

Committee	Dated:
Homelessness and Rough Sleeping Sub-Committee Safer City Partnership – for information	06/09/2018 27/09/2018
Subject: Rough Sleeping Update	Public
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Summary

This report articulates our work with homeless and rough sleeping individuals in order to fulfil the City's local authority function in accordance with the policy commitments of central government and the Mayor of London. The City continues to take part in a Pan-London approach to addressing rough sleeping and is represented at the Greater London Authority's (GLA's) operational leads meeting.

In Q1 2018/19, the total number of rough sleepers recorded in the City dropped for the third successive quarter. The number of rough sleepers included in the 'living on the streets' cohort also dropped for the third quarter in a row, aided by the fact that no new rough sleepers migrated onto this cohort in the period. One fewer RS205+ (the highest priority of rough sleeper) slept on the City's streets. The number of intermittent rough sleepers rose by one person.

In May, the City was awarded £215,000 from the Ministry of Communities, Housing & Local Government (MHCLG) Rough Sleeping Initiative Fund. A key area of activity this quarter has been the design and mobilisation of projects aimed at significantly and permanently reducing rough sleeping in the City. Delivery will begin during August 2018.

Recommendation

Members are asked to note the report.

Main Report

Background

1. The City outreach team continues to implement monthly street audits. It is important to note that the audits are just a snapshot of the number of rough sleepers on the City's streets. The audits provide an opportunity to gather intelligence about who is actually sleeping out on any given night. Please note that street audit data is a discreet data set collected by the City of London for its own monitoring and planning purposes and is not derived from the Combined Homelessness Information Network (CHAIN).

Table 1: Number of rough sleepers in the City of London 2016 to date

Month	No.	Month	No.	Month	No.
January 2016	35	January 2017	31	January 2018	38
February 2016	36	February 2017	27	February 2018	29
March 2016	24	March 2017	31	March 2018	N/C**
April 2016	28	April 2017	32	April 2018	30
May 2016	27	May 2017	30	May 2018	31
June 2016	33	June 2017	N/C**	June 2018	N/C**
July 2016	31	July 2017	33	July 2018	N/C**
August 2016	29	August 2017	40	August 2018	25
September 2016	25	September 2017	N/C	September 2018	
October 2016	29	October 2017	34	October 2018	
November 2016	50*	November 2017	36*	November 2018	
December 2016	N/C**	December 2017	N/C**	December 2018	

* Official count – the annual counts are reported to the MHCLG to measure local authorities' progress in meeting their targets.

** No count undertaken.

2. 2017/18 annual data for Greater London reveals that 7,484 rough sleepers slept rough in the capital. This represents an 8% reduction on the previous year. Long-term trend analysis shows a year-on-year increase in rough sleeping numbers from 2008/09 which halts in 2017/18.
3. In 2017/18, data provided by CHAIN shows that 348 individuals slept rough in the City of London, which represents an 8% drop on the figure from 2016/17. This data set is distinct from that published quarterly by CHAIN or collected monthly during the audit counts. The City now has the sixth-largest rough sleeping population in London, an improvement from the fourth-largest in 2015/16. The City shares a boundary with three local authorities in the top five: Westminster, Camden, and Tower Hamlets.

Current Position

Street profile

4. Street profile narrative for Q1 – April to June 2018:

In Q1, 125 individuals were recorded as sleeping rough in the City, of which:

- 29 were new rough sleepers (six less than the previous quarter)
- 34 were longer-term rough sleepers, known as 'living on the streets' (six less than the previous quarter)
- 62 were intermittent rough sleepers (one more than the previous quarter).

Many of the trends seen in Q4 2017/18 have continued. Most key identifiers have reduced – we have seen fewer individuals rough sleeping. Fewer of these are new to rough sleeping and the number of rough sleepers qualifying for the 'living on the streets' cohort has reduced. On a monthly basis between April and June we saw a similar trend, as per the data shown in Table 2

Table 2: Quarter 1 2018 by month

Rough sleeper category	April 2018	May 2018	June 2018
New	11	11	6
Known	55	53	37
Total individuals	66	64	43

5. Two street audits were carried out during the period, with 30 people counted in April and 31 in May. A single audit was carried out more recently – in August 25 rough sleepers were found bedded down, which is the lowest figure since September 2016. There was no variation in the methodology applied. Further analysis of this most recent snapshot reveals the following:

- 84% were male, 16% female
- Most were aged 40 to 60 years
- 15 are considered City outreach clients, four are known to be working with other services and six were unknown to the outreach team
- 16% were non-UK nationals
- 10 are known to have drug-related support needs; five have mental health needs; five have alcohol-related needs; and four are known to have two or more of the above
- six people were counted at an active hotspot.

Hotspots

6. There are currently three active hotspots in the City – Mansell Street, Liverpool Street Arcade and Castle Baynard House. A fourth site in the pedestrian subway on Goodman's Yard has been successfully resolved. Discussion at the recent GLA Rough Sleeping Leads meeting covered the issue of tents being

used as rough sleeping equipment. Several inner London authorities have recorded a steep rise over the last six months. The larger green spaces found in Outer London have been used in the past, mainly by migrant workers or non-UK nationals with no recourse to public funds. The use of tents in built-up areas, often on pavements or in car parks, has been noted as a more recent trend. The City of London has arranged to meet with colleagues in Westminster and Tower Hamlets to explore the issue further.

7. Mansell Street – this site involved a disused pedestrian subway that runs under Mansell between 46 Aldgate High Street and the Sedgwick Centre. The subterranean section of the tunnel is closed and cannot be accessed. The ramped section remains open and accessible from street level. The area is also covered by an overhang which shelters the area from rain. The owners of the land have been contacted to assist with the closure of the area and it has been routinely cleared and cleaned. Between one and three rough sleepers can be found there and all are in receipt of a service offer.
8. Liverpool Street Arcade – this is a covered shopping arcade adjacent to Liverpool Street. The arcade itself can and should be locked at night but this is hampered by its use as an access point for Transport for London (TfL) engineering staff as well as the businesses based in the arcade. As a result, it is largely left open. Between three and five people can often be found here. A TfL asset manager has been contacted.
9. Castle Baynard House – we currently have two rough sleepers using a tent on a City-owned elevated walkway crossing Puddle Dock. Another tent was removed after it was left unattended and the area was cleaned on 3 August. The Department of the Built Environment has been contacted in order to explore ways forward.

MHCLG Rough Sleeping Initiative Fund

10. 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. We made a further proposal for 2019/20 as part of the same application, however, we don't expect to have confirmation of this until later in the year.
11. The Government is hoping to use the targeted fund to achieve 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. Our proposal is 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
- Extra capacity 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.

12. These extra measures will see 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 will be invested in the operational activity associated with Assessment Hubs.

13. There are several key benefits we expect to see from this approach:

- a) Four of the five proposal areas will 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 will ensure 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 our work with 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 provide a co-ordinated approach to complex cases.
- e) Increasing the scope and timing of our Pop-up Hub model will provide a platform to test ideas around assessment. It will also support models and generate 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 which does not detract from regular casework.
- 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 into homelessness prevention as a key method in reducing rough sleeping numbers.

14. Work has started in the mobilisation phase of the various workstreams. Recruitment is underway for the City of London Rough Sleeping Co-ordinator post. Interviews are scheduled to take place in late August. The first City of London Assessment Hub is set to proceed between 19 and 24 August. St Mungo's have recruited a dedicated 'Living on the Streets' focused outreach worker to support Assessment Hub activity and deliver enhanced casework to entrenched rough sleepers. Providence Row Dellow Centre has a new worker in post ready to assist with Assessment Hub. No First Night Out have recruited a new caseworker who is expected to start in late September.

Housing First, Pop-up Hubs and pathway co-ordinator post

15. Housing First – a former rough sleeper continues to occupy a social tenancy created for him after a successful period of detox and rehabilitation. Comprehensive support and tenancy sustainment plans are in place, co-ordinated by St Mungo's.
16. Pop-up Hubs – from 19 August the quarterly City Pop-up Hub will be integrated into the monthly Assessment Hub schedule, funded by the Rough Sleepers Initiative. Hub activity until December is expected to take place at St Botolph's, Aldgate. Our principle partners are Diocese of London, St Mungo's and the Providence Row Dellow Centre, with wider support provided by Westminster Drug Project, Riverside Street Buddies, Enabling Assessment Service London (EASL) and Greenlight. Pop-up Hub 22 operated between the 24 and 29 June and saw 22 attendees. Ten of these visitors were assisted into interim or longer-term accommodation.
17. Pathway Co-ordinator – St Mungo's have successfully recruited to this post and a starter is expected at the end of August.

Parkguard pilot and Operation Luscombe

18. The quarter saw more patrols engaging with a higher number of rough sleepers. On 40 separate occasions, someone found begging was asked to move away, up from 13 in Q4 2017/18.

Table 3: Parkguard activity summary

Activity	
Number of patrols	39
Jointly with outreach	10
Direct contacts with rough sleepers	132
Direct contacts at begging sites	40
Individuals moved on from begging sites	40

19. The current contract with Parkguard (a company that provides community safety services) is due to come to an end this summer. Work is currently underway to commission a new service from September. At present the contract is currently open to quotation, with a closing date of 20 August.

20. Consistent disruption plays an important role in discouraging begging in the area. This approach has been complemented by the City of London Police's Operation Luscombe, which has been active during the period. Two intervention hubs were held in June with activity continuing through the summer. City of London Police officers operating on their own intelligence bring people found begging to a location where they can meet with rough sleeping outreach workers and drug and alcohol professionals. Further data will be available at the end of Q2.

Mental health

21. EASL continue to provide a low-threshold referral service for rough sleepers who do not necessarily meet the requirements of a Mental Health Act assessment, but whose behaviour is troubling or chaotic. In this capacity EASL have received 10 referrals from the outreach team and conducted six face-to-face assessments. Further to this, an EASL practitioner has undertaken two reflective practice sessions with the outreach team.
22. We are currently reviewing the findings from recently commissioned research into health services for rough sleepers. The report's recommendations will inform how the service will be recommissioned later in the year.

Detox and treatment pathway

23. We have used our discretionary budget a second time to help a long-term rough sleeper and RS205+ client to access residential detox and rehab services provided by our partners at the Westminster Drug Project. The individual in question was serving a prison sentence at the time and had detoxed from street drugs while in custody. The St Mungo's Street Impact team worker continued to meet with him to plan for his release. The plan to move to residential detox and rehab was driven by the client. Due to the unrestricted and discretionary nature of the detox budget, we were able to authorise a referral. Despite an early and unplanned exit from treatment, the client remains opiate and alcohol free in temporary accommodation.
24. Westminster Drugs Project have completed a review of needle exchange provision in the Square Mile. This paper can be found attached as Appendix 2.

Severe Weather Emergency Protocol (SWEP)

25. The winter of 2017/18 saw some of the longest, coldest periods of severe weather that London has endured for many years. Autumn 2017 saw the GLA launch an updated version of their SWEP protocol. The recommendations were incorporated into the City of London SWEP pilot protocol for 2017/18. The duration of some of the cold spells – most notably one at the end of February which lasted 11 days – meant that human and residential resources were exhausted. With the assistance of members, we secured extra capacity at St Mary Aldermary church which allowed for a temporary SWEP Hub.

26. The GLA are currently reviewing data and anecdotal feedback from local authorities to inform a redrafted SWEP protocol for winter 2018/19. The City is contributing to this review and we expect to see a draft set of recommendations in August with a final protocol ready for September. Learning from the City SWEP pilot has been reviewed and adopted by a revised SWEP protocol which is available to Members as a draft. The final recommendations generated by the GLA review will be considered and included as required.

27. A draft copy of the protocol document for 2018/19 is included as Appendix 1 to this report.

Communications and engagement

28. A more detailed explanation of our current strategic position on communications can be found in the specific sub-committee report. A summary of recent activity is as follows:

- We continue to explore the potential benefits of promoting an alternative giving message in the City of London. This provides a positive vehicle for tackling begging while also supporting specialist providers in the voluntary sector. We have opened discussion with TAP London who have experience of delivering contactless payment points to support charitable activity.
- Key messages and a design theme are being developed.
- Infographics promoting our achievements for rough sleepers are being designed and will be disseminated through a number of digital platforms.
- Discussions continue with the GLA to align the City of London's winter awareness campaign with the Mayor's.

Corporate & Strategic Implications

29. The prevention and relief rough sleeping in the City links directly to the 2018–2023 Corporate Plan, particularly the aim of contributing to a flourishing society.

Implications

30. There are no financial, legal, property or HR implications.

Health Implications

31. There are no known health implications.

Conclusion

32. The picture in Q1 2018/19 continues the trends we saw in quarters 3 and 4 2017/18. The number of rough sleepers known to be in the City continues to

drop, and the number of rough sleepers qualifying for the 'living on the streets' cohort also declined. Both these measures in Q1 2018/19 are lower than the same period in 2017/18. Despite this, we have a number of rough sleeping hotspots with complicated characteristics where anything from one to six rough sleepers can be found. The needs profile of rough sleepers in the City seems to be changing and we are tackling more complex and compound needs.

Appendices

- Appendix 1 – Severe Weather Emergency Protocol (SWEP) Provision 2018/19
- Appendix 2 – City of London Needle Exchange: Demand, Provision and Usage

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