



## Homelessness and Rough Sleeping Sub Committee

**Date:** MONDAY, 18 FEBRUARY 2019

**Time:** 11.00 am

**Venue:** COMMITTEE ROOM - 2ND FLOOR WEST WING, GUILDHALL

**Members:** Marianne Fredericks (Chairman)  
Tijs Broeke (Deputy Chairman)  
Randall Anderson  
Mary Durcan  
Alderman Ian Luder  
Benjamin Murphy  
Dhruv Patel OBE  
William Pimlott  
Henrika Priest  
Mark Wheatley

**Enquiries:** Julie Mayer 020 7 332 1410  
[julie.mayer@cityoflondon.gov.uk](mailto:julie.mayer@cityoflondon.gov.uk)

**Lunch will be served in Guildhall Club on the rising of the Sub Committee**  
**NB: Part of this meeting could be the subject of audio or video recording**

**John Barradell**  
Town Clerk and Chief Executive

# AGENDA

1. **APOLOGIES**
2. **MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**
3. **MINUTES**  
To approve the public minutes and non-public summary of the meeting held on 6<sup>th</sup> September 2018.  

**For Decision**  
(Pages 1 - 6)
4. **OUTSTANDING ACTIONS LIST**  
Members are asked to note the Sub Committee's Outstanding Actions List.  

**For Information**  
(Pages 7 - 8)
5. **ROUGH SLEEPING WINTER CAMPAIGN ALTERNATIVE GIVING AWARENESS RAISING CAMPAIGN**  
Report of Director of Community and Children's Services.  

**For Information**  
(Pages 9 - 22)
6. **HOMELESSNESS AND ROUGH SLEEPERS PERFORMANCE REPORT**  
Report of Director of Community and Children's Services.  

**For Information**  
(Pages 23 - 36)
7. **ROUGH SLEEPER PATHWAY UPDATE REPORT**  
Report of Director of Community and Children's Services.  

**For Information**  
(Pages 37 - 42)
8. **STREET COUNT NOVEMBER 2018 - ANALYSIS AND LEARNING**  
Report of Director of Community and Children's Services.  

**For Information**  
(Pages 43 - 52)
9. **POLICE UPDATE**  
Report of Director of Community and Children's Services.  

**For Information**  
(Pages 53 - 56)

10. **ROUGH SLEEPING LEGISLATION**  
Report of Director of Community and Children's Services.  

**For Information**  
(Pages 57 - 60)
11. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**
12. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**  

**For Decision**
13. **EXCLUSION OF THE PUBLIC**  
MOTION – that, under Section 100(a) of the Local Government Act 1972, the public be excluded from the meeting for the following items on the grounds that they involve the likely disclosure of exempt information as defined in Part 1 of Schedule 12A of the Local Government Act  

**For Decision**
14. **NON-PUBLIC MINUTES**  
To approve the minutes of the non-public meeting held on 14 December 2018.  

**For Decision**  
(Pages 61 - 62)
15. **OUTSTANDING ACTIONS (NON-PUBLIC)**  
Members are asked to note the Sub-Committee's outstanding actions list.  

**For Information**  
(Pages 63 - 64)
16. **WHAT DO WE NEED? A SERVICE OPTIONS APPRAISAL**  
Report of Director of Community and Children's Services.  

**For Information**  
(Pages 65 - 74)
17. **QUESTIONS RELATING TO THE WORK OF THE SUB COMMITTEE WHILE THE PUBLIC ARE EXCLUDED**
18. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT WHILST THE PUBLIC ARE EXCLUDED**

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## HOMELESSNESS AND ROUGH SLEEPERS SUB COMMITTEE

Friday, 14 December 2018

**Minutes of the meeting of the Homelessness and Rough Sleepers Sub Committee held at the Guildhall EC2 at 10.30 am**

### **Present**

### **Members:**

#### **Members:**

Marianne Fredericks (Chairman)  
Tijs Broeke (Deputy Chairman)  
Randall Anderson  
Mary Durcan

Alderman Ian Luder  
Dhruv Patel OBE  
William Pimlott

#### **Officers:**

Andrew Carter	- Director of Community and Children's Services
Simon Cribbens	- Community & Children's Services
Chris Pelham	- Community and Children's Services
Glory Nyero	- Community and Children's Services
Russell Pengelly	- City of London Police
John Peacock	- City of London Police
Chandni Tanna	- Town Clerk's
Julie Mayer	- Town Clerk's

### **1. APOLOGIES**

Apologies were received from Henrika Priest and Benjamin Murphy.

### **2. MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT**

There were no declarations.

### **3. MINUTES**

The minutes of the meeting held on 6 September 2018 were approved as a correct record.

### **4. OUTSTANDING ACTIONS**

Members received the Sub Committee's Outstanding Actions list and noted that the items contained therein had either been covered by the Awayday on 15<sup>th</sup> October 2018; were on today's agenda or had been scheduled for the next meeting of the Sub Committee in February 2019.

## 5. **PERFORMANCE REPORT**

Members received a report of the Director of Community and Children's Services which informed Members of the level and nature of homelessness and rough sleeping activity, within the City of London Corporation, during Quarter 2 of 2018/19.

During the discussion on this item, the following points were noted.

1. The pan-London figures from the Annual Count had been embargoed until the end of January. Members suggested checking the 2011 Census records for a comparison.
2. Graph 1 in the report set out regional and season trends. Members noted that the City's figures were lower but neighbouring boroughs had seen an increase; with the City likely to follow in the next quarter.
3. The City doesn't have the same level of chaotic residential communities as surrounding boroughs and rough sleepers often travelled long distances into the City. Members noted some commonality with Westminster, although their numbers were far higher. It was agreed that Camden could be a good comparator, given its similar railway hubs and night-time economy.
4. Members asked if they could be given information over 2 or 3 quarters. Officers advised that most pathways off the streets were shorter term in the first instance, with longer term accommodation generally provided outside the City but a clearer breakdown could be provided in future reports.
5. Figures for 'No Second Night Out' were fairly low in the City and officers advised that CHAIN (Combined Homelessness and Information Network) data at source was not qualified. Furthermore, help was sometimes refused or hubs were full. In the case of the latter, Members requested a better understanding of what would be required in respect of resources; i.e. spaces available at the hubs and whether pathways beyond were being provided. Members were keen to know outcomes, wherever possible, and this had been discussed at the Member Away Day in October.
6. Members noted that the GLA defined many cohorts and categories of rough sleepers; with RS -205 representing the highest level of need. The recent uplift agreed by the Resource Allocation (RA) Sub Committee was based on this group. Officers advised that CHAIN data was recorded wherever rough sleepers were contacted in London. Officers generally found this data helpful and it had formed the basis of the successful RA Sub bid for additional funding.

RESOLVED, that – the report be noted.

6. **UPDATE ON THE ANNUAL COUNT**

The Assistant Director, People, was heard and, as discussed during the previous report, Members noted that this information was embargoed until the New Year. Officers advised that the Count had a very specific and thorough methodology, different to normal outreach work, with the outcomes likely to influence future outreach work. Members would receive a full report at their next meeting, once the Count data had been analysed.

RESOLVED, that - the report be noted.

7. **ROUGH SLEEPING INITIATIVE**

Members received a report of the Director of Community and Children's services which summarised progress in meeting the Ministry of Housing, Communities and Local Government (MHCLG) Rough Sleeping Initiative Fund Objectives. Members noted that a new Co-ordinator was now in post in the team.

RESOLVED, that – the report be noted.

8. **ASSESSMENT HUB ACTIVITY UPDATE**

Members received a report of the Director of Community and Children's Services which summarised the Rough Sleeper Assessment Hub activity co-funded by the Ministry for Housing, Communities and Local Government through the Rough Sleeping Initiative Fund. The report covered the period between September and November 2018. Members noted that the latest hub would start this Sunday and last until 21<sup>st</sup> December. Crisis at Christmas would then open between 23<sup>rd</sup> and 29<sup>th</sup> December and rough sleepers in the City would be directed there. There would also be a full outreach rota over the Christmas period. Any Members who wanted to visit the Hub, were asked to contact Will Norman, the Homelessness Manager.

RESOLVED, that – the report be noted.

9. **WINTER PLANNING REPORT 2018-19**

Members received a report of the Director of Community and Children's Services which set out the preparations made and work currently underway to ensure that the City of London were protecting the wellbeing of rough sleepers through the forthcoming winter months. The report covered the period November 2018 to March 2019.

During the discussion on this item, the following points were noted:

1. Local Democracy had a positive visit to St Mungo's the previous day and the Times also featured their work.
2. SWEP (Severe Weather Emergency Plan) was activated at zero degrees or 'feels like' zero degrees.
3. The City of London Corporation were supporting the Mayor's Winter Campaign '*#Help London's Homeless*' and Members noted the advert

which appeared in 'City Matters'. The social media campaign would run throughout December and January. Members were also keen to promote a strong message about what the City was doing and noted that they would receive a further report on the Communications Strategy, as part of the wider Winter Campaign for 2018/19. Officers agreed to look at the twitter feeds for any active reporting of rough sleepers.

4. The Mayors' campaign had raised £30,000 in the last 3 weeks and 'Tap London' had been installed at 39 locations across London, close to begging hot spots. Currently there were just 2 tapping spots in the City but they would be rolled out if the campaign was successful and Members would receive an update report on alternative giving at a future meeting, once a full evaluation of the Winter Campaign and its costs were available.
5. Street link had a contact number but were encouraging on-line reporting as this was more effective than staffing a 24 hour phone line. Members noted that the Chairman was due to meet with Street link next week.
6. There were a number of empty TfL advertising spaces and Members were encouraged to write to the Mayor of London about this. Officers advised that the City Corporation intended to increase coverage in the City.

RESOLVED, that – the report be noted.

**10. HOMELESSNESS AND ROUGH SLEEPERS 2019-2023 STRATEGY PROJECT PLAN**

Members received a report of the Director of Community and Children's Services which set out a project plan and consultation timeline for developing the 2019-23 Homelessness and Rough Sleepers Strategy.

RESOLVED, that – the report be noted.

**11. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

There were no questions.

**12. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

Members noted that the Police would have a standing agenda item at future Sub Committee Meetings. The Police Officers in attendance advised that Operation Luscombe (begging) had been working well, with a visible reduction in hot spots. Member noted that the operation was developing intelligence in respect of begging gangs but this required a different policing approach to Luscombe, with different resource implications.

The British Transport Police had been working closely with the City Police, particularly in the Liverpool Street area. The Police were also in discussion with the Licensing Team in respect of supermarket sales of cheap alcohol but Members noted that a policy change in this area could take some time.

13. **EXCLUSION OF THE PUBLIC**

RESOLVED, that – under Section 100(a) of the Local Government Act 1972, the public be excluded from the meeting for the following items on the grounds that they involve the likely disclosure of exempt information as defined in Part 1 of Schedule 12A of the Local Government Act.

**Agenda Item**  
15

**Paragraph No**  
1,2 & 3

14. **QUESTIONS RELATING TO THE WORK OF THE SUB COMMITTEE WHILE THE PUBLIC ARE EXCLUDED**

There were no questions.

15. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT WHILST THE PUBLIC ARE EXCLUDED**

One item was discussed.

Next meeting 18 February 2019 at 11 am

**The meeting closed at 11.25 am**

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Chairman

**Contact Officer: Julie Mayer 020 7 332 1410  
julie.mayer@cityoflondon.gov.uk**

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## Homelessness and Rough Sleepers Sub Committee – Outstanding Actions – December 2018 update

Date and Agenda item	Action	PROGRESS UPDATE
Performance Report 14.12.18	<ol style="list-style-type: none"> <li>1. Members would receive a full report at their next meeting, once the Count data had been analysed.</li> <li>2. Members suggested checking the 2011 Census records for a comparison and that Camden might also be a good comparator.</li> <li>3. Members requested information over 2 or 3 quarters with a clearer breakdown, if possible.</li> <li>4. Members requested a better understanding of what would be required in respect of resources; i.e. spaces available at the hubs and whether pathways beyond were being provided; and to be advised of outcomes, wherever possible.</li> </ol>	On Work Plan for February 2019
Winter Planning Report 2018/19  14.12.18	Members to receive a further report on the Communications Strategy, as part of the wider Winter Campaign for 2018/19 and an update report on alternative giving, also at a future meeting, once a full evaluation of the Winter Campaign and its costs were available.	On Work Plan for February 2019.

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<b>Committee:</b> Rough Sleeping and Homelessness Sub-Committee	<b>Dated:</b> 18/02/2019
<b>Subject:</b> Rough Sleeping Winter Campaign Alternative Giving Awareness-Raising Campaign	<b>Public</b>
<b>Report of:</b> Andrew Carter, Director of Community and Children's Services	<b>For Information</b>
<b>Report author:</b> Sofia Sadiq, Interim Strategic Communications and Engagement Manager, Department of Community and Children's Services (DCCS)	

## Summary

This report covers two areas of activity. First, it provides an update on the winter awareness campaign, and second, it seeks approval of the approach to the Alternative Giving awareness campaign, in order to raise this issue with the general public and City Corporation employees.

## Recommendations

Members are asked to:

- Note the Rough Sleeping campaign update
- Endorse the Alternative Giving proposal.

## Main Report

### Background

1. The Department of Community and Children's Services (DCCS) ran a campaign with the Greater London Authority (GLA) from December 17, 2018 to 4 February 2019, displayed on kiosks and digital screens at City mainline stations, including Liverpool Street and other high footfall areas. This is part of a campaign to reduce long-term rough sleeping and improve access and support for those who require specialist professional intervention.
2. Please refer to the appendices for the list of the locations of the kiosks and digital screens in the City of London.

### Communications Channels

3. The DCCS has used the following communication channels to raise awareness of the Rough Sleeping campaign:
  - Advertisement placed in *City AM* on 29 November, 2018 and 10 January. 2019 – reaching a potential readership of 399,000 weekly (target audience is City workers)

- Advertisement placed in *City Matters* on 12 December, 2018 – reaching a potential readership of 30,000 weekly (target audience is City residents)
- An article in *Cityview* in December, 2018- aimed at key political and economic stakeholders, city businesses and residents (25,000 copies are printed twice a year)
- An article in *City Resident* in April which is distributed to residents in the Square Mile.
- Four social media channels – Squarehighways, City of London and the Estate feeds.

### **Campaign Impacts – Kiosks and Digital Screens**

4. All 15 kiosks fall within the same area, so they all carry the same impact score of 15,000 per week. The digital screen campaign was set to deliver 1.6 million impressions, plus any additional or spare inventory over the festive period. To date the campaign has delivered 11,385 million impressions from all the digital screens in the stations.

### **Money raised through Mayor’s Rough Sleeping Campaign**

- £35,000 – TAP London
  - £75,839 - Go Fund Me
  - £72,000 - two corporate donations
  - 5,754 referrals to StreetLink (during the campaign period)
5. The GLA has not been able to provide a per location amount, due to confidentiality with the location partners. The total amounts given are the only information they have provided. Lessons from the campaign will be collected a few weeks after the end of the winter campaign in March 2019 and will then be provided to the DCCS.

### **Current Position**

6. Metrics show that the winter awareness campaign was well received by the public and businesses in the City. Referrals to StreetLink rose steadily over the course of the campaign.
7. The GLA continues to review impact from the winter awareness campaign and will provide the DCCS with all the learning in March 2019.
8. Alongside ongoing referral awareness, the DCCS is continuing to expand its awareness-raising work to promote alternative giving.
9. The DCCS proposes to launch its Alternative Giving campaign in late spring 2019. This will enable the DCCS to:

- use the learning from the GLA alternative giving pilot with TAP London to ensure that campaign materials meet business needs while highlighting alternative giving as a positive solution
- use learning from the Heart of London Business Alliance which represents the business improvement district for London's West End (from Charing Cross Road to The Ritz on Piccadilly). The alliance funded 12 TAP units across the West End. Their involvement was driven by their business members who fund their organisation and wanted to do something to help tackle the increase in homelessness in central London
- use learning from the Cheapside Business Alliance through their own Tap London initiative with the City of London.

### **Proposal – Phase 1 (Late Spring/Summer)**

10. Build consensus for the Alternative Giving campaign and identify key messages to engage target audiences and drive change.
11. Launch the Alternative Giving campaign in late Spring. Please refer to the Communications Plan in the Appendices which outlines the key elements of the campaign.
12. The DCCS will continue to survey all businesses to collect quantitative data and qualitative responses to determine:
  - whether the awareness campaign has raised business awareness of the complexities surrounding begging
  - whether the campaign has changed people's thinking or behaviour in terms of how they donate
  - what materials or content businesses would like in the future (should the campaign be repeated).

### **Phase 2 (Autumn/Winter)**

13. As part of phase two of the campaign, the DCCS will be incorporating outcomes-based qualitative evidence into our recording, as appropriate, to investigate audience behaviour change resulting from the campaign. This activity will take the form of:
  - a. public surveys, feedback forms at public engagement events, and with partners at meetings/events
  - b. benchmarking with other similar-sized local authorities, such as Westminster and/or Tower Hamlets, taking into account differences in demographic size/scale of the issues to compare our performance and identify what improvements to make

- c. revisiting service key performance indicators (KPIs) to determine communication KPIs that will support this work and enable us to better show impact/return on investment.

## **Governance**

14. This work will be presented to and be overseen by the Rough Sleeping Strategy Group and will be a standing item at those meetings. Updates will also be brought to the Members' Group.
15. The DCCS recommends the above approach as it offers a number of benefits. It will:
  - enable us to test the TAP London technology and produce a benchmark for donations
  - enable us to build links with businesses and other strategic partners in the City of London
  - allow us to play a leading role in a regional strategic approach with the GLA. Please note: the DCCS will use the charitable consortium already established by the GLA
  - enable us to support the Mayor of London's Alternative Giving agenda and consolidate our strategic working partnership with the GLA, which we will build on in the future.

## **Implications**

16. **Campaign timing** – The DCCS should ensure that it runs the Alternative Giving campaign when there is enough data to support all campaign activities. By proceeding with the recommended option, we would ensure that we are spreading the right messages and highlighting alternate giving as a positive solution.
17. **Cultural sensitivities** – It is evident that the conversation around alternative giving and begging continues to have a sensitivity around it, with many differing viewpoints. The communications campaign for Alternative Giving will ensure that all materials retain a clear, strong message while remaining sensitive to the issue.
18. There are no legal, property or human resources implications.

## **Conclusion**

19. The DCCS is seeking approval to progress with the recommended approach to the Alternative Giving campaign. The Communications Plan (see appendices), can only be delivered once we are able to use all the learning from TAP London, the GLA and the Business Improvement Districts which are all involved in raising awareness of alternative giving.

## **Appendices**

- Location of Kiosks and Digital Screens
- Breakdown of Campaign Impacts per Kiosk
- Digital Screens
- *CityView* article
- *City Am* Display Ad
- Communications Plan

### **Sofia Sadiq**

Interim Strategic Communications and Engagement Manager  
Department of Community and Children's Services

E: [sofia.sadiq@cityoflondon.gov.uk](mailto:sofia.sadiq@cityoflondon.gov.uk)

## Locations of Kiosks and Digital Screens

### Kiosks

Site Name	Proof of Posting Image
Outside 128-129 Nr Wood St Cheapside London	<a href="https://post.primesight.co.uk/images/pop_images/01236242.JPG">https://post.primesight.co.uk/images/pop_images/01236242.JPG</a>
Pco Eastcheap London	<a href="https://post.primesight.co.uk/images/pop_images/01236243.JPG">https://post.primesight.co.uk/images/pop_images/01236243.JPG</a>
Cheapside St Pauls Stn RHS	<a href="https://post.primesight.co.uk/images/pop_images/01236241.JPG">https://post.primesight.co.uk/images/pop_images/01236241.JPG</a>
O/S Barclays Bank Moorgate London	<a href="https://post.primesight.co.uk/images/pop_images/01230568.JPG">https://post.primesight.co.uk/images/pop_images/01230568.JPG</a>
O/S Pret A Manger 140 Bishopsgate London	<a href="https://post.primesight.co.uk/images/pop_images/01230572.JPG">https://post.primesight.co.uk/images/pop_images/01230572.JPG</a>
O/S Accessorize (84) Cheapside London	<a href="https://post.primesight.co.uk/images/pop_images/01230564.JPG">https://post.primesight.co.uk/images/pop_images/01230564.JPG</a>
O/S Bucklersbury House (3) Queen Victoria Street London	<a href="https://post.primesight.co.uk/images/pop_images/01230566.JPG">https://post.primesight.co.uk/images/pop_images/01230566.JPG</a>
Pco Eastcheap London	<a href="https://post.primesight.co.uk/images/pop_images/01230573.JPG">https://post.primesight.co.uk/images/pop_images/01230573.JPG</a>
O/S HSBC No.60 Queen Victoria Street London	<a href="https://post.primesight.co.uk/images/pop_images/01230570.JPG">https://post.primesight.co.uk/images/pop_images/01230570.JPG</a>
Pco Giltspur Street London	<a href="https://post.primesight.co.uk/images/pop_images/01230571.JPG">https://post.primesight.co.uk/images/pop_images/01230571.JPG</a>
O/S Aviva Fenchurch Street London	<a href="https://post.primesight.co.uk/images/pop_images/01230574.JPG">https://post.primesight.co.uk/images/pop_images/01230574.JPG</a>
Jcn Rising Sun Court Long Lane London	<a href="https://post.primesight.co.uk/images/pop_images/01230563.JPG">https://post.primesight.co.uk/images/pop_images/01230563.JPG</a>
O/S Cards Galore London Wall London	<a href="https://post.primesight.co.uk/images/pop_images/01230565.JPG">https://post.primesight.co.uk/images/pop_images/01230565.JPG</a>
Jct London Wall Aldersgate Street London	<a href="https://post.primesight.co.uk/images/pop_images/01230567.JPG">https://post.primesight.co.uk/images/pop_images/01230567.JPG</a>
Pco Finsbury Circus London	<a href="https://post.primesight.co.uk/images/pop_images/01230569.JPG">https://post.primesight.co.uk/images/pop_images/01230569.JPG</a>

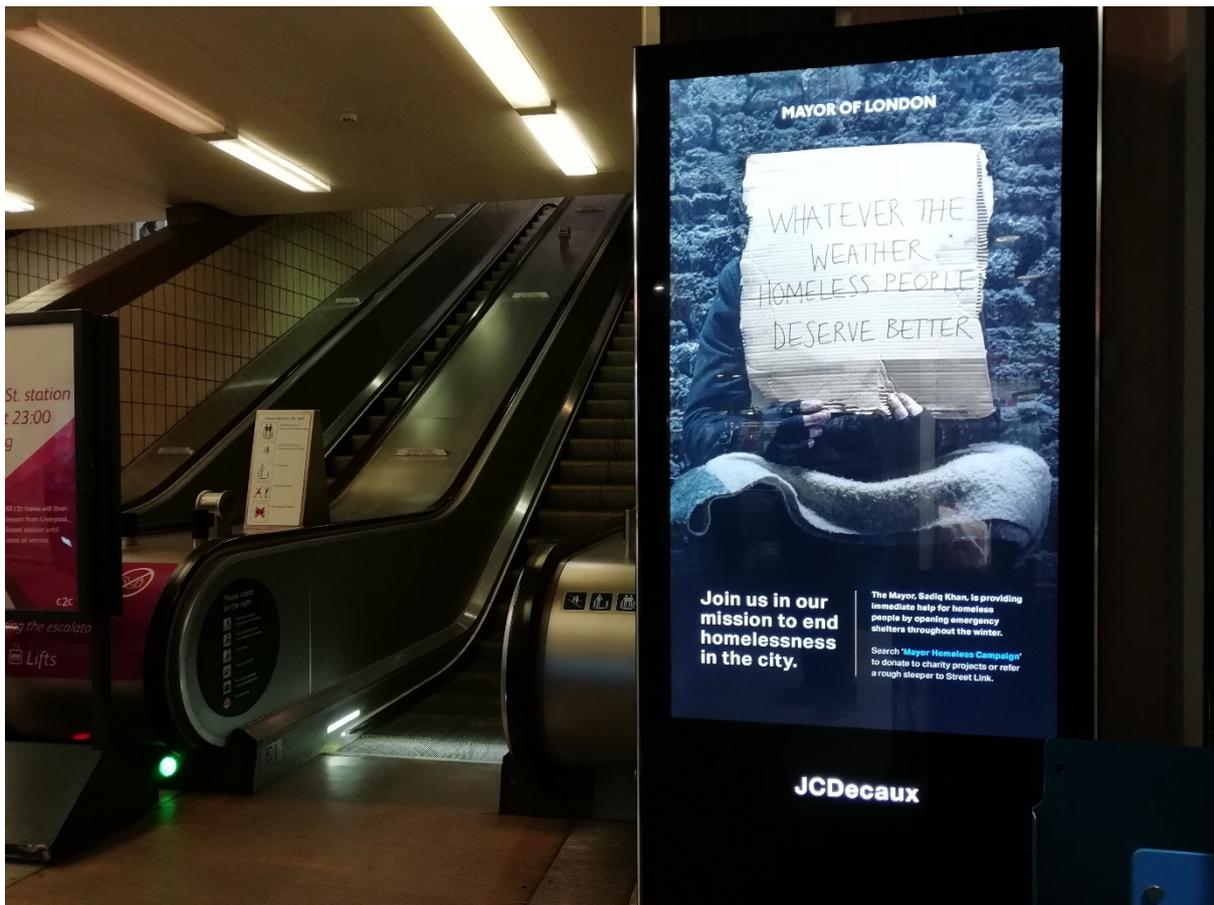
### City Mainline Stations

- Liverpool Street (4 digital screens)
- Fenchurch Street (3 digital screens)
- Cannon Street (5 digital screens)
- Blackfriars (7 digital screens)

## Breakdown of Campaign Impacts per Kiosk

Panel Name	Start	Finish	IMPACTS PER WEEK	TOTAL IMPACTS OVER PERIOD
Pco Eastcheap London	31/12/2018	13/01/2019	15 000	15 000
O/S Pret A Manger 140 Bishopsgate London	17/12/2018	30/12/2018	15 000	15 000
O/S Accessorize (84) Cheapside London	17/12/2018	30/12/2018	15 000	15 000
Pco Eastcheap London	17/12/2018	30/12/2018	15 000	15 000
O/S Aviva Fenchurch Street London	17/12/2018	30/12/2018	15 000	15 000
O/S Cards Galore London Wall London	17/12/2018	30/12/2018	15 000	15 000
O/S Barclays Bank Moorgate London	17/12/2018	30/12/2018	15 000	15 000
Pco Finsbury Circus London	17/12/2018	30/12/2018	15 000	15 000
O/S HSBC No.60 Queen Victoria Street London	17/12/2018	30/12/2018	15 000	15 000
O/S Bucklersbury House (3) Queen Victoria Street London	17/12/2018	30/12/2018	15 000	15 000
Jct London Wall Aldersgate Street London	17/12/2018	13/01/2019	15 000	30 000
Pco Giltspur Street London	17/12/2018	30/12/2018	15 000	15 000
Jcn Rising Sun Court Long Lane London	17/12/2018	13/01/2019	15 000	30 000
Cheapside St Pauls Stn RHS	31/12/2018	13/01/2019	15 000	15 000
Outside 128-129 Nr Wood St Cheapside London	31/12/2018	27/01/2019	15 000	30 000
			<b>225 000</b>	<b>270 000</b>

## Digital Screens:



JCDecaux

MAYOR OF LONDON

WHATEVER THE  
WEATHER  
HOMELESS PEOPLE  
DESERVE BETTER

Join us in our  
mission to end  
homelessness  
in the city.

The Mayor, Sadiq Khan, is providing immediate help for homeless people by opening emergency shelters throughout the winter.

Search "[Mayor Homeless Campaign](#)" to donate to charity projects or refer a rough sleeper to Street Link.

## CityView Article

### First night out, last night out

Now we are well and truly in the winter period, the City Corporation is again looking for help in spotting rough sleepers across the City and ensure that more of those who arrive new to the streets, spend no more than one night out.

The City Corporation's outreach team, led by St Mungo's, can help rough sleepers access specialist accommodation and support services with the aim of reducing long term rough sleeping as well as dealing with those who require specialist professional intervention.

If you are concerned about a rough sleeper you can report via



[streetlink.org.uk](http://streetlink.org.uk), by downloading the app or calling 0800 500 0914. This will help us respond that much quicker and enable better targeting of outreach services for vulnerable rough sleepers and support enforcement where outreach and engagement have been refused. ▲

**MORE INFORMATION**  
[cityoflondon.gov.uk/roughsleepers](http://cityoflondon.gov.uk/roughsleepers)

# HELP US LOOK OUT FOR ROUGH SLEEPERS THIS WINTER

**Our outreach team, led by St Mungo's, can:**

- help rough sleepers access specialist accommodation and support services
- reduce long term rough sleeping
- help those who require specialist professional intervention

Reporting a rough sleeper helps us respond that much quicker and enable better targeting of outreach services for vulnerable rough sleepers

You can report via [streetlink.org.uk](http://streetlink.org.uk) or by downloading the **StreetLink** app

[www.cityoflondon.gov.uk](http://www.cityoflondon.gov.uk)

[f@cityoflondoncorp](https://www.facebook.com/cityoflondoncorp) | [t@cityoflondon](https://twitter.com/cityoflondon)

**St Mungo's**  
Ending homelessness  
Rebuilding lives



## Communications Plan

Based on discussions with TAP London, the GLA and the other Business Improvement Districts involved in raising awareness of alternative giving, the DCCS recommends running an awareness-raising campaign around alternative giving in the City as outlined in the table below.

Timing	Suggested headline activity	Audience
Spring 2019 April - May	Awareness billboard /poster campaign	All
End May	Final promotional push of campaign, using corporate/departmental/partner channels to maximise reach/profile	All
Spring 2019	Public/staff survey on recent campaign to provide quantitative and qualitative data on: <ul style="list-style-type: none"> <li>• awareness – of the issue in the City</li> <li>• engagement – likelihood of making referral/donating to registered charities (behavioural change)</li> <li>• impact – of billboard marketing (number of times seen, general visibility in City)</li> <li>• improvements/suggestions.</li> </ul>	All
Spring 2019	With TAP London, the DCCS runs a promoted Alternative Giving campaign targeting City businesses.	Businesses
Spring 2019	Identify businesses in the City to locate TAP Units	BIDs
Spring 2019	Advertisement placed in <i>City Matters</i>	Businesses
Throughout year	Members/senior City Corporation figures to raise the issue and prevention agenda at appropriate meetings	Business leaders
Throughout year	Residents' meetings	Residents
Throughout year	Through business CSR leads, increase number of corporate volunteering opportunities/building up partnership links (City Brokerage/Link)	Businesses
Throughout year – monthly	City Business Forums (City Police led) – promote/display materials and campaign messages	Businesses
Spring/ Summer	Briefing session – key messages, forthcoming activity, key asks	Members
Spring/ Summer	Adaptation of winter awareness campaign – what summer-specific risks/issues do rough sleepers face? What summer-specific support can people provide? Seasonal begging?	All
Spring/ Summer	Awareness stall at City-wide residents' meeting (May)	Residents
Summer Autumn	Quarterly update in Business Healthy newsletter (need new 'hook' each time)	Businesses
Autumn	(Pan-London) round table event with TAP London, 'sponsored' by City Corporation	Business leaders

Autumn/ Winter	Wider City-Corporation staff awareness sessions / stall	City corporation staff
Winter 2019/20	Option one: Re-running City-specific winter awareness digital screens using corporate/departmental/partner channels to maximise reach/profile.  Option two: Join up with GLA and other key partners on pan-London campaign.	All
Throughout the year	Accompanying social media campaign	All

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<b>Committee</b>	<b>Dated:</b>
Homelessness and Rough Sleepers Sub-Committee Rough Sleepers Strategy Group	18/02/2019 22/01/2019
<b>Subject:</b> Homelessness and Rough Sleepers Performance Report	<b>Public</b>
<b>Report of:</b> Andrew Carter, Director of Community and Children’s Services	<b>For Information</b>
<b>Report author:</b> Tinu Williamson-Taylor, Senior Performance Analyst	

## Summary

This report informs Members of the level and nature of homelessness and rough sleeping activity within the City of London during the third quarter (Q3) of 2018/19.

During this period, the number of rough sleepers in the City of London increased significantly, bucking the recent trend. There had been a sustained reduction in the number of rough sleepers until this period, demonstrating effectiveness in the support provided to settle some members of this group. Unfortunately, Q3 appears to show a reversal of this trend. The outreach team and corporation officers are discussing options to better address the new situation.

The increased number of rough sleepers can be largely attributed to the increased number of those categorised as new rough sleepers. They account for almost 50% of the rough sleeping population this quarter, compared with 20% in Q2. It should be noted however, that there is some evidence that the increased number of new rough sleepers may have been exaggerated by those unknown to the team at the time they were seen.

Almost eight in 10 of new rough sleepers reported in the period did not spend a second night out, demonstrating improvement in performance compared with the previous quarter. Seven of the new rough sleepers joined the longer-term living on the street cohort and the number of RS205 clients,<sup>1</sup> those most entrenched and hard-to-help people increased slightly to 11 this quarter.

## Recommendation

Members are asked to:

- Note the report.

## Main Report

### Background

1. This report sets out information relating to homelessness and rough sleeping for the Q3 period, October 2018 to December 2018.

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<sup>1</sup> RS205 (rough sleepers 205) clients are identified as the most entrenched and prolific and hard-to-help rough sleepers

- Rough sleeping is a form of homelessness and, according to the Combined Homelessness and Information Network (CHAIN)<sup>2</sup>, rough sleepers are: “people sleeping, or bedded down, in the open air (such as on the streets, or in doorways, parks or bus shelters); people in buildings or other places not designed for habitation (such as barns, sheds, car parks, cars, derelict boats, stations, or 'bashes)”. For the purpose of this report, the definitions of the three categories of rough sleepers considered are described in Table 1.

**Table 1: Categories of rough sleepers**

<b>New rough sleepers</b>	Those who had not been contacted by outreach teams and identified as rough sleeping before the period.
<b>Living on the streets</b>	Those who have had a high number of contacts over three weeks or more, which suggests that they are living on the streets.
<b>Intermittent rough sleepers</b>	People who were seen rough sleeping at some point before the period began, and who were contacted in the period – but not seen regularly enough to be ‘living on the streets’.

Source: CHAIN Quarterly Report

### Total rough sleeping

- During the period October to December 2018, the number of individual rough sleepers in the City increased significantly by 99 people to 212 this quarter, indicating an increase of 87% from Q2. This compares with only 6% across London and is well above that for all other comparative local authorities.
- This significant spike in the number of rough sleepers is being investigated by the outreach team and corporation officers, and the way this data is presented next quarter may differ as a result.

**Table 2: Number of rough sleepers’ trend - 2018/19**

	2018/19			
	Q1	Q2	Q3	Q2 to Q3 % change
City of London	125	113	212	87.6%
Southwark	135	171	152	-11.1%
Tower Hamlets	98	137	76	-44.5%
Camden	248	281	298	6.0%
Westminster	774	836	905	8.3%
London	2595	3103	3289	6.0%

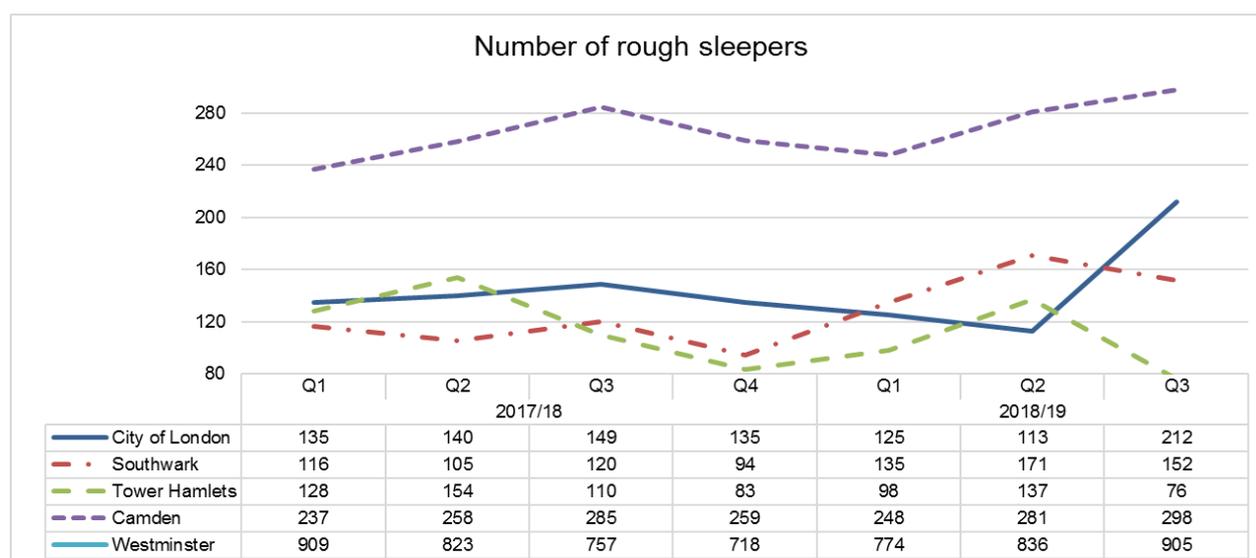
- The proportionate increase in the total number of rough sleepers from Q2 was significantly higher in the City this quarter, *plus* 87% compared with Southwark and Tower Hamlets. Both councils witnessed a decrease in the total number of rough

<sup>2</sup> CHAIN is a multi-agency database recording information about rough sleepers and the wider street population in London.

sleepers by *minus* 11% and *minus* 44% respectively. Westminster also saw a small increase (69 people) in Q3 compared with numbers reported in Q2.

- The increased total number of rough sleepers is due to the significant rise in the number of new rough sleepers reported this quarter. It is thought that the difficulties experienced by workers to identify and categorise some sleepers when they are deep in sleep with their faces covered may have contributed to most being reported as new rough sleepers, when in fact they could be intermittent returners.

**Graph 1: Number of rough sleepers**



- The 212 rough sleepers reported during this quarter is the highest ever reported for the City of London. This population consist of:
  - 99 people (47%) new rough sleepers
  - 66 (31%) longer-term rough sleepers described as ‘living on the streets’, of which 11 people were identified as part of the most entrenched hard-to-help RS205 clients
  - 54 (25%) people who sleep rough intermittently and have returned to the streets (as defined in Table 3).

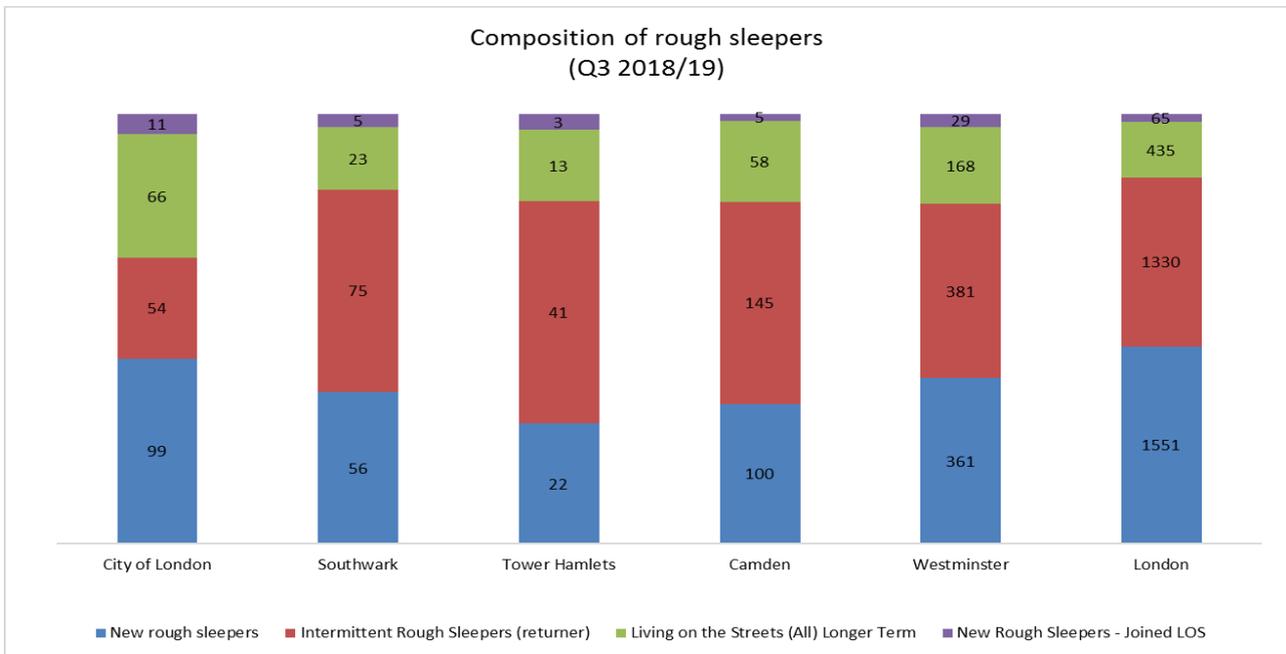
**Table 3: Composition of rough sleepers in Q3 2018/19**

	New rough sleepers	Intermittent rough sleepers (returner)	Living on the streets (LOS) (all) longer term	New rough sleepers - joined LOS <sup>3</sup>	Total
City of London	99	54	66	7	212
Southwark	56	75	23	2	152
Tower Hamlets	22	41	13	0	76
Camden	100	145	58	5	298
Westminster	361	381	168	5	905
London	1,551	1,330	435	27	3,289

<sup>3</sup> New rough sleepers - Joined LOS = New rough sleepers who have joined the living on the street’s cohort. This category is counted in two categories (new rough sleeper and the living on the streets categories) so the overall total will only include these figures once to avoid double counting.

8. The proportion of sleepers that are new (47%) in the City of London during Q3 is in line with the London-wide average of 47%, and above that of all other benchmarking local authorities.

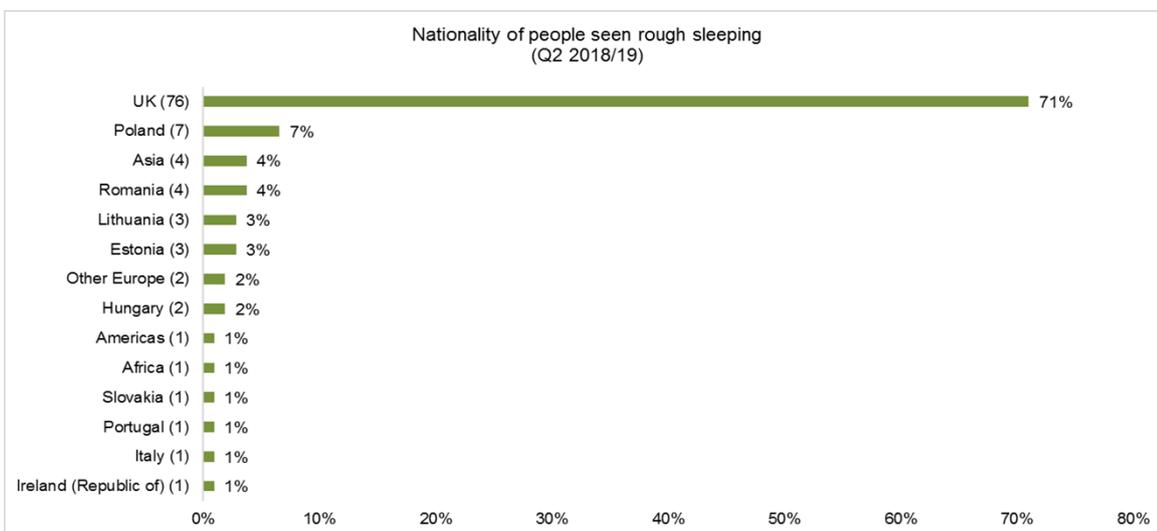
**Graph 2: Composition of rough sleepers during Q3 2018/19**



### Nationality of rough sleepers

9. People of UK nationality made up about three quarters of the rough sleeping population in quarter 2. Those from Central and East Europe account for 13% of which those from Poland are the largest group. *Please note that nationality data for Q3 is yet to be released.*

**Graph 3: Nationality of rough sleepers during Q2 2018/19**

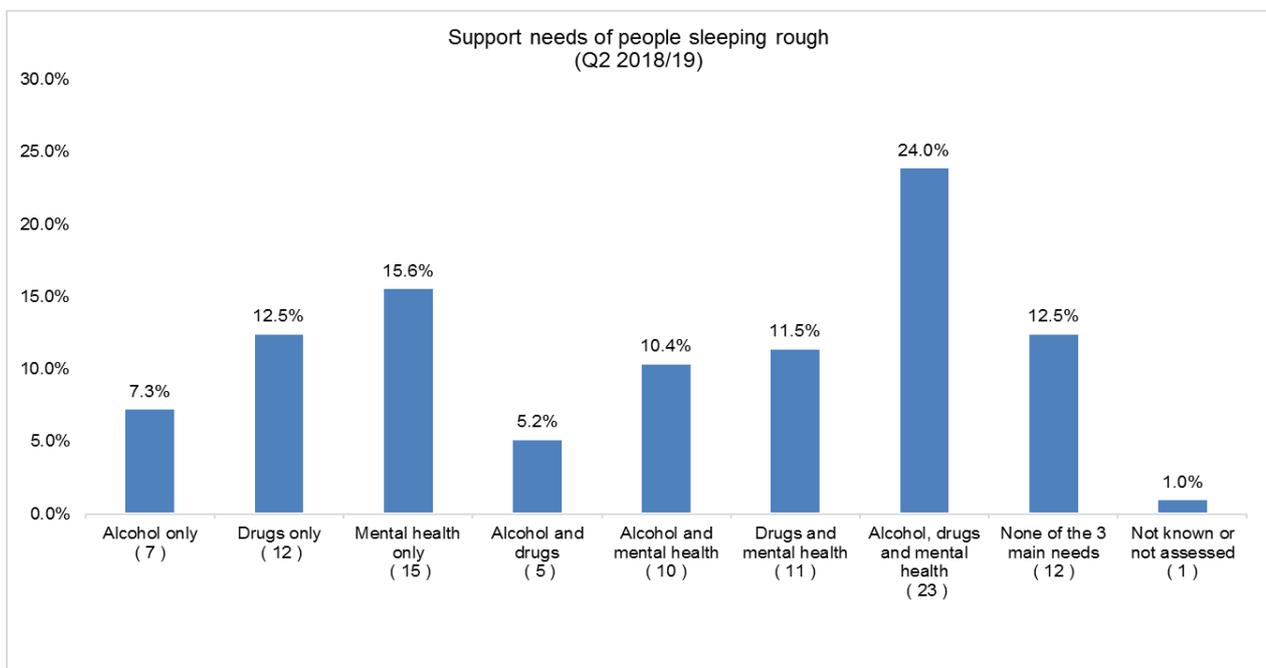


- The ethnic profile and distribution are not entirely dissimilar to that of the City, as reported in the 2011 national census, where 61% of those aged 25 and above were of White-UK ethnic origin, 5% where Asians and 20% where White-Other, including White Europeans.

### Support needs of rough sleepers

- Fifty-nine (61%) rough sleepers during Q2 were supported for mental health needs. This is followed by those with drug (53%) and alcohol (47%) problems. Twenty-three people (24%) were supported for all three needs. Twelve people had none of the three main category of needs. Plans are being made to survey and audit rough sleepers about their specific drug use which will inform the specific range of support required. *Please note that support needs data for Q3 is yet to be released.*

**Graph 4: Support needs of rough sleepers during Q2 2018/19**



### New rough sleepers

- There has been a consistent reduction in the number of new rough sleepers reported for the City of London in recent quarters. However, this trend was bucked in Q3 with an increase of over 300% from previous quarter. This spiked increase is unusual for the City and may be explained by some difficulties encountered with exact identification of some rough sleepers at the time of contact, and were often unknown but reported as new.
- It is also important to note that the period also saw (on 29 November) the national street count of rough sleepers. This task utilises volunteers and operates between midnight and 4.00am. This means that many more rough sleepers are recorded as known than we would normally expect on a single night.
- Retrospective analysis of the CHAIN data reveals that 54 of the 99 Flow clients (new rough sleepers) counted in the period are recorded on CHAIN as unknown. It may be

possible to merge any number of these records. Hence, we must assume that this has been a significant contribution to the increase in Flow this quarter.

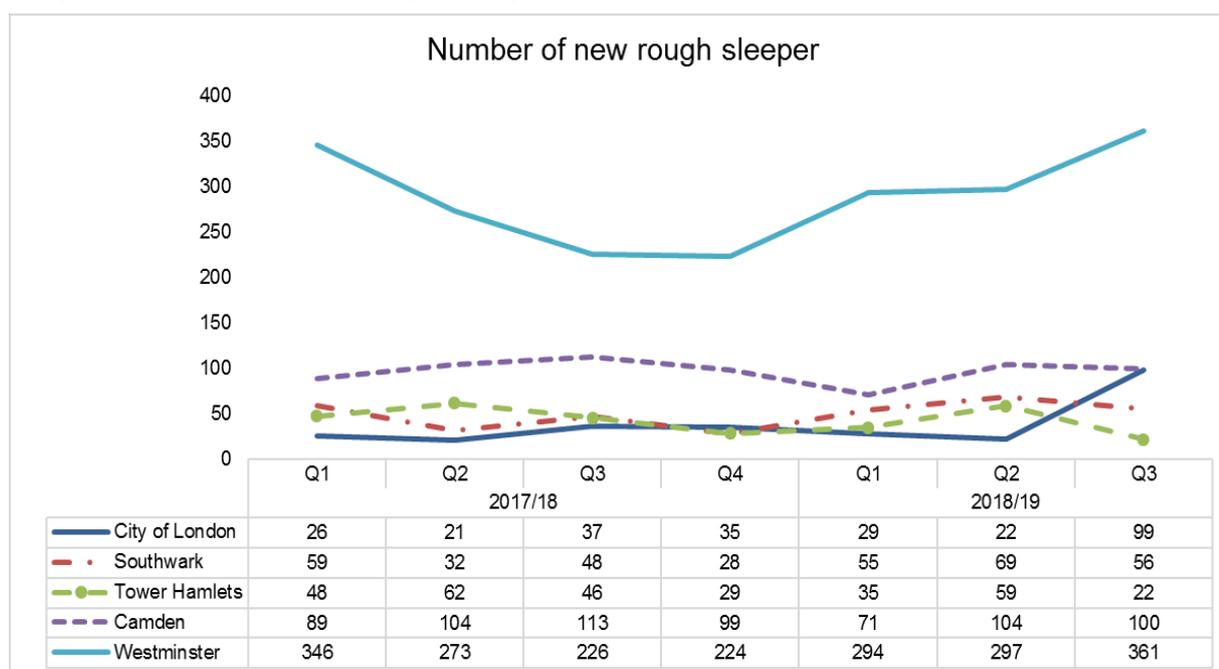
- The number of new rough sleepers increased by 77 to 99 in Q3. This quarter saw the highest proportionate share of this group in recent periods (Table 4). The City also reported the highest proportionate increase when compared with other benchmark groups (Graph 5).

**Table 4: Proportion of rough sleepers that are new over time**

	2017/18				2018/19		
	Q1	Q2	Q3	Q4	Q1	Q2	Q3
City of London	19.3%	15.0%	24.8%	25.9%	23.2%	19.5%	46.7%

- Seventy-five people out of the total of 99 new rough sleepers during Q3 did not spend a second night out<sup>4</sup> and seven people joined the longer-term living on the street cohort.

**Graph 5: Number of new rough sleepers**



### Rough sleepers not spending a second night out

- Twenty-four new rough sleepers were reported to have spent a second night out, compared with nine in the previous quarter. This indicates that 76% of new rough sleepers did not spend a second night out during the third quarter of 2018/19.
- The City's performance for this measure is below the London average (83%) but above that of Tower Hamlets (64%) and in line with that of Southwark (77%).

<sup>4</sup> Those who spent a single night out but were not seen rough sleeping again during this period.

19. Of the 24 people (24%) out of the 99 new rough sleepers that spent more than one night out, seven joined the 'living on the streets' cohort.

**Table 5: Percentage of new rough sleepers not spending a second night out**

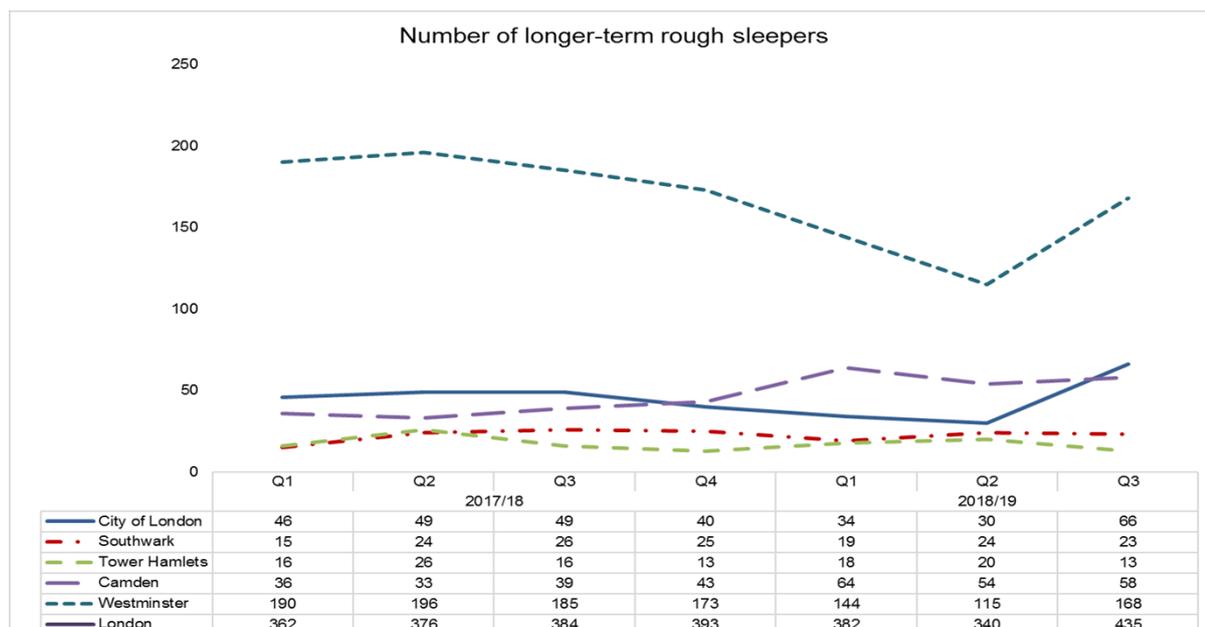
	2017/18				2018/19		
	Q1	Q2	Q3	Q4	Q1	Q2	Q3
City of London	69%	71%	81%	77%	76%	59%	76%
Southwark	73%	75%	69%	64%	62%	78%	77%
Tower Hamlets	83%	81%	76%	83%	71%	76%	64%
Camden	73%	77%	61%	69%	79%	75%	82%
Westminster	75%	78%	75%	71%	82%	78%	83%
London	80%	82%	77%	79%	80%	80%	83%

20. The proportion of new rough sleepers who spent more than one night out in the period is better than in Tower Hamlets (36%), in line with Southwark (23%) but above that in Camden (18%), Westminster (17%) and the London-wide average (17%).

#### **Living on the streets (longer-term rough sleepers)**

21. The total number of people sleeping rough on a longer-term basis also increased this quarter, indicating a 120% increment from Q2 to 66 people.
22. All other benchmark authorities experienced increases in the size of this cohort, apart from Tower Hamlets and Southwark, which both reported a decrease of *minus* 35% and *minus* 4% respectively.
23. The number of longer-term rough sleepers is also noticeably higher in the City compared with geographical neighbours, apart from Westminster (Graph 6).
24. The number of longer-term rough sleepers is also above that reported for the same period in 2017 (49), indicating a 35% increment.

**Graph 6: Number of longer-term rough sleepers**



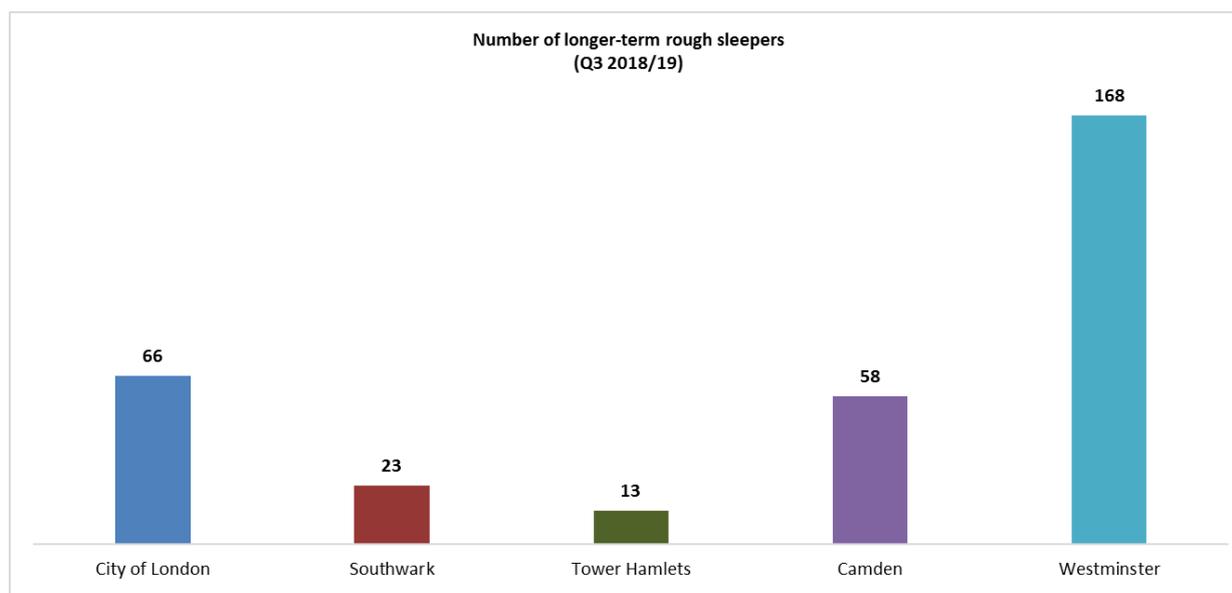
25. The proportion of longer-term rough sleepers in the City has been consistently higher than benchmark groups in recent times. In Q3, this is 31% compared with the London average (13%) and is above the Q2 average (27%).
26. Eleven RS205 clients, (i.e. most entrenched and hard-to-help 205 identified rough sleepers), were recorded by CHAIN as sleeping rough in the City during Q3. This is slightly more than nine reported in Q2 and is the same as that reported in Q1 (11). This consistent number is a sign of a good achievement given the number of challenges with this group.

**Table 6: Number of longer-term rough sleepers compared with previous period**

	Living on the streets (All) longer term	Change from last period	Change on same period last year	Living on the streets (All) longer term	Change from last period	Change on same period last year
	Q2			Q3		
City of London	30	-4	-19	66	36	17
Southwark	24	5	0	23	-1	-3
Tower Hamlets	20	2	-6	13	-7	-3
Camden	54	-10	21	58	4	19
Westminster	115	-29	-81	168	53	-17
London	340	-11%	-10%	435	28%	13%

27. Consideration should be given to the perception of the City of London as having more rough sleepers than it actually has; this could be as a result of the high number of beggars seen about and perceived as rough sleepers, when in fact this is not the case, as they are often not 'bedded down', that is not sleeping rough.

**Graph 7: Number of longer-term rough sleepers reported in Q3**



**Intermittent rough sleepers (returner)**

28. Fifty-four people sleeping rough in the City were not seen regularly on the street and had not returned to the streets over the period of October to December 2018. This represents a 14% decrease from the number reported in the previous quarter.

**Table 7: Number of intermittent rough sleepers compared with previous period**

	Q1	Q2	Q3	Q2 to Q3 % change
City of London	62	63	54	-14%
Southwark	63	78	75	-4%
Tower Hamlets	49	59	41	-31%
Camden	114	130	145	12%
Westminster	340	433	381	-12%
London	1159	1406	1330	-5%

29. Twenty-five (46%) intermittent rough sleepers had one ‘bedded down’ contact with outreach workers. Twenty-nine had two or more contacts, of which 11 (20%) had two contacts and one person had six or more contacts during the same period.

30. The City’s proportionate rate of contacts made with intermittent rough sleepers is comparable to that of London during the same period.

**Table 8: Proportion of ‘bedded down’ street contacts made with intermittent rough sleepers – Q3**

	City of London	London Average
1 street contact	46.3%	45.3%
2 street contacts	20.4%	27.7%
3 street contacts	16.7%	15.7%
4 street contacts	14.8%	10.1%
5 street contacts	0.0%	0.7%
6 or more street contacts	1.9%	0.5%
<b>Total</b>	<b>54</b>	<b>1330</b>

### Accommodation stays during Q3

31. When all accommodation outcomes are considered, the number of people booked into accommodation in Q3 more than doubled compared to the last quarter, increasing from 40 to 82.
32. The use of the City’s Assessment Hubs account for more than half of all accommodation, demonstrating increased use of this type of service to 44 people in Q3. There was also increased use of bed and breakfast accommodation, and more people (9%) were supported with reconnection. Four people were supported under the severe weather emergency protocol (SWEP) programme this quarter. SWEP is a short-term, temporary shelter provided to anyone sleeping rough regardless of their local connections or recourse to public funds when temperature is forecasted to reach 0°celsius or below.

**Table 9: Number and percentage of Q3 accommodation stays**

Accommodation	No. of stays		% share	
	Q2	Q3	Q2	Q3
City Assessment Hubs	18	44	45%	54%
Bed and breakfast	4	13	10%	16%
Clinic/detox/rehab	1		3%	0%
Hostel	6	7	15%	9%
Long-term accommodation	1	1	3%	1%
No second night out	8	0	20%	0%
Temporary accommodation (local authority)	2	2	5%	2%
Supported reconnection		7	0	9%
SWEP (Local)		3		4%
SWEP (Pan-London)		1		1%
Winter/Night Shelter		4		5%
<b>Total stay</b>	<b>40</b>	<b>82</b>	<b>40</b>	<b>82</b>

### Implications

33. The prevention and relief of rough sleeping in the City links directly to the 2018-20 corporate plan, particularly the aim of contributing to a flourishing society.

34. There are no direct financial or legal implications associated with this report.

### **Health Implications**

35. There are no direct health implications associated with this report.

### **Conclusion**

36. Q3 2018/19 has seen an increase in the homelessness and rough sleeping activity within the City. The percentage increase appears to be an outlier and the data is being questioned and discussed with CHAIN – the organisation responsible for data collection. There is a correlating increase in the number of new rough sleepers, those joining the longer-term rough sleeping cohort, as well as the number of RS205 clients, (the most entrenched 205 identified rough sleepers).
37. In Q3, 76% (75 of the 99) of new rough sleepers spent just a single night out and were not seen rough sleeping again. This indicates an improvement on last quarter's performance of 59% and is in line with the set target of 76%. Intense mediation and alternative accommodation, including in the private rented sector, have contributed to this improvement.
38. Twenty-four (24%) of the 99 new rough sleepers spent more than one night out and seven of the new rough sleepers joined the 'living on the streets' cohort.
39. The number of people (80) booked into accommodation doubled this quarter and the majority were booked into the City's Assessment Hubs. A few were also supported with reconnection.
40. There is a public perception of a higher number of rough sleepers in the City due to people perceiving beggars as rough sleepers, even though they are not 'bedded down'. The uniqueness of the City's geographical location and size lends itself to being positioned where an increased movement of other rough sleepers or people perceived as rough sleeping navigate through the City (even if they may reside in another borough).
41. It is not certain if the new high number of rough sleepers is a flux to become the norm or is an outlier. Further investigations and discussions are ongoing with neighbouring boroughs to understand the effect of their activities and impacts that may have resulted in push or pull of rough sleepers to the City. Additional updates and outcome of investigation will be provided verbally to the Committee.

### **Appendices**

- Appendix 1 – Detailed trend graphs covering an extended period

**Tinu Williamson-Taylor**

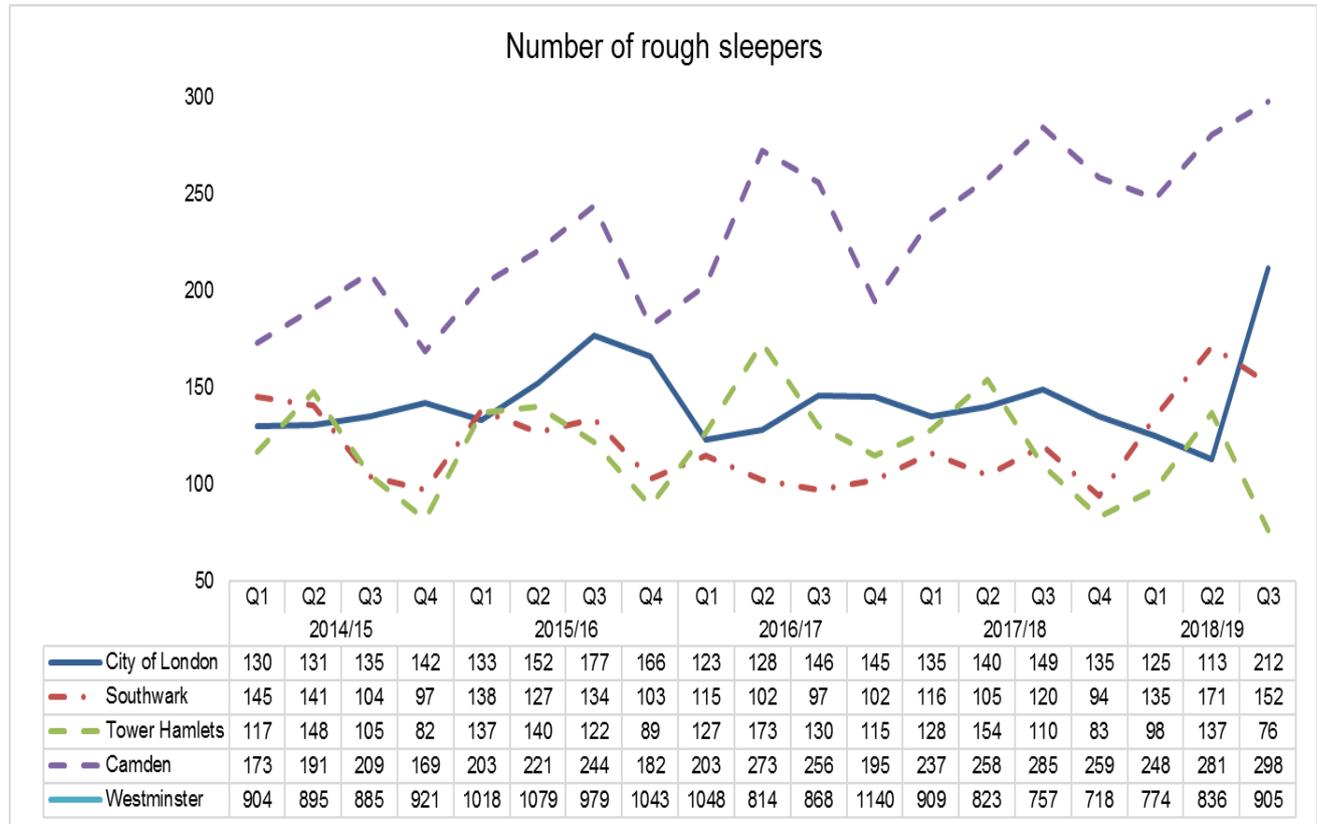
Senior Performance Analyst

T: 020 7332 3367

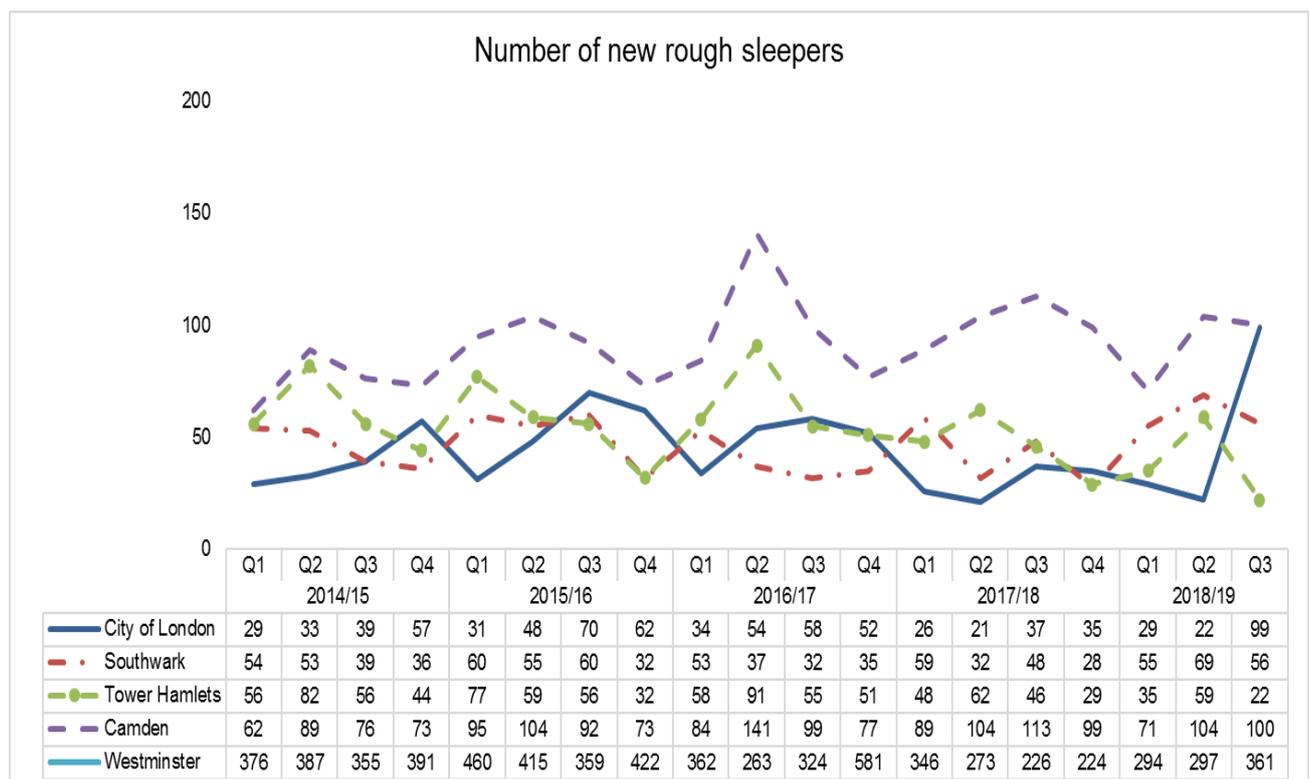
E: [tinu.williamson-taylor@cityoflondon.gov.uk](mailto:tinu.williamson-taylor@cityoflondon.gov.uk)

## Appendix 1 – Detailed trend graphs covering an extended period

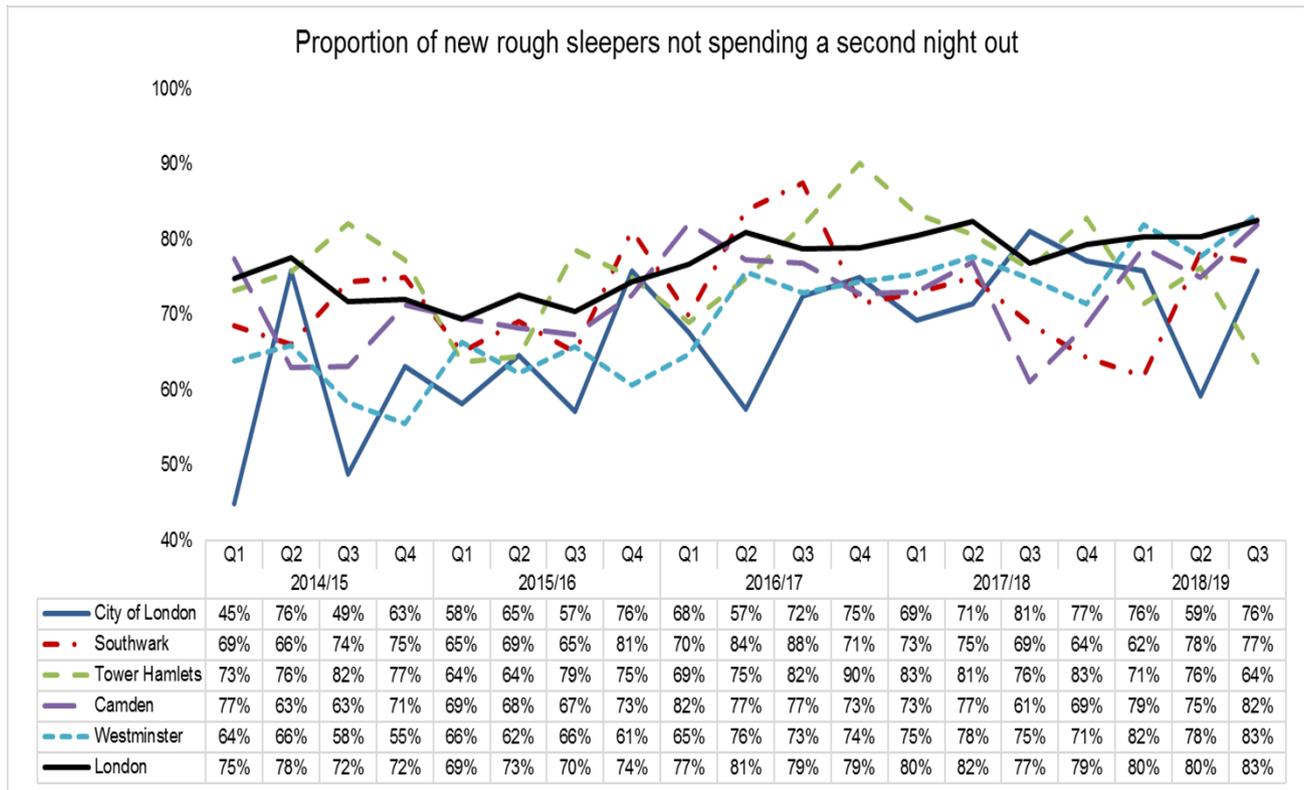
### Graph A1: Number of rough sleepers



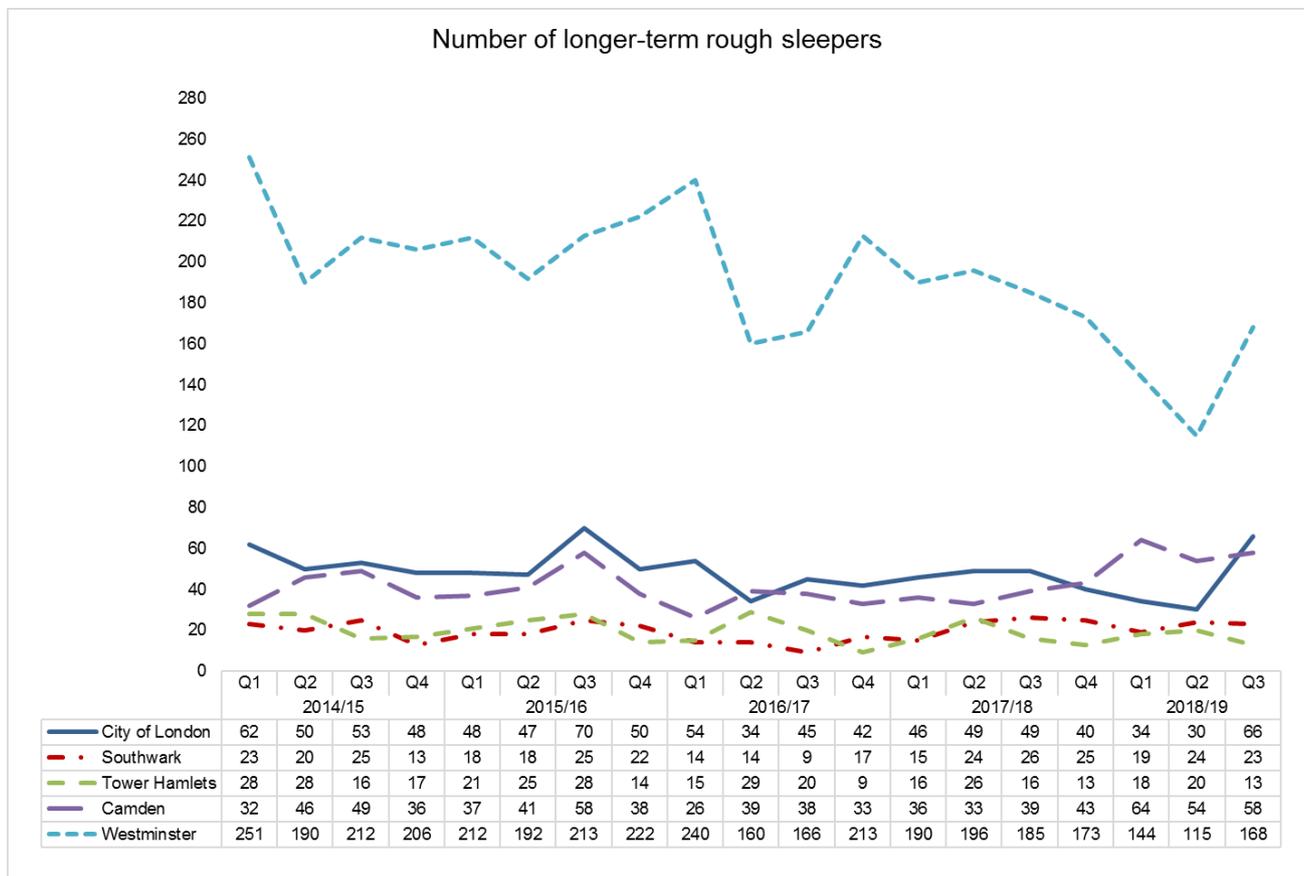
### Graph A2: Number of new rough sleepers



**Graph A3: Percentage of new rough sleepers not spending a second night out**



**Graph A4: Number of longer-term rough sleepers**



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<b>Committee:</b> Homelessness and Rough Sleeping Sub-Committee	<b>Date:</b> 18/02/2019
<b>Subject:</b> Rough Sleeper Pathway Update Report	Public
<b>Report of:</b> Andrew Carter – Director, Department of Community and Children’s Services	For Information
<b>Report author:</b> Will Norman – Service Manager, Homelessness and Rough Sleeping, Department of Community and Children’s Services	

## Summary

This report provides an updated summary of the current performance of the City of London accommodation pathway, as well as its related support services.

The information in the report focuses on additions and developments which are a direct result of new monies added to the rough sleeping budget with the objective of reducing rough sleeping. Where applicable, a more holistic view which includes the full range of measures available to the City will also be described.

## Recommendation

- Members are asked to note the report.

## Main Report

### Background

1. Until the autumn of 2017 the only accommodation options available to rough sleepers in the Square Mile were Pan-London arrangements such as No Second Night Out (for new rough sleepers) and Routes Home (for non-UK nationals), The Lodge and Crimscott Street (formerly Middle Street Hostel). The only addition to this was a quarterly pop-up hub funded by Proceeds of Crime Act (POCA) money. In many respects this reflects the substantive position of most London Councils which only offer an accommodation option for rough sleepers with a demonstratable local connection.
2. During 2017, members agreed a significant increase to the Homelessness and Rough Sleeping budget. The remainder of the financial year 2017/18 saw a net increase of £195,000 and the full financial year 2018/19 has seen £409,000 added to the overall local risk area for homelessness and rough sleeping.
3. The four workstreams funded by the Ministry for Housing, Communities and Local Government aggregate to a total further investment of £245,000.

## Current Position

4. **Accommodation** – the proposal was for a number of individual spot purchase arrangements in neighbouring authorities. All these are now in place; however, the final agreements have differed slightly from the original proposal. Westminster Council feels it is currently unable to offer a total of four beds across both King George’s and Edward Alsop Court; instead, it is offering three beds at any one time. It has not been possible to agree the use of a bed at Hopkinson House high-support project due to the value Westminster places on this service for its own use.

4.1. Hostel provision – the following agreements are currently in place:

- Westminster – two beds at King George’s Hostel, one bed at Edward Alsop Court Hostel
- Tower Hamlets – four beds at the Dellow Centre Hostel
- Hackney – one bed at Mare Street Hostel
- Southwark – six beds at Great Guildford Street Hostel

4.2. The commissioning of a pathway model has enabled us to develop a data set that provides the clearest picture yet of how effective we are at assisting rough sleepers. The beds at Great Guildford Street are used solely for the purpose of assessment, which means that many referred clients have short stays. For this reason, we will separate the Great Guildford Street beds from the longer-term beds in Tower Hamlets, Westminster and Hackney.

4.3. The data in Table 1 excludes the City Assessment Hub, No Second Night Out and the use of other ‘off the street’ options in addition to our commissioned services.

**Table 1: Westminster, Tower Hamlets and Hackney beds for the period 01/10/2017 to 30/09/2018**

Carried over from previous period	<b>3</b>
Moved in	<b>6</b>
Moved out	<b>3</b>
Avg. length of stay (days)	<b>354</b>
Avg. length of stay before positive move on (days)	<b>67</b>
Avg. length of stay before negative move on (days)	<b>83</b>
No. positive move on	<b>2</b>
No. known to have returned to rough sleeping	<b>1</b>

4.4. The number of clients carried over refers to residents already on one of these beds at the start of the period.

4.5. The average length of stay reflects the move on target set by most medium- to long-term settings of two years.

4.6. The positive moves out of these beds were to other spaces within the wider City pathway. This demonstrates good use of the ‘step-down’ functions

provided by a diversity of support settings. Resettlement away from the pathway into the private rented sector remains the preferred option for most people.

**Table 2: Great Guildford Street (Southwark beds) for the period 01/10/2017 to 30/09/2018**

Carried over from previous period	<b>5</b>
Moved in	<b>10</b>
Moved out	<b>15</b>
Avg. length of stay (days)	<b>109</b>
Avg. length of stay before positive move on (days)	<b>97</b>
Avg. length of stay before negative move on (days)	<b>123</b>
No. positive move on	<b>8</b>
No. known to have returned to rough sleeping	<b>6</b>

4.7. The data in Table 2 covers the six beds at Great Guildford Street Hostel. These spaces are used for initial moves off the street which supports our Assessment Hub model and provides better access for the outreach team to an 'off the street' option between Hubs. Stays are intended to be shorter and the likelihood of unsuccessful stays is higher.

4.8. The average length of stay across the hostel beds commissioned as a result of new pathway monies is 231.5 days. Sixteen rough sleepers moved into the pathway and there have been 10 positive resettlements to other accommodation.

**Table 3: Complete accommodation pathway (Southwark, Tower Hamlets, Westminster, Hackney, Crimscott Street and Anchor House<sup>1</sup>) for the period 01/10/2017 to 30/09/2018**

Carried over from previous period	<b>28</b>
Moved in	<b>24</b>
Moved out	<b>27</b>
Avg. length of stay (days)	<b>594</b>
Avg. length of stay before positive move on (days)	<b>654</b>
Avg. length of stay before negative move on (days)	<b>161</b>
No. positive move on	<b>17</b>
No. known to have returned to rough sleeping	<b>9</b>

4.9. Table 3 represents the most complete picture we have for the accommodation options at our disposal for rough sleepers. The number of people carried over from the last period is lower than the total number of beds that we have (37 at this time) as not all the Crimscott beds are occupied by City rough sleepers.

<sup>1</sup> One bed in the period, total of four beds for future periods with the addition of Cold Weather Fund payment from the Greater London Authority

- 4.10. A total of 52 individuals have been assisted between 1 October 2017 and 30 September 2018. Of these, 27 have moved on which indicates a 52% move-on rate in the period.
- 4.11. **Housing First** – a social tenancy was identified, and a single individual has occupied this address, with the support of a dedicated worker from the outreach team, since July 2018. The £18,000 annual budget for this is used to pay part of the salary of the new worker, provide a personalised budget for the client, and as a contingency fund for rent arrears.
- 4.12. Hackney Adult Social Care is leading a competitive procurement process for a larger Housing First initiative which the City of London would have access to. There is a market engagement event scheduled for Monday 4 February 2019, which is intended as a warm-up event for interested providers before the procurement formally launches in early March. A Contract Award Report is currently scheduled for July based on the successful completion of the procurement process.
- 4.13. **Private Rented Sector (PRS) access scheme** – this remains a problematic sector to operate in, with huge levels of competitiveness between local authorities to broker arrangements and low levels of motivation from landlords to let to Councils. Cash incentives are seen as a largely negative mechanism and work is underway, led by London Councils, into insurance policies as an alternative. The current need for access into PRS tenancies for our rough sleeping cohort is low, as evidenced by the pathway data in Tables 1 to 3.
- 4.14. No First Night Out has developed several effective partnerships with special PRS providers. These organisations often operate as brokers using landlords they have spent years developing relationships with. This often negates the need for cash incentives, instead operating with a placement fee. Current providers used by No First Night Out specialise in under-35s, ex-offenders, or people requiring tenancy support. We are currently reviewing the access criteria to allow access to former rough sleepers (currently those with a rough sleeping background are excluded). Beyond the lifespan of No First Night Out, expected to be late 2019, the intention is that the City of London will develop new contracts with the same providers.
- 4.15. The £20,000 annual budget set aside for this remains within the local risk area.

## 5. Additional support services

- 5.1. **Outreach welfare benefits specialist** – £10,000 per year was set aside for access to a role where specialist welfare benefits advice can be accessed by rough sleepers. This function is already provided by the Providence Row Dellow Centre which has a Department for Work and Pensions outreach worker who attends the Centre every week. This service is available to City rough sleepers and is routinely used as part of the wider service offer provided by Providence Row as part of its role supporting the City Assessment Hub. The money allocated for this remains in the local risk area.

5.2. **Detox and rehab treatment** – access to clinical treatment services and residential rehab is usually secured through Adult Social Care. Further to this we have access to the Westminster Drug Project team who can arrange detox as part of their role for Public Health England. The limitations with both routes are the access criteria, usually subject to a funding panel. Clients will normally need to demonstrate high levels of preparedness and motivation and a willingness to engage with group work. Preparation normally involves reducing drug intake to a safe level. This can all be a barrier to rough sleepers accessing treatment.

5.3. Around £20,000 has already been spent on two spot-purchased detox and rehab programmes. Both were partially successful. Work is currently underway to develop a service specification that can be used to procure a provider to deliver bespoke detox solutions.

5.4. **Tackling begging/Parkguard pilot** – the successful Parkguard pilot ran between September 2017 and August 2018. During summer 2018, a competitive tender process resulted in Parkguard being awarded a three-year contract to continue their work. The contract value is £25,000 per year.

5.5. The first full quarter of service delivery under the new contract reveals:

- 98 hours of patrol time in the Square Mile focuses on begging and rough sleeping
- 120 contacts with rough sleepers
- 62 contacts with someone begging
- 35 occurrences where someone begging left their site.

5.6. Parkguard performance for the period 1 October 2017 to 30 September 2018 (combination of pilot and current contract) includes:

- 118 patrols carried out
- 327 hours of patrol time
- 256 contacts with rough sleepers
- 103 contacts with someone begging.

5.7. As well as undertaking unassisted patrols and joint shifts with the outreach team, a Parkguard patrol officer attends the Rough Sleeping Tasking and Action meeting.

5.8. **Education and engagement** – this winter we shared an awareness campaign with the Greater London Authority. The savings resulting from not needing to develop new materials allowed us to invest in more advertising space. Around £20,000 has been spent this winter to date and technology used by the media owner estimates that we can assume over 11 million views across the life of the campaign. The 'Alternative Giving' campaign scheduled for later in the summer is expected to cost less. Savings made elsewhere in the Pathway will be used to run the campaign.

5.9. **Commissioning support** – extra input from the Department of Community and Children’s Services commissioning team was secured using the £18,000 outlined in the original proposal. This is used to add extra capacity to the service to ensure that the commissioning strands for current and future work are properly supported. We currently pay for part of one full-time role.

5.10. **Severe Weather Emergency Protocol (SWEP)** – although not included in the original proposal, the City’s commitment to providing sector leading SWEP provision continues. New guidelines piloted this year by the Greater London Authority mean that we are activating SWEP more often than ever before. There is a dedicated SWEP budget, however, saving found elsewhere in the Pathway will act as a contingency fund should we exceed the budget.

## **Conclusion**

6. Except for two beds in Westminster that are not currently available to us, the extra pathway capacity described in the original proposal is available and in use.
7. The turnover of beds at Great Guildford Street is higher than the rest of the pathway as expected. Bed occupancy in the rest of the pathway has largely been successful in terms of keeping people off the street, but is slow moving in terms of case progression.
8. A total of 52 people have been assisted – a combination of those already occupying a space at the beginning of the period and those who move in.
9. Work is underway to enable accelerated access to detox and rehab pathways for rough sleepers.
10. Parkguard have proven to be a useful link between the commissioned outreach service and the City of London Police, with 118 patrols carried out to date. The Parkguard patrol officer has been integrated into our Tasking and Action meeting.
11. Eleven million people are estimated to have seen the winter awareness campaign we shared with the Greater London Authority.

**Appendices** – none

### **Will Norman**

Service Manager, Homelessness and Rough Sleeping  
Department of Communities and Children’s Services

T: 020 7332 1994

E: [will.norman@cityoflondon.gov.uk](mailto:will.norman@cityoflondon.gov.uk)

<b>Committee:</b> Homelessness and Rough Sleeping Sub-Committee	<b>Dated:</b> 18/02/2019
<b>Subject:</b> Street Count November 2018: Analysis and Learning	<b>Public</b>
<b>Report of:</b> Andrew Carter – Director, Department of Community and Children’s Services	<b>For Information</b>
<b>Report authors:</b> Kathleen Sims, Head of Outreach, St Mungo’s Steph Ratcliffe, Service Development Manager, St Mungo’s	

## Summary

The purpose of this paper is to:

- provide details of the context leading up to the November Street Count
- give an update on the work completed with individuals found on the Count
- explore learning and actions from the Street Count.

## Recommendation

Members are asked to note the report.

## Main Report

### Outreach Work prior to the Count

#### Outreach Shifts

1. The following shifts took place in the months leading up to the count. The shifts were scheduled to maximise coverage across the borough and to follow up intelligence provided by StreetLink, City of London partners and Parkguard.
2. First Response volunteers also joined the team twice a week. First Response operates the same shift times as Outreach and informs the team when rough sleepers have been located. This allows for more efficient coverage on shift.

	Number of Outreach shifts
October 2018	28
November 2018	26

3. Outreach shifts included:

- joint shifts with Tower Hamlets Street Outreach to target hotspots on the borders of the borough
- joint shifts with Westminster Drug Project (WDP) to target individuals whose drug use is a barrier to accessing and sustaining accommodation

- Joint shifts with Parkguard to target individuals who were unwilling to engage with services.

#### 4. Individuals seen Bedded-down Prior to the Street Count

	Individuals bedded down
October 2018	72
Street Count (29 November 2018)	67
November 2018	116*
December 2018	106

Note: individuals may have been seen over multiple months.

\*The November 2018 number is inflated due to unknowns on the night of the count. When unknowns who have been identified are taken into account, the total figure for November is 107.

In the period between the start of Q3 and the Street Count, 21 individuals were supported to move away from the streets. This does not include individuals who accessed the City Assessment Hub.

#### Pop-up Hub

5. The Assessment Hub operated for five days in October and again in November, with the number of individuals receiving support described below.

Date of Hub	Number of individuals entering Hub	Number of individuals declining the Hub
18 November 2018	13	18
22 October 2018	17	19

Note: individuals entering the Hub did not stay for the whole week and at no point during either Hub were individuals turned away due to lack of capacity.

6. Reasons for individuals turning down the Hub included:
  - not wanting to sleep in a night shelter/communal environment with other people in close proximity
  - needing to use drugs or alcohol
  - 'feeling comfortable' at sleep site and not wanting to begin their journey away from the street.
7. The team have continued to employ personalisation techniques to encourage individuals to access the hub. Examples include:

- reframing definitions of success – for example, encouraging individuals to stay for as long as they can manage (even if only for a short time) so assessment can be completed and work undertaken
- providing support from a local café for individuals who feel uncomfortable in the day centre environment at the Dellow Centre
- providing mobile phones to enable the team to stay in contact with clients.

### Summary of 2018 Street Count

8. The street count found 67 individuals. The number on the night (70) was reduced by three due to duplicates. An initial breakdown is provided below.

<b>Total number of individuals found rough sleeping</b>	
Flow	31
Stock	29
Returners	7
<b>Total</b>	<b>67</b>

**Flow** – People who had never been seen rough sleeping before 2018/19

**Stock** – People who have been seen in 2018/19 to date, and also seen rough sleeping in 2017/18

**Returner** – People who have been seen in 2018/19 to date, and who were first seen rough sleeping prior to 2017/18, but were not seen during 2017/18 (i.e. those who have had a gap in their rough sleeping histories).

<b>Special Cohorts</b>	
205*	5
Street Impact London, Social Impact Bond	9
Number included in the Mayors Rough Sleeping Group data for Q2	30

*\*RS205+ refers to people who have been identified as especially hard to help because of their prolific history of rough sleeping*

9. A further breakdown of gender, nationality and location is attached in the Appendix.
10. Of the 67 individuals who were found on the count, 17 are in accommodation, while two individuals have access to suitable accommodation but are continuing to sleep rough. Action plans are in place to support these individuals to use their accommodation.
11. All individuals who were new on the night have been targeted: 11 individuals have not been found since the count. This includes five individuals recorded as unknowns on the night and who remain unknown (as more than one individual meeting the description of the individual concerned was found at the site).

## Cohort defined as Stock Found on the Street Count

12. The table below provides information on the current housing status of individuals found on the count and classified as Stock (see above definition).

Housing Status	No.
In accommodation	11
Accommodation available	1
Offers of housing available but declined	11
Awaiting work-ready beds within City of London (CoL) Pathway	2
Working with Routes Home <sup>1</sup>	1
Unable to identify offer due to lack of engagement	3

13. Of the eleven individuals who have been housed since the count, four are in temporary accommodation placements ((Haringey x 1, Tower Hamlets x 2, City of London x 1), five are housed in the CoL Pathway, one individual is at a B&B funded by St Mungo's, pending move on, and one individual moved in with family, having accessed work.

14. Offers of housing that were declined include temporary accommodation from other local authorities, accommodation within CoL Pathway, private rented sector and offers from St Mungo's to place the individuals in B&B while a longer-term plan is identified.

15. Of the 'living on the streets' cohort:

- **25 people** have an identified mental health need
- **11** appear on a target list for the team's mental health nurse (due to the level of concern around their mental health).
- 18 individuals have a support need around alcohol
- 14 have a support need around substance misuse
- 12 have a support need around both drugs and alcohol.

16. Key themes for those individuals living on the streets and not engaging with support are experience of trauma leading to a distrust of services.

*"I'd rather sleep out than have my own place. I don't like being inside and the feeling I can't escape, especially if there are other people around who want to talk to me or want stuff from me."*

## Flow cohort found on the count<sup>2</sup>

17. The table below describes the housing status of individuals found on the count and classified as 'flow'.

<sup>1</sup> Routes Home is a specialist service that facilitates supported reconnection for non-UK nationals.

<sup>2</sup> Counted for the first time in the financial year to date.

<b>Housing Status: Flow</b>	<b>No.</b>
Reconnected to Romania	1
Night shelter	1
Hostel accommodation	3
Declining offers of support	13
Not found since the count	11
Police order preventing entry to CoL due to ASB	1
Deceased	1

18. **One** individual did not have recourse to public funds and was supported to return to family in Romania in the week following the count. **Three** individuals are in hostel accommodation and **one** individual is in a night shelter and working with a specialist agency (Routes Home) to explore the options available to him.
19. **Eleven** individuals have not been found since the count but have been looked for. **Five** of these individuals were recorded as unknowns, with vague descriptions on the night of the count. Their sleeping sites were targeted by outreach, but no individual could be conclusively matched as more than one individual fit the description.
20. Of those individuals who are not engaging, **four** individuals have a substance misuse need. It has not been possible to assess substance use need in **three** further cases. **Five** individuals who are not engaging have a mental health support need and it has not been possible to assess this in **three** cases.

### **Returners Cohort Found on the Count**

21. The table below describes the status of individuals found on the count and classified as returning to rough sleeping.

<b>Housing Status</b>	<b>No.</b>
In accommodation	1
Tenancy available	1
Declining offers of support	3
Unable to formulate offer of support due to non-engagement	1
Not found	1

22. **One** individual is housed in Tower Hamlets hostel accommodation, and another is working with the Westminster Compass Team to transfer his tenancy to another property so he feels able to return. Of the **three** individuals declining offers of support, **two** have support needs around substance misuse and **one** has a support need around mental health.
23. The individual for whom a route away from the street has not yet been formulated has a support need around mental health. They have been seen once since the count and will be targeted by the mental health nurse if seen again.

## **'Unknowns' Found on the Count**

24. There were **15** unknowns found on the night: **seven** have been seen again, identified, and were previously known to the team; **one** unknown was new on the night and has been met by an outreach worker; **two** of the unknowns were previously known to the team but continue to decline to provide a name or other details.
25. **Five** unknown people have not been positively identified. Outreach work has focused on these areas in the weeks following the count, and the team has worked with several new rough sleepers at these locations. However, the limited information gained about unknowns on the night of the count has meant that it has not been possible to achieve a positive identification of any specific individual.

## **Actions and Learning for 2018/19 Q4**

### City of London Assessment Hub

26. The increased frequency of the Assessment Hub has had a significant impact on the team's capacity:
- St Mungo's has been unable to recruit individuals to complete a week of night shifts once a month. As a result, the team also covered night shifts, and this has taken them away from day-to-day casework and shifts. Previous Hubs were not as frequent, so it was easier to recruit for one of the pieces of work.
  - Half of all individuals turn down the offer of the Assessment Hub. Therefore, the team's time on shift is often focused on targeting individuals and encouraging access, diverting them from looking for referrals.
  - In January 2019, St Mungo's noted success with three entrenched 'living on the streets' individuals who were placed into B&B accommodation for a limited time. Intensive casework was completed following the Hub. We would like to explore this model further going forward.

### Learning Relating to Mental Health

27. The table below highlights the mental health needs of those found on the count.

<b>Individuals with a mental health need</b>		
	Identified mental health need	Appeared on mental health nurse's target list due to level of concern
Stock	25	10
Flow	7	2
Returned	7	1
<b>Total</b>	<b>39</b>	<b>13</b>

28. The mental health nurse associated with the team had been absent on long-term sick leave for six months and returned to the team in mid-December 2018. Mental health shifts now take place weekly, with additional capacity during the day when required.
29. Thirty-nine individuals had an identified mental health need but were not on the target list for the mental health nurse. A key theme with this cohort was the level of anxiety that affected their ability to engage fully with support. Individuals spoke about “feeling safer rough sleeping” rather than managing the perceived stress associated with moving into new accommodation.
30. Particular triggers for anxiety included being around other people, particularly those with support needs, and navigating the benefits system. Anxiety is often a strong factor in individuals declining the monthly Hub, No Second Night Out or Night shelter – both of which can be helpful first steps in moving away from the street.
31. The team is due to receive specialist training in this area from the St Mungo’s Complex Needs team. Clients are being supported to access wellbeing services at the Dellow Centre and within St Mungo’s.
32. We continue to use a person-centred approach and focus on making every contact count in order to build trust and rapport with individuals. The team meets individuals in a place that they feel comfortable – a coffee shop, day centre or near their sleep site. They seek to understand the individual’s journey, triggers and barrier to change so that we can work together on creative routes away from the streets.

### Substance Misuse

<b>Individuals with a substance misuse need</b>		
	Identified alcohol support need	Identified drug use support need
Stock	11	11
Flow	6	2
Returners	2	1
<b>Total</b>	<b>19</b>	<b>14</b>

33. Individuals with a substance use need report using heroin, crack cocaine, or abusing prescription drugs. There are no reports of the individuals found on the street count using new psychoactive substances (NPS) or the synthetic drug ‘spice’.
34. In January 2019, the outreach team received specialist training from WDP on providing advice on harm minimisation and routes into treatment in the City of London. The team are also due to receive training from the Complex Needs

team to provide advice and guidance on working with individuals who have both mental health and substance misuse needs.

35. From February 2019, WDP will be joining outreach on an additional early shift each week in addition to daytime joint working. This shift will focus on individuals who are unlikely to engage following a formal referral to WDP. It will offer harm-minimisation advice, distribute Naloxone (the medication that reverses opioid effects) and address boundaries to accessing treatment.

36. We will also be working with WDP on a substance-use audit of the rough-sleeping population in order to better understand the level of need and required response.

### Recourse to Public Funds

<b>Individuals where recourse to public funds is unclear</b>	
Stock	4
Flow	7
Returned	2
<b>Total</b>	<b>13</b>

37. It was unclear for thirteen individuals as to whether they had recourse to public funds. All of these individuals had a nationality recorded as within the EEA.

38. One of these clients was reconnected to family in Romania the week following the street count. One more is in employment and accessing a work-ready bed at Anchor House, funded by the City of London.

39. All individuals whose recourse to public funds is unclear are encouraged to meet with advisers at Routes Home – a specialist St Mungo’s project funded by the Greater London Authority. This project helps individuals to understand their options, including access to work, formal immigration advice and supported reconnection.

40. In the weeks following the street count, the City of London procured two work-ready beds to be used for a limited time by individuals while they are saving for a deposit. Both beds were immediately used and individuals are being supported with their plans to move on. We expect this to continue to be an impactful resource.

### Street Count Logistics

41. Key learning from the November 2018 count has been the need for prompt identification of rough sleepers on the night. Therefore, going forward, smaller patches will be grouped together to allow an outreach worker to be present on each team to ensure positive identification and quality of intelligence.

42. St Mungo's recommends the use of police who can be directed to locations across the borough to identify unknown people. Unfortunately, due to unforeseen circumstances, the police were not available on the night of the November street count.

### **Additional Points to Note**

43. In order to support the team to quickly implement operational changes in response to the street count, an additional outreach co-ordinator was appointed on an interim basis.

44. An additional street count, following annual street count methodology, will take place on 31 March 2019.

### **Conclusion**

45. This report has provided an update on individuals found on the November 2018 street count. It has explored some of the challenges to ending rough sleeping.

46. Substance misuse, mental health and entrenched patterns of rough sleeping remain key barriers to moving away from the street. St Mungo's continues to work with City of London, partner agencies and – most importantly – the individuals, to understand their journey and provide the support they need to move forward with their recovery.

### **Appendices**

- Appendix 1 – Breakdown of rough sleepers found on the street count November 2018

#### **Kathleen Sims**

Head of Outreach, St Mungo's

T: 07714699627

E: [kathleen.sims@mungos.org](mailto:kathleen.sims@mungos.org)

#### **Steph Ratcliffe**

Service Development Manager, St Mungo's

T: 07395791082

E: [stephanie.ratcliffe@mungos.org](mailto:stephanie.ratcliffe@mungos.org)

## Appendix 1: Breakdown of rough sleepers found on the street count November 2018

<b>Total number of individuals found rough sleeping by area</b>	
Aldgate	8
Barbican	13
Barts	4
Cannon Street	12
Fleet Street	6
Liverpool Street	7
Tower Hill	9
St Paul's	8
	<b>67</b>

<b>Gender</b>	
Male	62
Female	4
Unknown	1
	<b>67</b>

<b>Nationality</b>	
UK	35
EEA	15
Rest of world	6
Unknown	11
<b>Total</b>	<b>67</b>

<b>Country Breakdown</b>	
Estonia	1
Hungary	2
India	1
Ireland (Republic of)	2
Lebanon	1
Lithuania	2
Not known	11
Not known - Outside UK	1
Other area/Not known - North America	1
Poland	5
Portugal	1
Romania	3
UK	35
USA	1
<b>Total</b>	<b>67</b>

**NOT PROTECTIVELY MARKED**

<b>Committee:</b> Homelessness and Rough Sleepers Sub Committee	<b>Date:</b> 25/01/2019
<b>Subject:</b> Police Report	Public
<b>Report of:</b> Chief Inspector Jess Wynne	For Information
<b>Report author:</b> A/PS 745CP Russell Pengelly	

## Summary

This report details the police operations linked to Homelessness within the City of London specifically begging and the associated antisocial behaviour that is linked.

City of London Police have been running Operation Luscombe since April last year, which has been specifically tackling begging within the square mile. Operation Luscombe operates in co-operation with the City of London Corporation Rough Sleeper Team, St Mungos, Westminster Drugs Project and the NHS.

The Intervention Hub, formed of Police, NHS, Local Authority Homeless Teams, and Westminster Drugs Project operated on a Bi-weekly basis, at four locations around the City of London, this has now progressed onto one location on a monthly basis.

Police will work on the information obtained from the Environmental Services Team, together with intelligence that already has to target saturated areas of the City of London.

When a person is identified as or is likely to be engaging in begging an initial Intervention Notice will be issued. The notice will give clear instruction to stop the offending behaviour and will also invite them to engage with services at the intervention hub on a particular time, date and location.

It is believed that a great number of people captured in this initial phase, will not engage with services and move away from the City and potentially not come back to notice. (Evidenced during a similar run operation ((Fennel)).

Those that come to notice once more, will be subject of a further intervention notice, styled on a Community Protection Notice-First Warning. Within the Warning will be a requirement to cease offending and also attend the hub. This is a legal requirement to engage with services under S.43-51 of the Anti-social behaviour, Crime and Policing Act 2014.

Failing to engage or re-offending will again be a breach of the CPN warning and will make them liable to a full powers CPN, excluding them from the City of London and a small portion of the MPS area of Tower Hamlets. An intervention will again be offered at this stage. A variation to the CPN, will allow entry to the City to attend the intervention Hub, again on a specific date, time and location.

If the person breaches the CPN requirements and is seen in the City of London, they will be subject to Arrest or Summons for the offence.

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The subject will receive a further direction to attend the intervention hub even at this stage and refresh their knowledge of the CPN, which will remain in force.

It is our intention to prosecute all persons that breach the CPN without reasonable excuse and make application for Criminal Behaviour Orders.

### **Main Report**

Operation Luscombe has now been running since May 2018 with a view to running continuously in line with normal patrol taskings.

At the point of inception, City of London Police were receiving a great number of reports daily, detailing begging problems predominantly in Bishopsgate, Tower and Cheapside wards.

Since it has been running, officers have now issued in excess of 200 notices under Operation Luscombe.

We have established that approximately 80% of notices issued have been Green notices, meaning that the person subject of the notice has only come to police notice on the initial occasion. This has also indicated that there is a very small percentage of individuals that regularly/persistently beg in the City of London.

In total 16 Red Notices have been issued, this has led to exclusion notices being issued to those recidivist offenders banning them from the City of London.

Since their issue, 8 persons have received notices of intended prosecutions for breaches of the Community Protection Notices, leading to four Criminal Behaviour Order applications being made to the courts.

Operation Luscombe has seen a 60% reduction in the number of begging reports being received by the force.

A further 6 hubs have been planned with the following dates in mind (To be confirmed with partners):-

- 6<sup>th</sup> March '19
- 3<sup>rd</sup> April '19
- 1<sup>st</sup> May '19
- 29<sup>th</sup> May '19
- 27<sup>th</sup> June '19
- 24<sup>th</sup> July '19

In the coming months Community Policing will be running engagement roadshows with the public to highlight the problems around giving and better alternatives.

The policing operation has now entered into its second stage, which will involve gathering intelligence around the potential organised begging that is taking place in the City of London. City of London Police will operate with plain clothed patrols being conducted to establish and identify individuals concerned and plan an intervention strategy in line with national guidelines (Op Aidant).

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**A/PS 745CP Pengelly**

Antisocial Behaviour Lead, Communities and Partnerships  
City of London Police

T: 0207 601 2476

E: [Russell.pengelly@cityoflondon.pnn.police.uk](mailto:Russell.pengelly@cityoflondon.pnn.police.uk)

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<b>Committee</b>	<b>Dated:</b>
Homelessness and Rough Sleeping Sub Committee	18/02/2019
<b>Subject:</b> Rough sleeping legislation	<b>Public</b>
<b>Report of:</b> Andrew Carter – Director of Community and Children’s Services	<b>For Information</b>
<b>Report author:</b> Simon Cribbens – Assistant Director, Commissioning and Partnerships, Department of Community and Children’s Services	

## Summary

This report provides an update on the position of a range of stakeholders with regard to rough sleeping legislation.

## Recommendation

Members are asked to:

- note the report.

## Main Report

### Background

1. At its December 2018 meeting, Members of the Sub Committee discussed the Vagrancy Act and whether the homelessness sector sought further legislative change or addition. Subsequently, officers have reviewed the current position of key stakeholders and met with the homelessness sector’s representative body, Homeless Link, to assess these issues.

### Current Position

#### Government

2. The Government’s *Rough Sleeping Strategy*<sup>1</sup> (published in August 2018) commits to:

“...launch a wider review of homelessness and rough sleeping legislation, which will include the Vagrancy Act. The review will ensure that the structures

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1

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/733421/Rough-Sleeping-Strategy\\_WEB.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733421/Rough-Sleeping-Strategy_WEB.pdf)

are in place to deliver effective services and engage with vulnerable people constructively. We expect the review to report by March 2020.”

3. Scotland and Northern Ireland have already repealed the Vagrancy Act. However, it should be noted that the wider statutory protections from homelessness are significantly different in Scotland, reflecting both a different housing market and homelessness problem.
4. Significant legislative change was enacted and brought into force in April 2018 in the form of the Homelessness Reduction Act 2017. The Act strengthens the duties imposed on local authorities to prevent homelessness and represents a significant reform to homelessness legislation. The Act, a Private Member’s Bill tabled by Conservative backbench MP Bob Blackman, was campaigned for by the homelessness charity Crisis, and supported by the voluntary and charity sectors.
5. Local authorities have statutory duties that determine the circumstances in which they must provide assistance to those who are homeless. Legislation provides a mechanism to prioritise scarce resources (social housing for instance) and ensure that financial costs do not fall disproportionately on local authorities where rough sleeping may manifest, but where there is no clear local connection.

### ***Opposition***

6. In February 2018, Liberal Democrat MP Layla Moran sponsored a Bill for the repeal of the Vagrancy Act that received a first reading. The Bill was objected to and is awaiting a second reading. The Liberal Democrats have also pledged to end homelessness and call for Government to invest more in prevention and social housing development.
7. In December 2018, the Labour Party issued a press release announcing that a future Labour Government would repeal the Vagrancy Act. This follows that party’s announcement in January 2018 to “make 8,000 affordable homes available for people with a history of sleeping on the streets – double the number previously promised”. This is described as part of Labour’s plan to end rough sleeping within their first term in office.

### ***Charity sector***

8. The voluntary and charitable organisations working in the homelessness sector broadly favour repeal of the Vagrancy Act. Many are motivated by a stance that is against any form of enforcement activity (measures that tackle anti-social behaviour, and so on).
9. A St Mungos survey of outreach services reports that the majority favour repeal. It also noted that several respondents made clear that “law enforcement is required for anti-social behaviour sometimes associated with rough sleeping, particularly for ‘persistent’ or ‘aggressive’ begging, but that the legal mechanisms for this already exist elsewhere”.
10. St Mungos itself calls for the repeal of the Act, but also for local authority “plans for how and when police use their powers against people sleeping rough to be

developed and integrated in local homelessness strategies, with multi-agency support packages planned alongside this”.

11. There is no significant call from the homelessness sector for new legislation. The umbrella organisation representing voluntary and charitable organisation working with rough sleepers – Homeless Link – convenes a Rough Sleeping Advisory Panel that includes Crisis, Shelter, St Basil’s, St Mungo’s and Thames Reach. In response to the publication of the Government’s *Rough Sleeping Strategy*, the panel called for the Government:

“...to build significantly more social housing, to foster greater security for renters, to ensure people have access to benefits and other support they need to help them keep their homes. We also need to see a reversal of policies that leave migrants homeless and destitute, and healthcare, mental health and substance misuse services that are available and truly accessible to those who need it.”

12. The prevailing view of the homelessness sector is to call for reform of existing legislation – most notably welfare reform. This is considered to be more impactful in tackling homelessness.
13. More immediately, the homelessness sector is concerned with the impact of Brexit. The Government has launched the process through which EU nationals can apply for settled status, but it is likely that the required proof of residence will exclude most EU nationals who sleep rough. Even where such status is gained, Homeless Link reports that the Department for Work and Pensions’ advice is that this does not necessarily mean entitlement to benefits. Without benefits, there are very few accommodation options for homeless European nationals from outside the UK.

### **Local authority stance**

14. There is no formal or collective stance from local authorities in relation to the Vagrancy Act or the use of the enforcement. Differing politics, resourcing and levels of rough sleeping inform different approaches and opinions. Enforcement powers are widely used by local authorities to tackle anti-social behaviour. It is reported that some local authorities also use the Vagrancy Act.
15. Local authority advocates of enforcement regard it as part of a wider approach in which the harmful behaviours of rough sleeping can be tackled alongside an offer of service. Some rough sleepers refuse to engage with support services, despite the clear and significant threat to their health and wellbeing caused by rough sleeping. Some local authorities have attempted to use the Vagrancy Act in these circumstances. It is possible that such authorities would support the repeal of the Vagrancy Act, but with the expectation that it was replaced with legislation they might consider more ‘fit for purpose’.
16. Local authorities face pressure from residents and businesses concerned about those who are sleeping rough, any associated anti-social behaviour and the

impact on communities. Where those sleeping rough refuse support, the public perception can be that the local authority is doing nothing.

17. In his strategy to inform future commissioning, the Mayor of London sets out:

“Sometimes, however, despite the persistent and focused efforts of services, people refuse to engage or continually turn down the offers made to them. In these cases, active enforcement coupled with assertive outreach can have a positive impact in assisting a person into accommodation.

Central to the success of this approach is good partnership working between community safety officers, housing officers, health partners, the police, immigration officers, and outreach providers.”

18. A range of legislation governs the approach of local authorities to addressing homelessness and supporting vulnerable adults – including those who sleep rough. These include:

- Housing Act 1996
- Homelessness Act 2002
- Homeless Reduction Act 2017
- Mental Capacity Act 2005
- Care Act 2014.

19. Many local authorities have welcomed the Homelessness Reduction Act, but some are concerned about the cost of the duties it imposes – despite the Government allocation of new burdens funding. Any future call to add to or strengthen legislation, would need to address local authorities’ need for any additional burdens to be fully funded.

### **Corporate & Strategic Implications**

20. There are no implications that arise directly or immediately from this paper.

### **Conclusion**

21. Legislation enables – and in some circumstances requires – a range of interventions in response to rough sleeping. Anti-social behaviour powers may also be used to tackle associated issues, although several stakeholders have called for the repeal of the Vagrancy Act. There is no clear call for additional legislation, although the homelessness sector has called for reforms, including changes in welfare provision.

### **Appendices**

- None

### **Simon Cribbens**

Assistant Director – Commissioning and Partnerships, DCCS

T: 020 7332 1638

E: [simon.cribbens@cityoflondon.gov.uk](mailto:simon.cribbens@cityoflondon.gov.uk)

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