



Homelessness and Rough Sleepers Sub Committee

Date: FRIDAY, 14 DECEMBER 2018
Time: 10.30 am
Venue: COMMITTEE ROOMS - COMMITTEE ROOMS

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
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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**
3. **MINUTES**
To agree the public minutes and non-public summary of the meeting held on 6th September 2018.

For Decision
(Pages 1 - 8)
4. **OUTSTANDING ACTIONS**
Members are asked to note the Sub Committee's outstanding actions list.

For Information
(Pages 9 - 10)
5. **PERFORMANCE REPORT**
Report of the Director of Community and Children's Services.

For Information
(Pages 11 - 18)
6. **UPDATE ON THE ANNUAL COUNT**
Homelessness and Rough Sleepers Service Manager to be heard.

For Information
7. **ROUGH SLEEPING INITIATIVE**
Report of the Director of Community and Children's Services.

For Information
(Pages 19 - 22)
8. **ASSESSMENT HUB ACTIVITY UPDATE**
Report of the Director of Community and Children's Services.

For Information
(Pages 23 - 30)
9. **WINTER PLANNING REPORT 2018-19**
Report of the Director of Community and Children's Services.

For Information
(Pages 31 - 34)

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

Report of the Director of Community and Children's Services

For Information
(Pages 35 - 36)

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

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

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HOMELESSNESS AND ROUGH SLEEPERS SUB COMMITTEE

Thursday, 6 September 2018

DRAFT Minutes of the meeting held at the Guildhall EC2 at 11.00 am

Present

Members:

Marianne Fredericks (Chairman)
Tijs Broeke (Deputy Chairman)
Alderman Ian Luder - in the Chair for the start of the meeting.
Benjamin Murphy
William Pimlott
Henrika Priest
Mark Wheatley

In attendance:

John Scott – Chief Commoner

Officers:

Andrew Carter	- Director of Community and Children's Services
Simon Cribbens	- Community & Children's Services
Chris Pelham	- Community and Children's Services
Will Norman	- Community and Children's Services
Glory Nyero	- Community and Children's Services
PC Russell Pengelly	- City of London Police
Gill Leng	- Consultant
Graham Hodgkins	- Westminster Drugs Project
Julie Mayer	- Town Clerks

1. APOLOGIES

It was moved by Marianne Fredericks, Seconded by Benjamin Murphy and agreed that Alderman Ian Luder take the Chair for the start of the Meeting

Apologies were received from Mary Durcan and Dhruv Patel.

2. MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA

There were no declarations.

3. **TO ELECT A CHAIRMAN IN ACCORDANCE WITH STANDING ORDER 29**

The Sub Committee elected a Chairman in accordance with Standing Order 29.

RESOLVED, that - being the only Member willing to serve, Marianne Fredericks be elected as Chairman of the Homelessness and Rough Sleepers Sub Committee for 2018/19

Since publication of the agenda, the Chairman of the Grand Committee had decided to waive his right to serve as Deputy Chairman of the Sub Committee and Members therefore elected a Deputy Chairman in accordance with Standing Order 30.

RESOLVED, that - being the only Member willing to serve, Tijs Broeke be elected as Deputy Chairman of the Homelessness and Rough Sleepers Sub Committee for 2018/19.

On taking the Chair, Ms Fredericks thanked Members for their support in driving this important agenda. The Chairman suggested a Member/Officer Awayday, to set a framework for future agendas and a strategy to achieve the Sub Committee's objectives. The Director suggested that this should include the nature and frequency of future reports. Members and Officers acknowledged the need to firm up a communications strategy; covering SWEP, hubs and responsible donations. Members also agreed that an 'action tracker' should be a standing agenda item at each Sub Committee meeting.

Members noted that the Safer City Partnership was due to meet at the end of the month and would nominate a Member for the Homelessness and Rough Sleepers Sub Committee. The Sub Committee also needed to appoint a Church representative and up to 2 co-optees; officers suggested that potential nominees could be considered at the forthcoming awayday.

Finally, the Chairman was pleased to note that 2 Members of the Police Committee were also Members of this Sub Committee and a Police Officer was in attendance. Members stressed the importance of consistent representation from external agencies, to ensure the continuity of partnership work. The Chairman welcomed Gill Leng, a specialist Consultant commissioned by the City Corporation, who would be presenting a report on health care provision and Graham Hodgkins from Westminster Drugs Project.

4. **SUB COMMITTEE'S TERMS OF REFERENCE**

Members received a report of the Director of Community and Children's Services, seeking to establish a Homelessness and Rough Sleepers Sub Committee and setting its Terms of Reference. The report had been approved by the Community and Children's Services Committee in June this year.

In respect of the frequency of meetings, the Chairman stressed the importance of holding the Away Day as soon as possible, with a further meeting of the Sub Committee before the end of the year. A further 2 meetings in early 2019 were suggested and, when the Grand Committee met in the Spring of 2019 to

consider its Annual Review of Sub Committees, Members would have an opportunity to review the work of the Sub Committee and take a decision on the long-term frequency of meetings.

RESOLVED, that – the report be noted.

5. **ROUGH SLEEPING UPDATE**

Members received a report of the Director of Community and Children's Services, which set out the City Corporation's work with homeless and rough sleeping clients, in order to fulfil the City's local authority function in accordance with the policy commitments of central Government and the Mayor of London.

During the discussion and questions on this item the following points were noted:

- There was a new pathway co-ordinator in post at St Mungo's. Members noted the key objectives of all hostel staff was to assist independent living using the best available options. Officers were pleased to report successful outcomes in respect of clients with longer-term, complex requirements. Members were also asked to be mindful of those factors beyond the hostel staff's control.
- Whilst noting the number of rough sleepers had been declining, Members were keen to have further information as to where they had gone thereafter and/or whether they had been based in surrounding boroughs and re-entered the City. Officers confirmed that they were in regular contact with neighbouring boroughs and that the homeless statistics reported are pan London and therefore a second night out anywhere in London would impact on the City's statistics.
- Members noted that the Park Guard Pilot had been very successful and would be rolled out for the next 4 years. Community and Children's Services officers had been working with colleagues in Environmental Services in respect of rough sleeping 'hot spots'.
- The need to ensure that language is always positive and respectful towards homeless clients.

Suggested for further consideration at the Awayday:

1. The pros and cons of day centre provision. Members suggested the pros might include the provision of education and health care facilities under one roof.
2. Use of the MHCLG funding of £245,000.
3. Options for presenting different performance criteria noting that, if the City Corporation were to set their own criteria, then comparisons would be limited.

RESOLVED, that: the report be noted.

6. HOMELESSNESS AND ROUGH SLEEPERS PERFORMANCE REPORT

Members received a report of the Director of Community and Children's Services which informed them of the level and nature of homelessness and rough sleeping activity within the City of London Corporation during Quarter 1 of 2018/19.

RESOLVED, that – the report be noted.

7. HEALTH CARE PROVISION FOR PEOPLE SLEEPING ROUGH IN THE CITY OF LONDON

Members received a report and presentation of the Director of Community and Children's Services and Gill Leng (specialist consultant), which presented the findings of an assessment of health care provision for those sleeping rough in the City of London. Gill Leng was pleased to give this presentation to the first meeting of the Homelessness and Rough Sleepers Sub Committee and commended its timeliness in respect of the Government's strategy and funding.

During the discussion and questions, the following points were noted:

- The City Corporation were commended for being the first in London to be looking at this work in detail. Officers advised that a number of the recommendations set out in the report were already in hand and Members asked for an update on what was being implemented.
- Ms Leng agreed to provide information on the 'No Recourse to Public Funds' network and Members noted that Government funding had been allocated to assist clients in this situation. Members noted that the CBT had provided a grant to one of the charities which supported this group and discusses how the situation could intensify with Brexit and a lack of 'settled status'. Officers suggested a report to the Sub-Committee on the Legal Frameworks behind 'No recourse to Public Funds'.
- Members noted that a CCG nurse and mental health practitioner visited the hubs and hostels. A Members suggested the provision of flu jabs as part of the work of the mobile facility, for those clients willing to receive the vaccination. Members also noted the success of the Street Triage project, which employed a specialist mental health nurse.
- Officers were meeting with the Care Commissioning Group in respect of a Multiple Needs Exclusion Project. Members noted that a 'Housing First' model for chaotic groups had been successful.
- The substance mis-use team had been successful at St Mungo's and extended the hours of operation at Neman Practice to Monday evenings.

Members welcomed a detailed and helpful report, which highlighted a couple of areas for improvement in respect of holistic case management and co-

production of services. Officers advised that the report presented a framework for a co-ordinated strategy, which would identify accountabilities. The Town Clerk agreed to circulate the slides to Members.

RESOLVED, That – the report be noted.

8. **CITY OF LONDON POLICE UPDATE**

Members received a report of the Commissioner, City of London Police, which provided an updated on the latest tactic to address begging within the City of London, known as Operation Luscombe.

During the discussion and questions, the following points were noted:

- The success of this ‘soft intervention’ programme, which sought to assist those in genuine need and only instigate criminal proceedings to repeat offenders in organised ‘gangs’. Members noted that, whilst such gangs did not operate on a large scale, the City was considered lucrative and City workers were known for their generosity. Members acknowledged the importance of channelling this for best impact. The Officer advised that begging intelligence had improved considerably since June and suggested it was in decline.
- The Officer accepted that the media aspects of Operation Luscombe had been somewhat lacking and this would be remedied at the next review meeting. The Police encouraged the public to ‘tweet’ information about begging hotspots and Members noted the recent success at Bishopsgate. Members asked to be kept informed, so they could advise constituents as to the best course of action, and suggested this be the subject of a Members’ Breakfast Briefing.
- The Police Officer commended the generosity of local businesses; i.e. Pret, McDonalds and Marks and Spencer who had provided breakfasts at the hubs. The Officer also accepted that some store staff might lack knowledge/confidence when approaching and offering assistance. Members suggested writing to Supermarket Head Offices to offer advice and support.
- British Transport Police would be offering more intervention in the Liverpool Street area and a Manager had visited one of the hubs.
- Members suggested that the Vagrancy Act be challenged and that a member of the Remembrancers’ Team be invited to attend the Awayday.
- Members were very keen for this work to remain on the Police’s ‘business as usual’ agenda and asked for an update on the implementation of recommendations.

RESOLVED, that – the report be noted.

9. **HOMELESSNESS AND ROUGH SLEEPERS STRATEGY 2019-2022 - PROJECT PLAN**

Members received a report of the Director of Community and Children's Services in respect of the current Homelessness Strategy, the Homelessness Reduction Act and the current project plan for developing the Homelessness and Rough Sleepers Strategy for 2019-2022.

Further to discussions earlier on the agenda, officers advised that the forthcoming Away Day would further inform the strategy. Officers advised that, whilst the City Corporation's statutory requirements covered the geographical area of the Square Mile, Officers had invited the team at Epping Forest to join the City Corporation's Rough Sleepers Strategy Group.

RESOLVED, that – the report be noted.

10. **ALTERNATIVE GIVING AWARENESS-RAISING CAMPAIGN: 'HELP WITH REAL CHANGE, NOT SMALL CHANGE'**

Members received a report of the Director of Community and Children's Services in respect of a proposal to run an alternative giving awareness campaign, to support the most vulnerable people on the City Streets in the most effective way.

During the discussion and questions the following points were noted:

Members commended the draft marketing material appended to the report, which had been developed by the Working Party. A Member suggested that contact numbers be included.

Members suggested a simple strapline under the City of London Corporation Logo; i.e. '*off the streets is not the end*'. The messages should be concise, simple and quickly digestible at transport hubs etc. Members noted that officers had been working with the GLA and London Councils and there was a further suggestion to consult the Government's Behaviour Science Team.

The next report would provide more detail on the metrics and efficiencies of giving via Tap London.

The previous campaign '*Do not Kill with Kindness*' had been perceived as negative by some service users and professionals as it stereotyped homeless clients and sent a negative message to those willing to assist. Members noted how some clients welcomed practical help and assistance rather than 'small change'.

The importance of engagement with local food retailers was acknowledged and the Police Officer advised of the Police's Day of Action at the end of November. The Police had established a strong Business Engagement Team and offered to work with the City Corporation.

Officers agreed to circulate information from the Wales Study and executive summaries of the Care and Vagrancy Acts

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

There were no items.

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 the Schedule 12A of the Local Government Act.

Item	Paragraph
15	1 & 2

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

There were no items.

The meeting closed at 12.55

Chairman

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

Date	Action	PROGRESS UPDATE
6 September 2018	<p>Next meeting to be an Away Day</p> <p>More information was request in respect of the following, to be covered either on the awayday or in future reports to the Sub Committee:</p> <ul style="list-style-type: none"> • Rough sleepers leaving and re-entering the City • Health Care Provision • Begging and Operation Luscombe • Alternative Giving/Tap London • No Recourse to Public Funds • Vagrancy Act • Hubs • Winter Plans 	<p>Awayday held on 15th October</p> <p>Feedback ahead of Sub Committee on 14 December 2018</p>

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Committee	Dated:
Homelessness and Rough Sleepers Sub-Committee Rough Sleepers Strategy Group	14/12/2018 22/01/2019
Subject: Homelessness and Rough Sleepers Performance Report	Public
Report of: Andrew Carter, Director of Community and Children’s Services	For Information
Report author: Glory Nyero, Performance Analyst	

Summary

This report informs Members of the level and nature of homelessness and rough sleeping activity within the City of London Corporation during quarter 2 (Q2) of 2018/19.

During this period, the number of rough sleepers in the City of London continues to decrease. This extends to a reduction in the number of new rough sleepers within this period. Which is also exemplified by the fact that over the last three reporting periods there has been a decrease in the total individual number of rough sleepers within the City. In addition, two of the new rough sleepers joined the ‘living on the streets’ cohort. Further to this, the number of RS205 clients has also reduced by two people to nine RS205 clients¹ in this quarter which is a sign of good achievement given the number of challenges with this group.

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 Q2 period, July 2018 to September 2018.
2. Rough sleeping is a form of homelessness and, according to the CHAIN data, 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.

¹ RS205 clients = rough sleepers 205 – regarding the most entrenched 205 identified rough sleepers

Table 1: Categories of rough sleepers

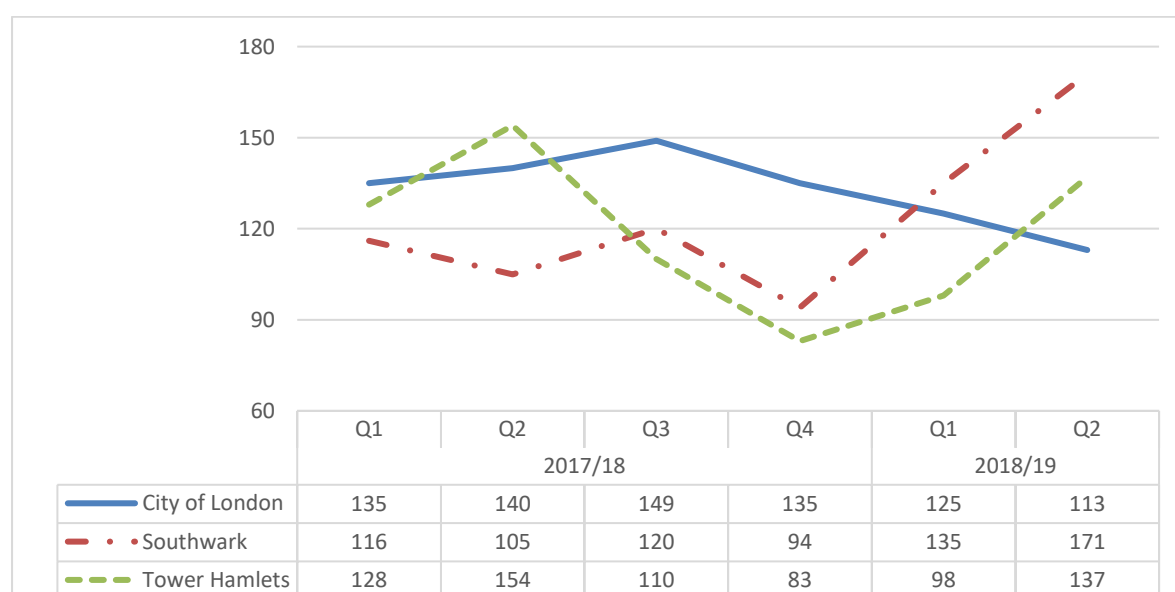
New rough sleepers	Those who had not been contacted by outreach teams and identified as rough sleeping before the period.
Living on the streets	Those who have had a high number of contacts over three weeks or more, which suggests that they are living on the streets.
Intermittent rough sleepers	People 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: Combined Homelessness and Information Network (CHAIN) Quarterly Report

Total rough sleeping

- During the period July to September 2018, the number of individual rough sleepers in the City reduced by 12 people from 125 in Q1 to 113 in Q2 (9.6% decrease). By contrast to the 20% increase across London during Q2.
- Graph 1 compares the City of London to Tower Hamlets and Southwark; these local authorities have a similar scale of rough sleeping. Southwark reported 171 rough sleepers in this quarter and Tower Hamlets reported 137.
- Both Southwark and Tower Hamlets witnessed an increase in the total number of rough sleepers by 27% and 40% respectively.

Graph 1: Number of rough sleepers



- As shown in Graph 1, the number of rough sleepers tends to fluctuate between the quarters. The 113 people recorded sleeping rough in the City during the quarter can be broken down as:
 - 22 people (19%) were new rough sleepers
 - 30 (26%) were longer-term rough sleepers described as ‘living on the streets’
 - 63 (55%) were those who sleep rough intermittently and have returned to the streets (as noted in the above definition within table 1).

Table 2: Composition of rough sleepers in Q2 2018/19

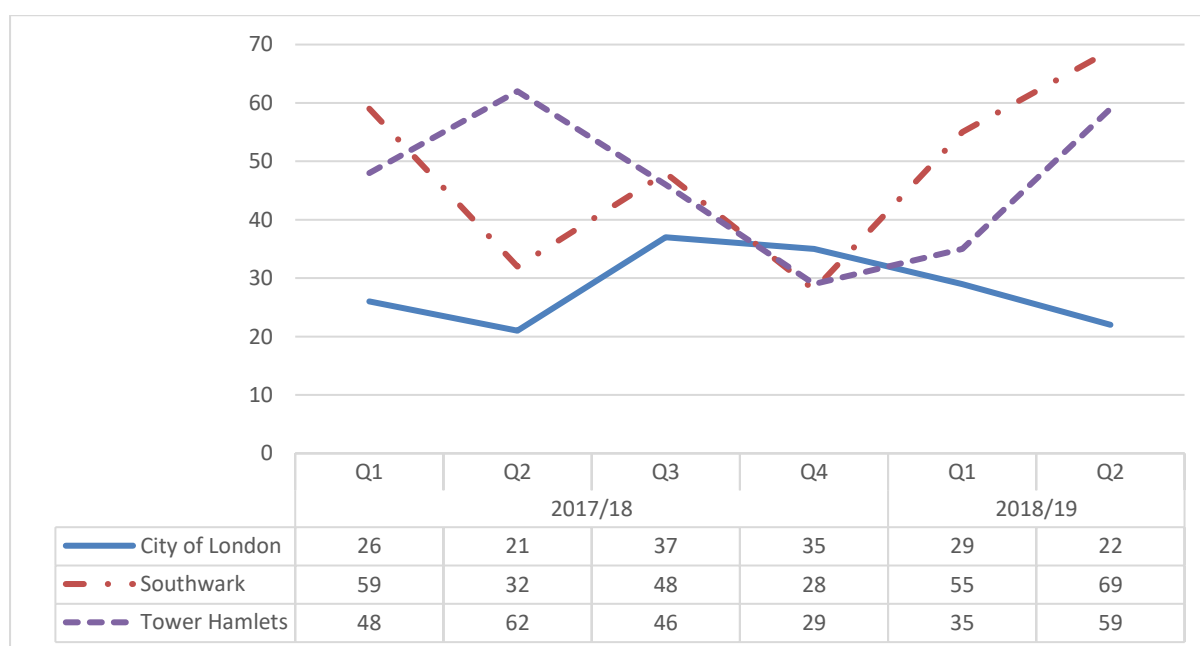
	New rough sleepers	Intermittent Rough Sleepers (returner)	Living on the Streets (All) Longer Term	New RS Joined LOS ²	Overall Total
City of London	22	63	30	2	113
Southwark	69	78	24	0	171
Tower Hamlets	59	59	20	1	137
London	1382	1406	340	25	3103

7. Table 2 shows that, in this quarter, the City of London had a smaller proportion of new rough sleepers (19%), compared to its neighbours and London as a whole.

New rough sleepers

8. During the previous quarter, there was a decrease of new rough sleepers – from 29 people to 22 people, representing a 24% decrease (seven people). Across London the direction differed, as there was a sizeable increase of 20% (508 people) in comparison to the prior quarter of only 6%.
9. Southwark also saw the number of new rough sleepers increase by 14 people (25%) and Tower Hamlets saw an increase by 24 people (69%) over the previous quarter.

Graph 2: Number of new rough sleepers



10. Of all new rough sleepers, 59% spent a single night out but were not seen rough sleeping again during this period. This is a reduction in comparison to previous quarters, but overleaf table 3 illustrates the fluctuation on this regard.
11. The City's performance is slightly below the London average (80%) and lower than its statistical neighbours Tower Hamlets (76%) and Southwark (78%).

² New RS Joined LOS = New rough sleeper that has joined the living on the streets 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.

Rough sleepers not spending a second night out

Table 3: Percentage of new rough sleepers not spending a second night out

Region	2017/18				2018/19	
	Q1	Q2	Q3	Q4	Q1	Q2
City of London	69%	71%	81%	77%	76%	59%
Tower Hamlets	78%	83%	70%	67%	71%	76%
Southwark	73%	75%	69%	64%	62%	78%
London	80%	82%	77%	79%	80%	80%

12. Nine (41%) out of the 22 new rough sleepers spent more than one night out and two of the new rough sleepers joined the 'living on the streets' cohort.

13. By contrast, in Southwark 22% and in Tower Hamlets 24% spent more than one night out. Across London this was even lower, with only 20% in this cohort.

14. In addition, there was also a variance in terms of joining the 'living on the streets' cohort, where Southwark had none, Tower Hamlets had one person join (5%).

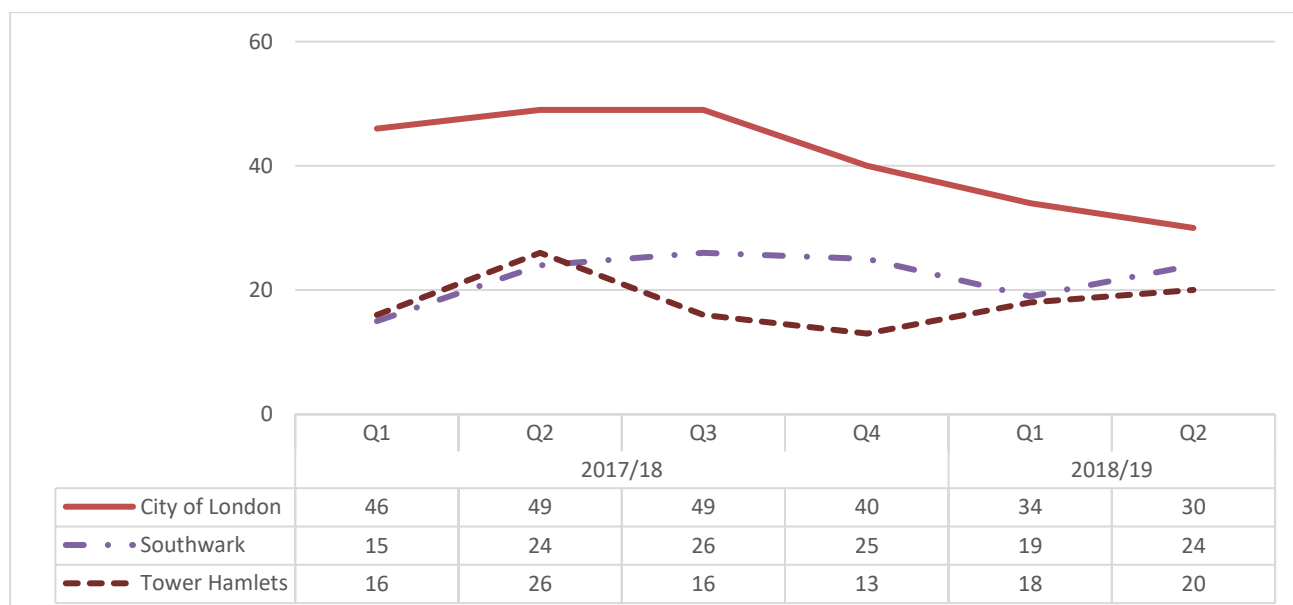
Table 4: Number of longer-term rough sleepers

Region	Q2 2018/19	Change from previous quarter	Change on same period last year
City of London	30	-4	-19
Southwark	24	5	0
Tower Hamlets	20	2	-6
London	340	-11%	-10%

Living on the streets (longer-term rough sleepers)

15. There was a decrease in the total number of people (30) recorded living on the streets on a long-term basis, by four people (12%). This compares to an increase of 11% across London.

Graph 3: Number of longer-term rough sleepers



16. The number of longer-term rough sleepers is also noticeably higher than the City's statistical neighbours, Tower Hamlets (20 people) and Southwark (24 people).
17. The City's higher proportion of longer-term rough sleepers in this quarter has been consistently higher in recent years (67% compared to 11% across London as a whole).
18. In addition, 9 RS205 clients³ were recorded by CHAIN as sleeping rough in the City during Q2, which is similar to the previous quarter, Q1 (11). This reduction is a sign of a good achievement given the number of challenges with this group.
19. Consideration should be given to the City having a perception issue whereby the City is perceived to have more rough sleepers due to people perceiving beggars as rough sleepers when this is not the case given they are not "bedded down".

Intermittent rough sleepers (returner)

20. During the period, 63 people recorded sleeping rough in the City had done so having returned to the streets after a period away. This is similar to Tower Hamlets, which reported 59 in this quarter. By contrast, it is lower than Southwark which reported 78 intermittent rough sleepers in the quarter.
21. In the City the number of intermittent rough sleepers remained virtually the same, increasing by only one person (1.6%) in comparison to the previous quarter. Across London, the number of intermittent rough sleepers also increased by 21% in this quarter.
22. Of this group, 44% had one contact and a further 20.6% had two contacts with services. No one had six or more contacts. London wide, 47% of intermittent rough sleepers were seen just once. In Tower Hamlets 47%, and in Southwark 33%, were seen once.

Accommodation stays during the quarter

23. The number of people booked into accommodation has been broadly consistent, with a variation – from 35 people in the previous quarter to 40 people in this quarter. Table 5 provides a breakdown by forms of accommodation booked – source of referral was City Rough Sleepers Team or City Pop-Up Hub (PUH).

Table 5: Number and percentage of Q2 accommodation stays

Accommodation	No. of stays	%
City PUH	18	45%
Bed & breakfast	4	10%
Clinic/detox/rehab	1	2.5%
Hostel	6	15%
Long-term accommodation	1	2.5%
No second night out	8	20%
Temporary accommodation (local authority)	2	5%
Total Stay	35	100%

³ RS205 clients = rough sleepers 205 – regarding the most entrenched 205 identified rough sleepers

Implications

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

Health Implications

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

Conclusion

26. Q2 2018/19 has seen a decrease in the homelessness and rough sleeping activity within the City. The percentage increase has instead been an occurrence for the City's statistical neighbours – Southwark and Tower Hamlets – as well as a feature across London as a whole. Further to this, Q2 2018/19 has also seen a sign of good achievement with the number of RS205 clients reduce by two people to nine RS205 clients⁴.

27. Q2 2018/19 also saw 59% (13 of the 22) of new rough sleepers spending a single night out and not being seen rough sleeping again. Which is an indication of the fluctuations of such activity through the years despite being an evident reduction in comparison to the most recent quarters. Nine (41%) out of the 22 new rough sleepers spent more than one night out and two of the new rough sleepers joined the 'living on the streets' cohort.

28. Although evidence and data support the decrease in the number of rough sleeping within the City there is a public perception of an increase due to a number of assumptions i.e. people perceiving beggars as rough sleepers although they are not "bedded down". In addition, the uniqueness of 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 navigating to the City (even if they may reside in another borough).

Appendices

- Appendix 1 – Detailed trend graphs covering an extended period

Glory Nyero

Performance Analyst

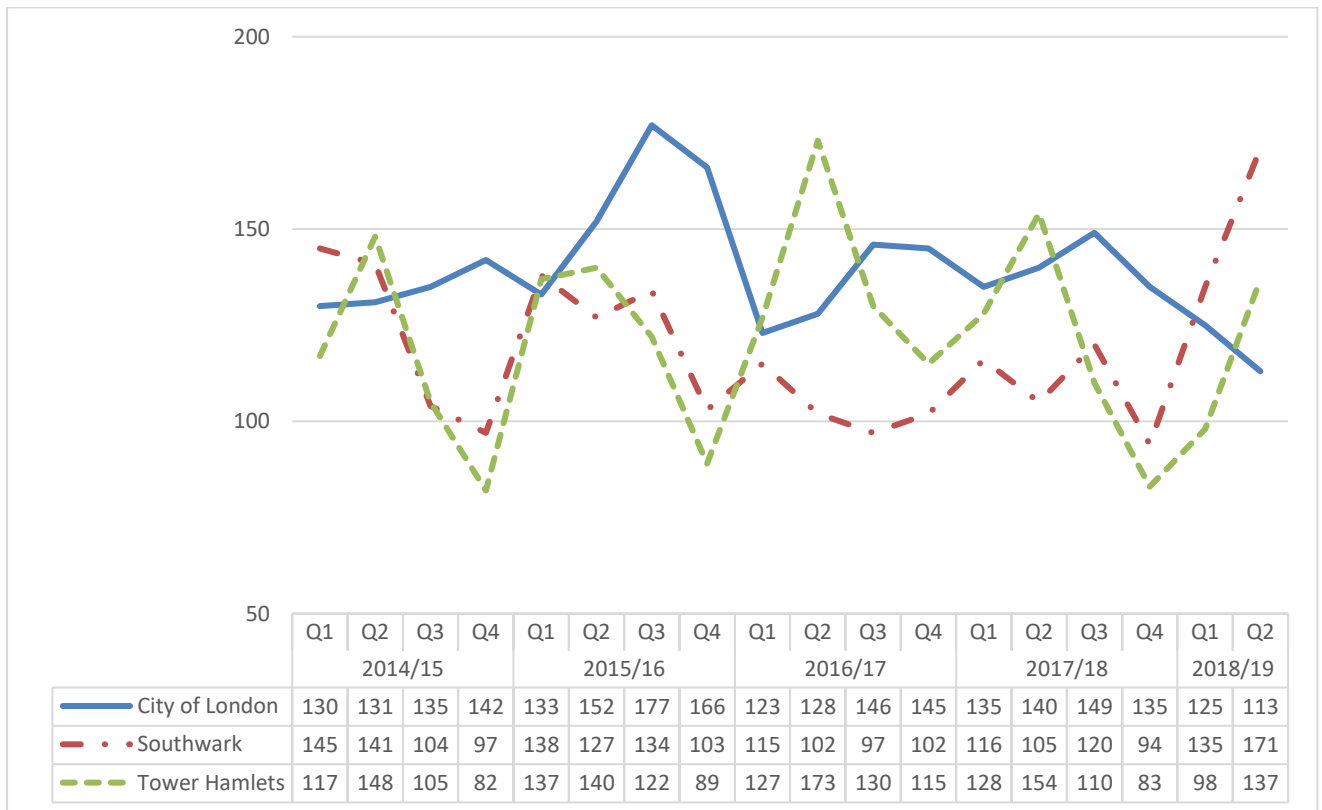
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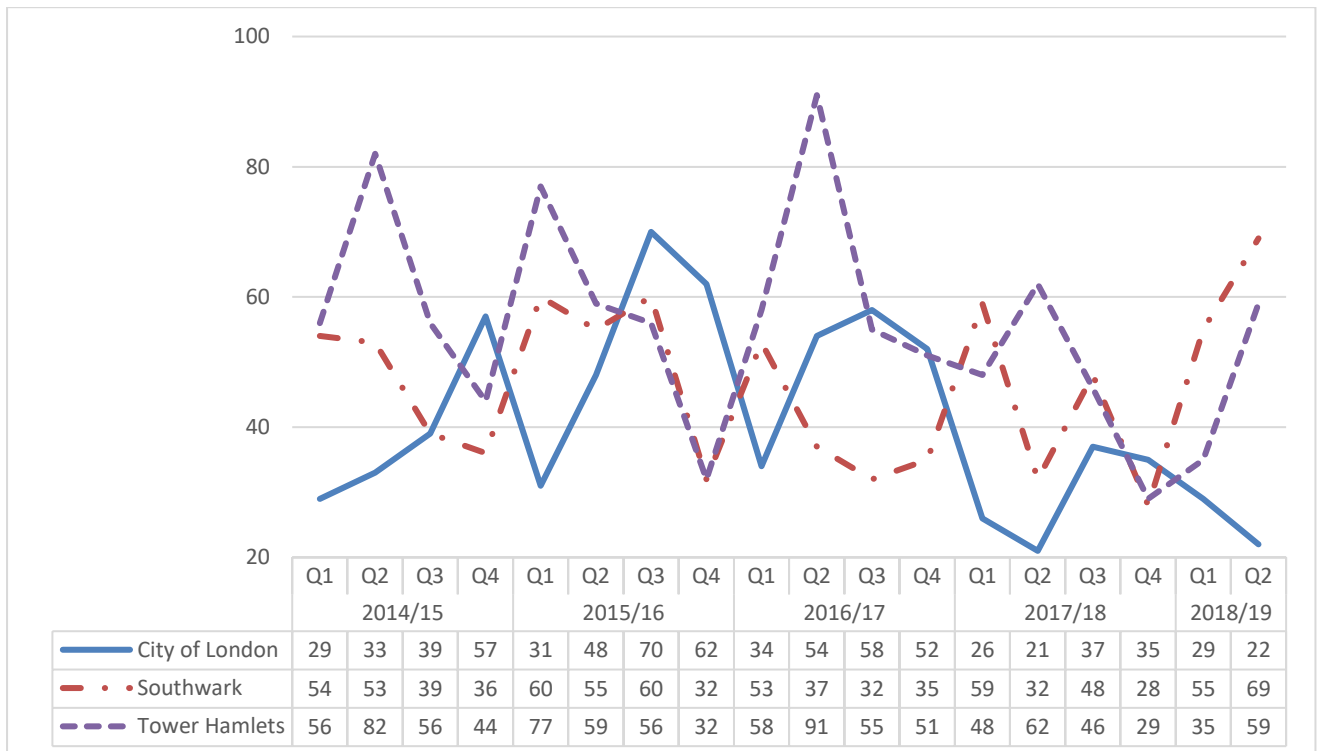
⁴ RS205 clients = rough sleepers 205 – regarding the most entrenched 205 identified rough sleepers

Appendix 1 – Detailed trend graphs covering an extended period

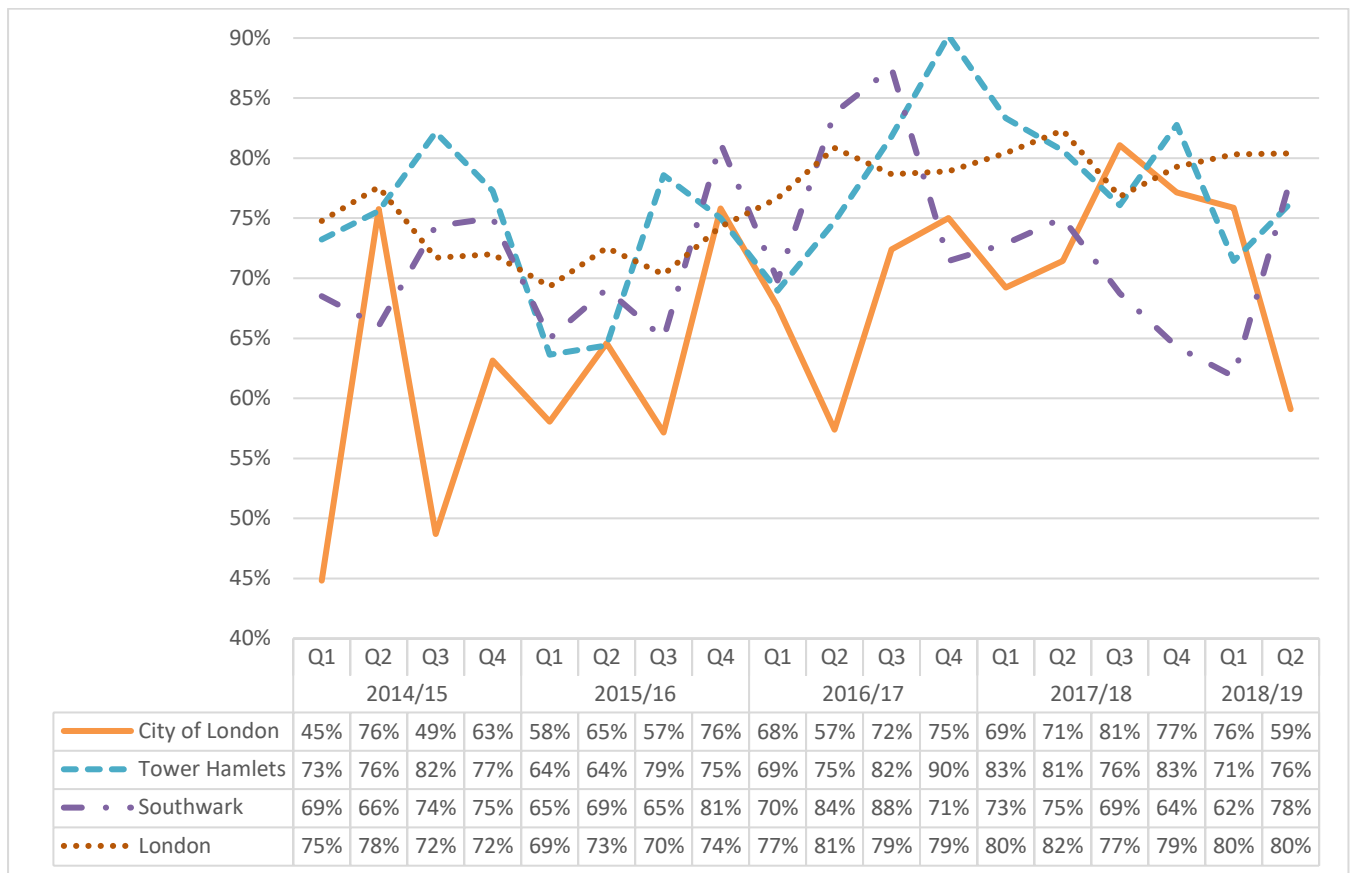
Graph 1: Number of rough sleepers



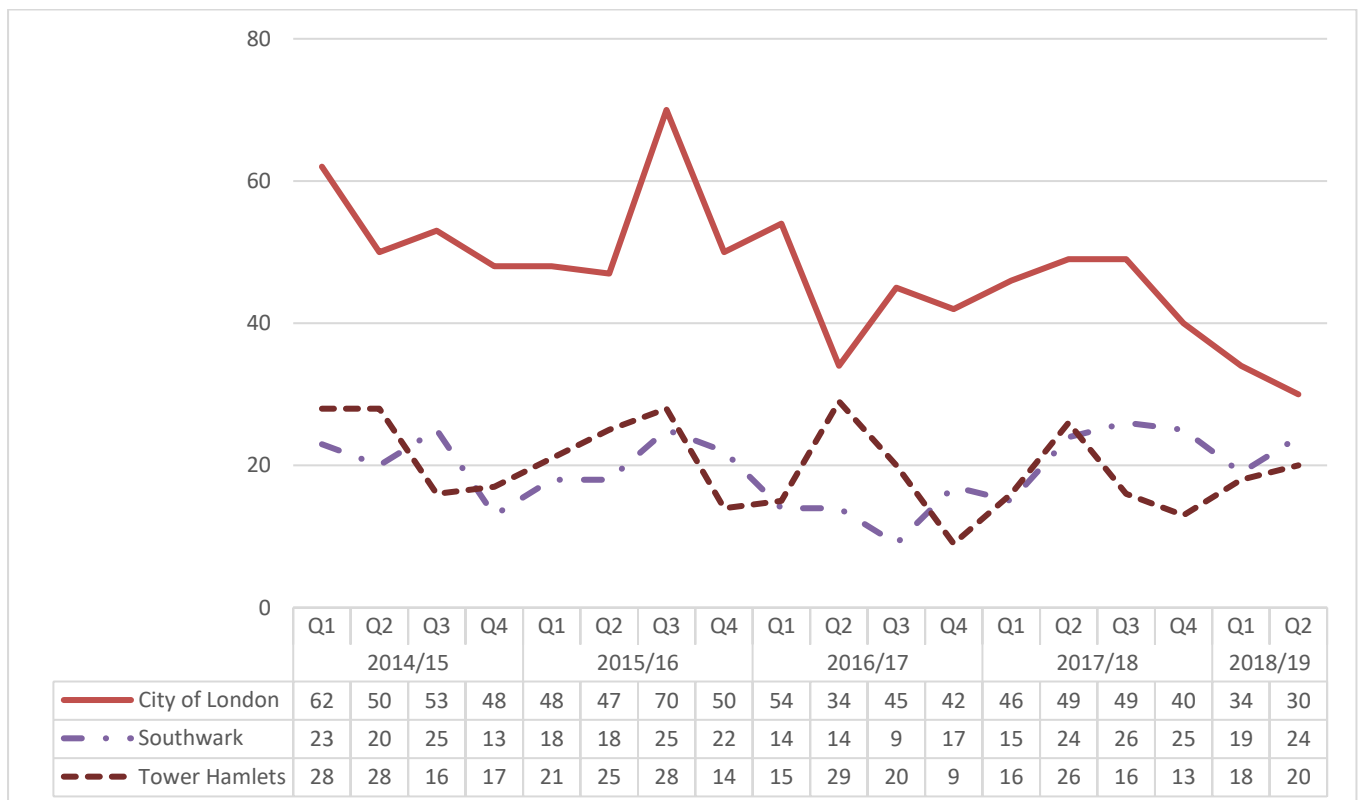
Graph 2: Number of new rough sleepers



Graph 3: Percentage of new rough sleepers not spending a second night out



Graph 4: Number of longer-term rough sleepers



Committee	Date
Homelessness and Rough Sleeping Sub-Committee	14/12/2018
Subject: Rough Sleeping Initiative Fund Update	Public
Report of: Andrew Carter – Director, Department of Community and Children’s Services	For Information
Report author: Will Norman – Service Manager, Homelessness and Rough Sleeping, Department of Community and Children’s Services	

Summary

This report summarises our progress in meeting the Ministry of Housing, Communities and Local Government (MHCLG) Rough Sleeping Initiative (RSI) Fund objectives. Our original proposal was split into four work streams; each will be summarised in the report, along with brief performance data.

Recommendation

- Members are asked to note the report.

Main Report

Background

1. A fund of £30 million was announced on 30 March 2018 to help local authorities with the highest number of rough sleepers target the problem. The City of London Corporation submitted a proposal to MHCLG on 18 May. On 8 June, we learned that we had been successful in our bid for an award of £215,348 for project costs to the end of the financial year 2018/19. A further provisional award for 2019/20 is dependent on a review of the success of the 2018/19 work.
2. The Government expects to see an impact on rough sleeping numbers within the 2018/19 timeframe. When drafting our proposals, we were invited to build on existing work that was known to be successful, and initiatives that could be implemented quickly. The four work streams are outlined below:
 - A Rough Sleeping Co-ordinator within the Homelessness and Rough Sleeping Team
 - An increase in the timing of our Pop-up Hub to a monthly Assessment Hub
 - Extra capacity for our commissioned outreach to support Hub activity to focus on our most entrenched rough sleepers, as well as a new case worker at the Providence Row Dellow Centre to support Hub activity and focus on a cohort of City rough sleepers
 - Extra capacity in the No First Night Out homelessness prevention project.

3. These extra measures have seen the recruitment of two new full-time officers into roles at the City of London and two further full-time roles with our partners in the voluntary sector. The rest of the award has been invested in the operational activity associated with Assessment Hubs.
4. There are several benefits to this approach:
 - a) Four of the five proposal areas focus on our most entrenched rough sleepers, those that make up our 'living on the streets' cohort.
 - b) The increase in Hub activity and more frequent timing ensures that we stand a greater chance of reaching more rough sleepers. This will assist with engaging 'intermittent' rough sleepers, a group that form the largest cohort within our rough sleeping population.
 - c) Greater planning and partnership work around rough sleeping 'hotspots' – both from a prevention and response perspective.
 - d) Further development of a support and enforcement model to help communities and visitors, and to provide a co-ordinated approach to complex cases.
 - e) Increasing the scope and timing of our Pop-up Hub model provides a platform to test ideas around assessment. It also generates an evidence base that will inform future planning.
 - f) Increased capacity in our commissioned outreach team so that Assessment Hubs can become a sustainable 'business as usual' model that does not detract from regular case work.
 - g) Increased capacity at our nearest day centre, which expands our service offer and supports continuity of support during and in between Hubs.
 - h) Further investment in homelessness prevention as a key method in reducing rough sleeping numbers.

Current Activity

5. The project is monitored via the Government's DELTA software platform. Performance data for all four work streams is uploaded monthly. The City has been allocated a Rough Sleeping Special Advisor from MHCLG who undertakes monthly progress visits. During the visit in November, the advisor noted the City's effective implementation, sound 'tasking and action' approach and good partnership work.
6. The City is also required to undertake a monthly street audit to track trends and progress. The number of rough sleepers counted is as follows:
 - August – 25
 - September – 35
 - October – 36
7. **Work stream 1 – Rough Sleeping Co-ordinator role:** Simon Yong was recruited in September and took up the post on 22 October 2018. This role is accountable for the successful delivery of RSI-funded activity, as well as the co-ordination of various areas of work related to our rough sleeping cohorts. This includes a review

of our meetings and forums, finding further efficiencies in our accommodation pathway.

8. There are no performance measures associated with this work stream.
9. **Work stream 2 – Assessment Hubs:** Three Hubs have been provided since the RSI funding became available – August, September and October. Hub dates are currently confirmed to July 2019 and a location is confirmed to April 2019.
10. There have been 20 confirmed outcomes, between August and October, directly from the Hubs. More detail is available in the separate Assessment Hub report.
11. **Work stream 3 – Increased outreach capacity:** An outreach worker was recruited by St Mungo's and took up the post in late August. This provides enhanced case work throughout the month and focuses on targeting individuals for the Assessment Hub. The role links directly with the Hub staff and co-ordinates the handover of clients to the Providence Row Dellow Centre every morning during a Hub week.
12. There have been five confirmed outcomes through case work delivered by the RSI case worker.
13. **Work stream 4 – Increased No First Night Out capacity:** This work stream focuses on the homelessness prevention project that the City of London hosts with the London Boroughs of Hackney and Tower Hamlets. The project works with single people at risk of homelessness but who are not in priority need for accommodation. Prior to the introduction of the Homelessness Reduction Act in April 2018, this group contributed greatly to new rough sleepers. The project is led by a steering group chaired by the City of London.
14. A third case worker was recruited to the service in September. One-third of the projects' outcomes will be reported to the RSI Fund. To date the new case worker has received 16 referrals and prevented the homelessness of 10 individuals across the tri-borough area.

Conclusion

15. The addition of a Rough Sleeping Co-ordinator has allowed the progress of RSI activity to accelerate in the last four weeks. The Assessment Hubs build on an already successful model, so the main adaptation has been adjusting to the increased tempo (from quarterly to monthly Hubs). A key element of added value continues to be the partnership work between Providence Row at the Dellow Centre and the St Mungo's outreach team. Link-up between the night-time assessment service and ongoing case work provided by the Dellow Centre, both during a Hub week and in addition to this, is proving highly effective.

Appendices

- None

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Committee	Date
Homelessness and Rough Sleeping Sub-Committee	14/12/2018
Subject: Assessment Hub Activity Update	Public
Report of: Andrew Carter – Director, Department of Community and Children’s Services	For Information
Report author: Will Norman – Service Manager, Homelessness and Rough Sleeping, Department of Community and Children’s Services	

Summary

This report summarises our Rough Sleeper Assessment Hub activity co-funded by the Ministry for Housing, Communities and Local Government through its Rough Sleeping Initiative (RSI) Fund. The report covers the period between September and November 2018.

Recommendation

- Members are asked to note the report.

Main Report

Background

1. The City of London commenced operating a Pop-up Hub for rough sleepers in 2012. The initial funding from the Homelessness Transition Fund provided for 10 hubs across two years. In 2014, the tempo settled to quarterly as funding moved to the Proceeds of Crime Act (POCA) Fund. Activity temporarily ceased when this funding came to an end, but recommenced in 2017 with the introduction of new monies into the ‘Pathway Model’. Since August 2018 the Pop-up Hub (now referred to as the City of London Assessment Hub) has been co-funded by the Ministry of Housing, Communities and Local Government (MHCLG) RSI Fund which has increased scope and tempo. Hubs are now monthly and currently delivered from St Botolph without Aldgate (St Botolph’s Aldgate). Each Hub lasts for 6 nights.

Current Activity

2. The Assessment Hub is a collaboration between the Homelessness and Rough Sleeping Team, St Mungo’s, Providence Row charity, Westminster Drug Project (WDP) and the Diocese of London.
3. The overarching principles of the Assessment Hub are:

- a commitment to end rough sleeping in the Square Mile
- every rough sleeper in the City of London will have an offer of a 'route off the street'
- achieving our aims through partnership and collaboration.

4. The core objectives of the Assessment Hub are:

- commitment to the 'in for good' principle for attendees
- rapid assessment and clear messaging for new rough sleepers
- enhanced case work for 'living on the streets' clients
- quarter-on-quarter reduction in rough sleeping numbers.

5. A graphic representation of the clients' journey through the Assessment Hub can be found in Appendix 1 to this report. An overview of the model is as follows:

- **Location** – principally St Botolph's Aldgate, although the Hub is designed to be deliverable from different locations. The current setting affords good access to the Providence Row Dellow Centre and is in close proximity to our most active areas for rough sleeping. Consideration is given to access and the available facilities.
- **Set-up** – the Hubs use folding camp beds in a shared space. This provides a comfortable and dignified arrangement that meets the needs of most individuals. Female rough sleepers, or those assessed to be vulnerable to others, can be accommodated separately on a case-by-case basis. Two night staff with experience in Hub delivery work in the space and provide advice, support and assessment for all attendees.
- **Outreach** – in the week leading up to the Hub, the team prepare a list of our most vulnerable clients. This is based on new rough sleepers who have arrived since the last Hub took place, as well as rough sleepers from the 'living on the streets' cohort. Extra shifts are provided, with the main objective of getting rough sleepers into the Hub. This continues from Sunday night through to the following Thursday.
- **Partnership** – an RSI-funded case worker is permanently embedded with Providence Row at the Dellow Centre. This role liaises with the designated RSI case worker in the outreach team to ensure that support planning is delivered consistently throughout the month. During a Hub week, the Providence Row worker co-ordinates access to the wider service offer available at the Dellow Centre – hot breakfast and lunch, specialist benefits advice, reconnection planning and assistance. WDP is also available during the day at the Dellow Centre.
- **Reporting** – a monitoring tool is in place that exceeds the requirements set out by the RSI Fund. This allows us to provide accurate data within one week of a Hub, as well as building a clearer picture about how the Hub is used and by whom. Data is submitted on a monthly basis directly to DELTA, the Central Government monitoring software platform.

Data and Learning

6. The following tables summarise interventions and learning from the August, September and October Assessment Hubs.

Table 1 – Interventions and support actions

GPs	7
Scripting	2
Benefits advice*	13
ID ordered	7
Mental health referral	2
	Total 31

* Early indications are that the link with the Department for Work and Pensions advisor at the Dellow Centre has been a useful asset.

Table 2 – Support needs

Mental health	21
Physical health	16
Drug use	21
Alcohol use	16
Complex needs*	15
No recourse to public funds	7
No support needs	5

* Some clients will have more than one presenting need. This data should be interpreted as 15 of the total number of Hub attendees have two or more assessed needs, plus other complicating factors that categorise them as complex needs cases.

Table 3 – Routes off the street

Reconnection	6
Other arrangements	1
Temporary accommodation	4
Hostel	3
No second night out	2
Shared room pending night shelter	2
Reconnection staging post	1
Institutional stay/section 2	1
	Total 20

The 20 outcomes to date refer to the initial route off the street for 20 individuals and correspond with the data provided to MHCLG.

Future Activity

7. Hub dates have been confirmed through to July 2019, with the venue confirmed as St Botolph's Aldgate until April 2019.

Corporate & Strategic Implications

8. We continue to collect data as well as stakeholder and service user feedback with a view to demonstrating how different interventions meet the needs of various rough sleeping cohorts. Experience derived from the Hubs will help us build an evidence picture to explore brief intervention night services and enhanced case work models. We will investigate the impact of partnership with day centres, and the impact that these approaches have with our various cohorts. We can expect this knowledge to influence future planning and commissioning decisions.

Conclusion

9. The Assessment Hub continues to be a valuable and effective tool in supporting rough sleepers and reducing rough sleeping numbers. Early indications are that the increase in tempo from quarterly to monthly has not brought any negative implications for wider service delivery or client take-up.
10. Partnership and collaboration are key elements of the service. The anonymised case study in Appendix 2 demonstrates the strength and benefits of this approach.

Appendices

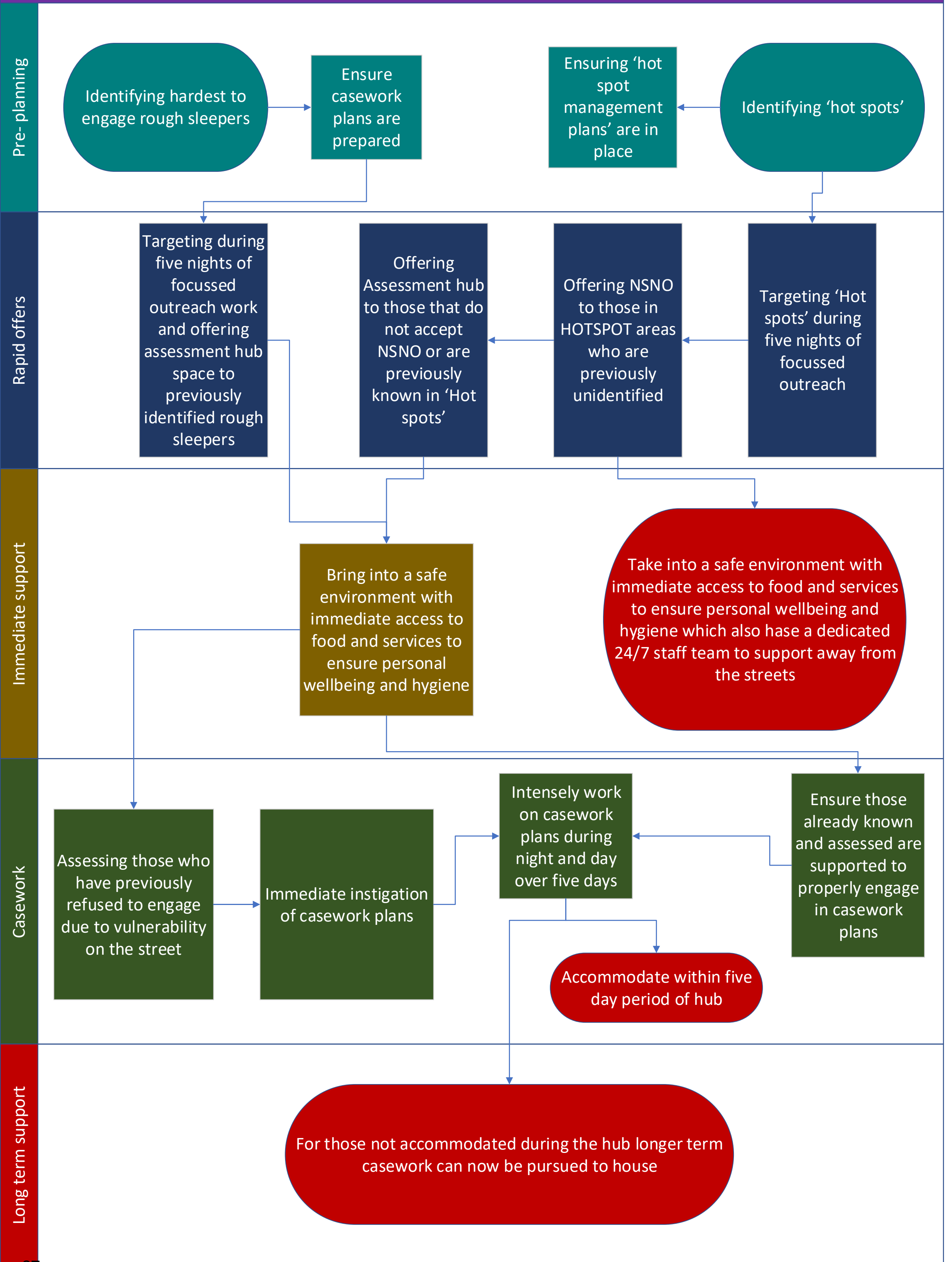
- Appendix 1 – Assessment Hub Flow of Support
- Appendix 2 – Case Study – to be provided to Members separately

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Appendix 3

MHCLG RSI funded City Assessment Hub

Case Study (anonymised)

Jon was found bedded down in the City of London and brought to the assessment hub at the church hall where he was given some hot food and a warm place to stay for the night. The night coordinator carried out an assessment and established that Jon was over 55 years old and had been evicted from a supported housing association property in a different borough.

Jon attended a nearby day centre the next day for a hot breakfast where staff investigated the circumstances around eviction. They established he was evicted after accruing £15,000 of arrears due to an error with his Housing Benefit, and he had received very little support to address resolve the issue. Jon stated he had become very anxious about his tenancy and had spent his time out volunteering in the community – his way of ‘burying his head in the sand’.

Jon was linked to a Benefits Advisor at the day centre who investigated issues with his current claim and he was supported by St Mungo’s staff to present to the local authority with whom he had a connection and temporary accommodation was sought. Whilst waiting for this, Jon continued to engage with the assessment hub and was supported to obtain a birth certificate and a Freedom Pass, as well as engaging with the activities at the Centre during the day including movie club and music.

Jon is now in accommodation and linked into services to support a similar situation happening again. Jon is enjoying his time there – he is volunteering as a buddy for new residents.

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Committee	Date
Homelessness and Rough Sleeping Sub-Committee	14/12/2018
Subject: Winter Planning Report 2018–19	Public
Report of: Andrew Carter – Director, Department of Community and Children’s Services	For Information
Report author: Will Norman – Service Manager, Homelessness and Rough Sleeping, Department of Community and Children’s Services	

Summary

This report articulates the preparations made and work currently underway to ensure that the City of London protects the wellbeing of rough sleepers through the forthcoming winter months. The report covers the period November 2018 to March 2019.

Recommendation

- Members are asked to note the report.

Main Report

Background

1. In previous winters, the City of London has provided support for rough sleepers through a Pan-London Severe Weather Emergency Protocol (SWEP). The Greater London Authority (GLA) provides guidance on how this provision should be delivered, although local authorities may tailor procedures locally. GLA guidelines offer a ‘minimum expectations’ approach.
2. Last year the City of London piloted a local SWEP protocol which used the GLA guidelines as a reference point. The main additions to provision from previous years included local SWEP spaces in supported settings already commissioned by the City of London. Supplementary to this, the outreach team implemented a SWEP shift rota to ensure greater coverage and quicker response.
3. Winter 2017–18 included more than 30 SWEP nights (zero degrees or below), the most for many years. This resulted in the exhaustion of SWEP resources, –locally and on a Pan-London level – and the implementation of a hastily arranged SWEP Hub at the Church of St Mary Aldermary.
4. In 2018 the GLA consulted on revised SWEP guidelines, in part due to the extended cold weather in the previous year. As a result, the City of London developed a new SWEP protocol which incorporates the learning from this review. This revised protocol is in place for winter 2018–19.

Current Position

5. This coming winter will see the City of London mobilise its most comprehensive winter planning arrangements to date. There are four principle areas of activity outlined below: Local SWEP; Cold Weather Fund arrangements; extra night shelter provision; and a winter communications plan.
6. **Local SWEP:** An updated version of the pilot document from 2017/18 was presented to the sub-committee in September. Since then the GLA have confirmed the final draft of their review document. The City of London SWEP protocol has incorporated two new amendments as a result:
 - ‘In for good’ principle, which sets the expectation that any rough sleeper accessing a SWEP space should be given a long-term alternative to returning to the street. This aspiration already existed in the City SWEP plan for 2017/18 and has been rolled into the plan for 2018/19.
 - Pan-London activation. The GLA will now activate a SWEP period based on the weather forecast indicating a zero or below temperature for any London local authority. The main implication for the City of London is the discrepancy between temperatures in outer London and warmer inner London. This could see more SWEP activations than would be required if retained under our own control. No local authority has opted out of this amendment so we continue to watch for implications.
7. A provider and stakeholder SWEP meeting was held at Guildhall on 12 October 2018. Both tier 1 and tier 2 arrangements have been ready for use since this date.
8. Throughout the winter, and irrespective of SWEP activation, the outreach team maintains a list of vulnerable rough sleepers, including older clients or those with health complaints.
9. **Cold Weather Fund arrangements:** To ease the burden on local authorities delivering SWEP arrangements, the Ministry of Housing, Communities and Local Government (MHCLG) granted funding to the councils with the highest levels of rough sleeping in England. The grant is tariff based and linked to a combination of Combined Homelessness and Information Network (CHAIN) data and pre-qualification through the Rough Sleeping Initiative (RSI) criteria. The City of London was awarded up to £35,000. MHCLG invited proposals for how to spend this money, with emphasis on rapid mobilisation, sustainability and high impact on rough sleeping numbers.
10. The City of London proposal to the fund is for extra capacity in our accommodation pathway. We aim to use three bed spaces at Caritas Anchor House in London Borough of Newham. Two beds will be targeted for rough sleepers with medium to high support needs and one bed will be ring-fenced for rough sleepers with no recourse to public funds.
11. The three beds will work along rapid assessment lines, in a similar way to No Second Night Out. Access will be via the St Mungo’s outreach team only and stays

will be for up to two weeks per individual. Clients engaging with a Route Away from the Streets plan will be accommodated while this plan is delivered. We aim to work with 18 people across both categories; no recourse to public funds clients and med-high support needs. Every attendee will receive a full and comprehensive assessment carried out by the Anchor House team. The aim will be to identify a credible route off the streets.

12. Operating this model over a fixed period allows us to pilot ideas without committing to new commissioning arrangements.
13. **Extra night shelter provision:** Housing Justice has been commissioned by the GLA to develop and expand night shelter provision across London. They have a wide-ranging remit – from giving advice, guidance and training to new shelter systems, to providing full night shelter services on behalf of local authorities.
14. This winter City of London will share a pilot project with London Borough of Tower Hamlets and Housing Justice. The specialist night shelter will cater solely for female rough sleepers in Tower Hamlets or City of London. As with most night shelters, the level of support needed will be capped at low to medium to manage risk.
15. **Winter communications campaign:** This winter will see the City share a communications campaign with the Mayor's office at the GLA. Media sites have been purchased at railway stations, on roadsides and in bus shelters and phone boxes across the Square Mile. A combination of printed and digital images will be used between mid-December and the end of January. Digital sites make use of high-resolution colour LCD screens. The campaign is being supported by a number of other local authorities.
16. For the whole campaign, we are expecting 7.1 million digital impressions (people seeing the message) during the period 17 December 2018 to 10 February 2019.
17. This approach helps to develop a single clear message for raising awareness of rough sleeping during winter. The artwork will focus on how the public can act when they see someone sleeping rough. The central communications team at City of London will push the message through social media channels and the campaign will have its own hashtag to encourage public engagement.

Conclusion

18. Expanded SWEP provision, additional funding from the MHCLG ring-fenced for winter planning, and new, specialist provision for female rough sleepers equates to the most comprehensive cold weather arrangements yet provided. This will be supported by a new regional message and call to action for members of the public through the shared media campaign with the Mayor's office.

Appendices

- None

Background Papers

- Severe Weather Emergency Protocol (SWEP) Provision 2018/19 presented to Homelessness and Rough Sleeping Sub-committee on 6 September 2018 as an Appendix to Rough Sleeping Update Report.
- Rough Sleeping Update Report presented to Homelessness and Rough Sleeping Sub-committee on 6 September 2018

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Committee(s):	Dated:
Homelessness and Rough Sleepers Sub-Committee	14 December 2018
Subject: Homelessness and Rough Sleepers 2019-2023 strategy project plan	Public
Report of: Director of Community and Children’s Services	For Information
Report author: Zoe Dhami – Strategy Officer, DCCS	

Summary

This report informs members of the project plan for developing the 2019-2023 Homelessness and Rough Sleepers strategy.

Recommendations

The Homelessness and Rough Sleepers sub-committee Members are asked to:

- Note the consultation timeline.

Main Report

Background

1. A report was brought before Members in September with a preliminary timeline for the 2019-23 strategy development and sign off process.
2. The September report advised Members that a final timeline would be established once the Homelessness and Rough Sleepers sub-committee meeting dates had been set for 2019.

Current Position

3. Engagement has been undertaken with the following stakeholder groups:
 - Commissioned services,
 - Homelessness and Rough Sleeping Team,
 - Adult Social Care,
 - Public Health,
 - Housing Benefits Team, and
 - People with lived experience.
4. An initial draft of the strategy will be shared with Members by email on Thursday 20 December in order for feedback to be shared at the beginning of January.
5. The decision to share the initial draft with Members by email has been based on the following governance schedule:

Committee	Date
Homelessness and Rough Sleepers sub-committee comment send out	20-Dec
Homelessness and Rough Sleepers sub-committee feedback deadline	10-Jan
Deadline for DLT	TBA
DLT	9-Jan
Deadline for Health and Wellbeing Board	23-Jan
Health and Wellbeing Board	01-Feb
Deadline for Homelessness and Rough Sleepers sub-committee	06-Feb
Homelessness and Rough Sleepers sub-committee	18-Feb
Deadline for Summit Group	15-Feb
Summit Group	27-Feb
Deadline for DLT	25-Feb
DLT	06-Mar
Deadline for papers for DCCS	29-Mar
DCCS committee for final sign off	12-Apr

Conclusion

- Adhering to the above timeframe would allow for suitable input and consultation of the strategy, whilst also ensuring it is signed off at the beginning of the new financial year.

Appendices

None

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