asset management, the properties are isolated and pose management problems. They do not have wardens on site. The conversion of the properties would make high quality and desirable permanent family accommodation for any tenure.
22. In addition, the buildings require long term capital investment, partly due to their date of construction, but also because they are being used intensively due to the maximum of persons allowable in temporary accommodation units.
23. It should be noted that TA units do not have the space standards required of permanent housing, hence the headline reduction in the number of people housed in each unit. However, these properties are generally designed to be short-lived emergency accommodation while the residents await assessment and/or rehousing into permanent accommodation. And as noted have access to shared facilities, therefore will not be suitable for future use as a result of the changes required following the Covid 19, which means shared accommodation is not appropriate going forward.

24. Adding these sites to the New Homes programme will assist with meeting the target of 2,500 by 2022, as the schemes where remodelling is required rather than new build, the programme should be shorter. In general, including these sites expands the overall number of sites within the programme.

Impact on homelessness provision

25. These units are already being decanted due to the need to move people from units with shared amenities due to Covid 19. Also, given the bigger picture of homelessness and the rate of current homeless applications generally, giving priority to a longer term solution in the provision of new council homes is a positive step forward.
26. Initial consultation has been undertaken with the lead member and the relevant ward councillors. As a result of this process and consultation with internal stakeholders, a list of potential sites were agreed to be taken forward.
27. As these two properties do not sit within existing estates, and the properties are let under temporary licence formal consultation is not required. Residents that are remaining in the properties are aware that they will be moved safely into other suitable self contained accommodation. A property has been identified for one of the remaining residents. The Temporary Accommodation and Extra Care team are working with New Homes to coordinate re-housing residents.
28. At this stage site visits and initial desktop assessments of their suitability for development have been made. The proposed sites are shown on the plans at Appendix 1.
29. Outlined below is a summary of the two sites that form part of the wider programme of up to 15 sites that will be progressed soonest.

A. Camberwell Road 134 SE5 0EE

This is a street property and therefore there would be a conversation to permanent housing.

B. Queens Road 243 SE15 2NG

This is a street property and therefore there would be a conversion to permanent housing.

Next steps

30. Employers, agents and architects will be procured through the most appropriate framework, to ensure high quality architects with the relevant experience are appointed. As part of the process, detailed project briefs will be developed to assist the process to ensure consistency and design quality.
31. Contractors being invited to tender to deliver the schemes will be selected based on known performance and suitability to work on conversions of existing buildings. The values of the works are below OJEU threshold. Tenders will be issued to five contractors with a four-week tender return period. Planning submission of the properties is anticipated to be made and the end of August. Tenders could be issued as early as September/October with start on site in October 2020.

32. Vacant possession has been achieved for 234 Queens Road, and the property is currently void. 134 Camberwell Road has two remaining residents in occupation. The Temporary Accommodation and Extra Care team is seeking to achieve vacant possession in September. The residents of the property are waiting to move, and are being provided with information and support to move to alternative council property.

Policy implications

33. The long-term housing strategy for the borough was agreed by cabinet on 27 January 2014. It contains a vision for the future of housing in the borough, which consists of four principles:
- Principle 1 - We will use every tool at our disposal to increase the supply of all kinds of homes across Southwark.
 - Principle 2 - We will demand the highest standards of quality, making Southwark a place where you will not know whether you are visiting homes in private, housing association or council ownership.
 - Principle 3 - We will support and encourage all residents to take pride and responsibility in their homes and local area.
 - Principle 4 - We will help vulnerable individuals and families to meet their housing needs and live as independently as possible.
34. A refresh of the Housing Strategy is underway.

Community impact statements

35. The 2020 Route to 11,000 Housing Strategy for Southwark, highlights an acute shortage of council housing and a continuing need for affordable housing. 20,000 residents are currently on the council's waiting list; and there are 52,597 homes in management. The borough is experiencing very high house prices that are outside the reach of many of its residents. It has the highest house prices in the housing sub-region. The average property price in the borough is £654,779 which is an increase of 3.9% in the last year. This compares with the average London property price of £603,855 which is a change of 1.4% in the last year. The rental market in the borough is also experiencing high rent levels with average lower quartile rent for a two bed in excess of £2,000 per month. The average income per house hold is £31,000, making ownership and rental options out of reach.
36. At the time of the 2011 census there were 18,547 overcrowded households in Southwark, a higher number, and a higher percentage (15.3%), than any of the other four boroughs in the sub-region. Over the period 1981- 2012 the population of Southwark increased by 34%, the fastest growth in the sub-region by some margin. This helps to demonstrate a continuing need for more homes and particularly for affordable homes in the borough.

Resource implications

37. The new sites are estimated to deliver new homes for council in the borough. The rental income will make a positive contribution to the HRA business plan.
38. The new homes delivered in the borough will make a positive contribution to the Housing Revenue Account (HRA) business plan. Funding streams for the New Homes Delivery Programme currently comprise: external grants, Section 106

contributions, Right to Buy and other housing receipts, depreciation major repairs reserve and other HRA revenue contributions and prudential borrowing. Funding is determined on a scheme by scheme basis to ensure the optimal financial position for the council in relation to new build, as they are subject to specific financial and regulatory restrictions. However, there is also regard to the overall longer-term funding position with reference to the HRA business plan. Temporary Accommodation units are outside of the HRA and rent is charged at Local Housing Allowance (LHA) level.

39. There are no financial implications arising directly from the recommendations made in the report. Should development on the sites proceed, the cost will be met from resources supporting the Housing Investment Programme, which may include grant and borrowing where appropriate.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

40. This report refers to up to 15 further sites which have been identified as possibilities for inclusion within the New Homes Programme and the commitment to building new council homes. Progress with the overall Programme has been updated regularly to cabinet.
41. At this stage, there are no specific legal implications arising from the proposal. The 15 identified sites are anticipated to deliver approximately 120 new homes. The approval at this stage is merely to include sites in the programme and to undertake further preparatory work concerning the possible development of the sites.

Strategic Director of Finance and Governance (H&M 20/042)

42. This report recommends the inclusion of two sites within the New Homes Programme. The properties on the sites formed part of the council's hostel provision, but are now considered unsuitable accommodation following an external review commissioned by the council. The outbreak of the COVID 19 pandemic has accelerated the decommissioning of these hostels, and the sites now present the Council with an opportunity to develop an estimated eight new council homes. As outlined in the resource implications section of this report, inclusion of the sites within the New Homes Programme does not give rise to any financial implications directly, but the costs of any subsequent development will be met from resources supporting the Housing Investment Programme.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
September 2015 Cabinet Report New Homes Delivery Programme	Housing and Modernisation, Southwark Council, 160 Tooley Street, London SE1 2QH	Tim Bostridge Head of Development 020 7525 1222
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=5139&Ver=4		
October 2018 Cabinet Report New Homes Programme: Delivery Model Review 2018	Housing and Modernisation, Southwark Council, 160 Tooley Street, London SE1 2QH	Tim Bostridge Head of Development 020 7525 1222
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=6085&Ver=4		
March 2019 Cabinet Report Southwark Great Estates Programme Paper Two - Estate Improvement Plans	Housing and Modernisation, Southwark Council, 160 Tooley Street, London SE1 2QH	Tim Bostridge Head of Development 020 7525 1222
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=6088&Ver=4		
September 2019 Cabinet Report New Council Homes Rooftop Development Principles and Programme Update	Housing and Modernisation, Southwark Council, 160 Tooley Street, London SE1 2QH	Tim Bostridge Head of Development 020 7525 1222
Link: http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=302&MId=6416&Ver=4		

APPENDICES

No.	Contact
Appendix 1	Site Plans

AUDIT TRAIL

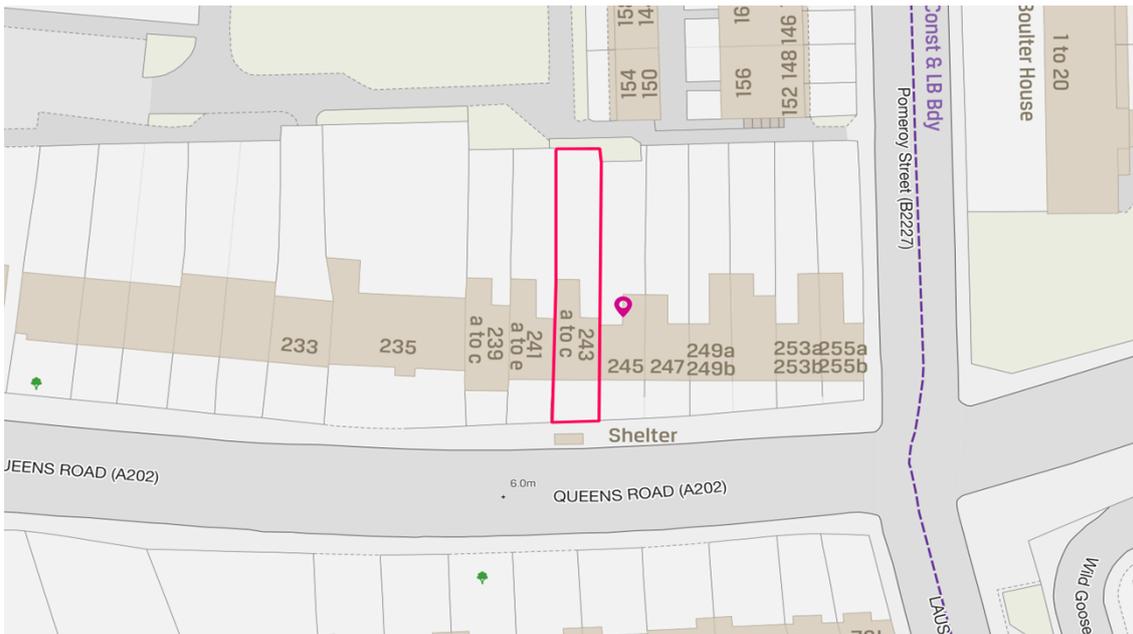
Lead Officer	Michael Scorer, Strategic Director of Housing and Modernisation	
Report Author	Tim Bostridge, Head of Development	
Version	Final	
Dated	4 August 2020	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team		5 August 2020

APPENDIX 1

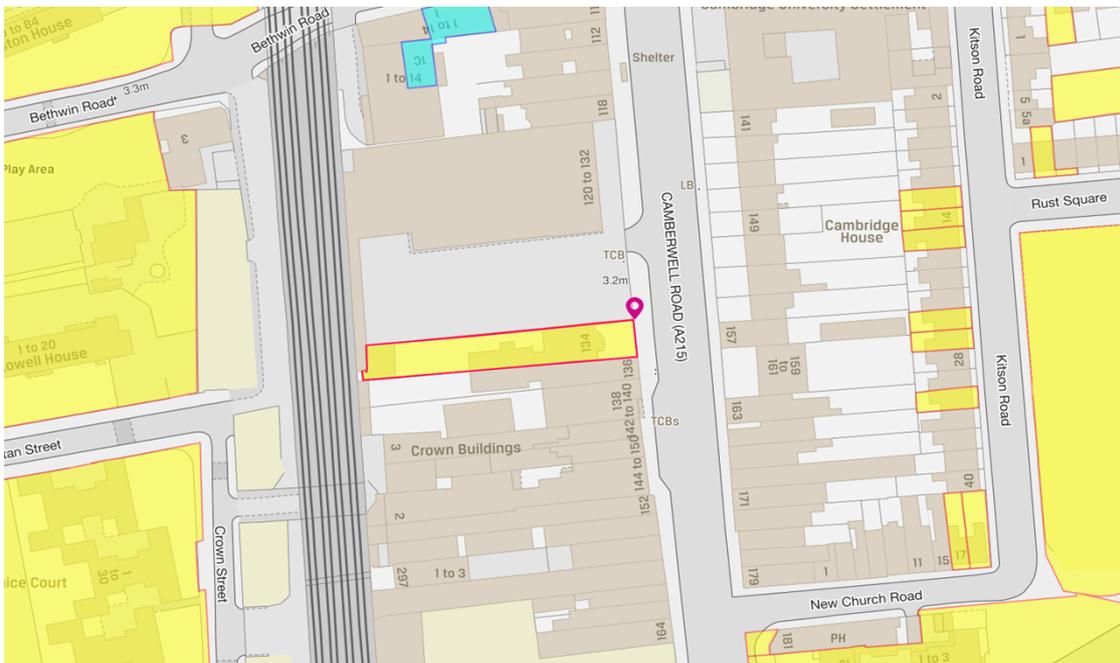
IDM Report July 2020

TA Redevelopment

TEMPORARY ACCOMMODATION - SITE PLAN



243 Queens Road SE15



134 Camberwell Road SE5