



City of London Corporation

Protocol

SWEP – Severe Weather Emergency Provision

Winter 2018/19

1. Background

1.1. The Greater London Authority (GLA) funds pan-London ‘overflow’ severe weather accommodation but historically it has not provided guidance for London boroughs’ local SWEP plans. The protocols and provision in different boroughs vary significantly, both in terms of the number and location of emergency beds, and when the protocol is triggered. Previously, the pan-London SWEP has been triggered when the temperature in Westminster¹ drops to freezing or below for three consecutive nights. Many local authorities have chosen to wait until this time to trigger their own provision, whilst others have used a different measure and some have failed to make any extra beds available during freezing temperatures, relying solely on pan-London provision. As part of his wider efforts to tackle rough sleeping, the Mayor of London plans to ensure that nobody has to sleep rough in freezing weather this winter. As such, the GLA is making changes to when pan-London overflow emergency accommodation will be available and issuing new guidance for London boroughs on SWEP provision. The Mayor believes that triggering SWEP on the first night of freezing temperatures and standardising practice across London will help safeguard all

¹ This will still be taken into consideration along with the predicted temperature in City of London

the capital's rough sleepers from the worst of the negative health effects of severe weather.

1.2. In 2017 the City of London Corporation drafted a pilot SWEP protocol as a response to the refreshed GLA SWEP guidance². This protocol is an evolution of that pilot. Experience and learning from winter 2017/18 was recorded and explored and has been incorporated into this protocol.

2. Aims

2.1. The aim of SWEP is to prevent loss of life and to reduce rough sleeping during extreme weather to as near zero as possible by:

- Using SWEP to engage with entrenched rough sleepers with a local connection who would normally be resistant to coming inside
- Using SWEP to engage rough sleepers who do not have a local connection with support and reconnection services
- The priority of the above aims in all cases is to prevent loss of life over the intent to verify rough sleeping, respect local connection status or engage with support and reconnection protocols.

2.2 The City of London Corporation aims to open up 6 SWEP beds (as distinct from B&B accommodation that may also be available) that cater for a range of support needs to ensure every rough sleeper in the borough have an accommodation option during the extreme weather.

2.3 The provision available, plus extra capacity available through the SWEP Hub and ad-hoc arrangements should meet the full spectrum of support needs and characteristics present in the City rough sleeping population.

3. Activation & deactivation

3.1. The forecast will be taken from the BBC Weather Website (fed directly from the MET Office). This is the link: <http://news.bbc.co.uk/weather/forecast/2132>

² See appendix 1

- 3.2. The Service Manager for Homelessness & Rough Sleeping is responsible for making the decision to activate and deactivate SWEP. SWEP will normally be deactivated when a forecast predicts two or more consecutive nights of a temperature of one degree Celsius or higher.
- 3.3. SWEP may be activated for several days at any one time. Providers will be encouraged to keep the same clients for the period to assist engagement services. However, the City of London recognise that this may not be possible and thus, requests as a minimum standard, clients are accepted for 1 night during the week, 3 days over the weekend (Friday, Saturday and Sunday) and 4 days over bank holidays.
- 3.4. In the Service Manager's absence, the Rough Sleeping Coordinator is authorised to activate SWEP. In the absence of the first two officers the task will fall to an Advice & Homelessness Officer in consultation with the Outreach Manager. As a last resort the Outreach Manager may trigger SWEP using the Pan London recommendation as a guide.

4. Two tier SWEP response

- 4.1. This protocol covers initial SWEP arrangements which are designed to meet the needs of the City rough sleeping cohort under 'typical' SWEP conditions. Atypical conditions are defined by the length and severity of the weather and/or the number of rough sleepers needing assistance
- 4.2. Tier one steps are covered by parts 5 and 6 of this protocol. Tier two steps are described in more detail in appendix 3
- 4.3. Under most circumstances it is assumed that the City of London can meet the GLA's guidelines within the arrangements detailed below. Where SWEP periods extend beyond 7 working days it is acknowledged that existing resources may become depleted. This is compounded by the cumulative effects of cold weather on rough sleepers who had previously remained outside. Individuals who may ordinarily reject SWEP offers or make arrangements which safeguard

themselves, may now request assistance. This can result in demand for SWEP capacity that exceeds the arrangements described in part 2

4.4. In the event that SWEP periods exceed 7 working days, or are particularly severe, tier two SWEP will be activated by the Service Manager for Homelessness & Rough Sleeping. Consultation will be required in advance of activation of tier two to ensure smooth progression of planning

4.5. Fluctuating weather conditions and demand for SWEP should be met by expanding the existing B&B offer before the activation of tier two SWEP is considered.

5. Contributors & roles (Tier one)

5.1. City of London Homelessness Team

- Will notify the SWEP provider that SWEP has been activated³ before 15.00
- Will confirm arrangements with the outreach team
- Will confirm that SWEP has been deactivated
- Will make two supplementary spaces available in B&B accommodation. These can be booked in advance of the first SWEP shift. In the event of an extended SWEP period it will be at the Service Managers discretion whether to continue to re-book unused B&B spaces
- Will activate tier two SWEP as required

5.2. St Mungos – City Outreach Team

- Will identify clients who are particularly vulnerable in advance. This data will include need and risk information as well a location where they can be found.
- Will adopt a flexible shift pattern through the SWEP period to ensure that rough sleepers are given as many opportunities as possible. It is recognised that this approach may need to adapt if the SWEP is of a long duration.
- Make use of the temporary housing situation to casework clients and offer solutions and alternatives to rough sleeping

³ City of London will follow GLA guidelines with regards to activating/deactivating SWEP appendix 1

- Contribute to pre-winter preparation meetings and post SWEP reviews

5.3. St Mungos – Great Guildford St Hostel

- Will make two spaces available for rough sleepers
- Will make use of their existing staffing provision to manage risk and meet needs
- Will arrange extra staff to cover staff cover in the event that daytime temperatures remain below zero
- Will agree any extra arrangements with the Service Manager for Homelessness & Rough Sleeping record any costs to be reimbursed by City of London
- Will record attendance

5.4. St Mungos – City Lodge

- Will make two spaces available for rough sleepers⁴
- Will make use of their existing staffing provision to manage risk and meet needs
- Will arrange extra staff to cover staff cover in the event that daytime temperatures remain below zero
- Will agree any extra arrangements with the Service Manager for Homelessness & Rough Sleeping record any costs to be reimbursed by City of London
- Will record attendance

5.5. Providence Row Housing Association – Crimscott St

- Will make two spaces available for rough sleepers
- Will source ancillary staff to cover the night shift and ensure these staff are fully qualified to manage risk and meet need
- Will arrange extra staff to cover staff cover in the event that daytime temperatures remain below zero
- Will agree any extra arrangements with the Service Manager for Homelessness & Rough Sleeping record any costs to be reimbursed by City of London
- Will record attendance

⁴ Subject to suitability

6. Method

6.1. The following steps should be taken by the outreach team:

- ✓ The SWEP spaces at Great Guildford St and Crimscott St should be used first wherever possible
- ✓ An exception to this might be a client who is better suited to B&B accommodation or for whom the availability of B&B accommodation is a determining factor in accepting a SWEP offer
- ✓ Beds at the City Lodge should be reserved for clients whose characteristics and support needs reflect that service
- ✓ After the four beds at Great Guildford St and Crimscott St are exhausted the outreach team may use the two booked beds in B&B accommodation
- ✓ Extended SWEP periods or clients with particular needs may require the booking of B&B accommodation extra to the two beds already identified
- ✓ Only after all available beds across the supported settings and all B&B options have been explored should the outreach team look to use Pan London provision⁵.

5.2. Within the SWEP period, the providers will usually ask clients to leave the hostel at 7am in recognition of the fact that the existing resident population have the right to use the spaces that may have been temporarily re-commissioned for SWEP use. How this is done is at the discretion of the local staff team, but it is expected that the client will be informed that he can return unless otherwise informed by either an officer from City of London or the outreach team.⁶ Where the daytime temperature remains at or below zero degrees, clients should have the opportunity to remain inside the building. Consideration should be given to other weather conditions such as snow, rain and wind chill as well as any health conditions an individual may have.

⁵ With reference to GLA guidelines appendix 1

⁶ Notification of deactivation will usually come between 7am and 9am



5.3. Where a SWEP duration extends beyond 7 working days or the weather is particularly severe, tier two SWEP arrangements will be activated by the Service Manager for Rough Sleeping & Homelessness. This will usually involve a church-based SWEP Hub the details for which can be found in appendix 4

5.4. It is acknowledged that collaboration with a wider network of bodies will be required to facilitate a smooth transition to tier two. Advance warning and consultation with providers is essential.

7. Monitoring

7.1. The City Outreach Team Manager will provide a nightly summary of SWEP shift activity. This should be available to the Service Manager at City of London by 10am each morning.

7.2. The Outreach Team will provide a SWEP monitoring sheet (Excel) which will be kept by both the project staff and the City Outreach Team. This will be the principle document for tracking use and determining cost.

8. Payment

8.1. Providers will agree a nightly rate with City of London based on existing staff cover, the cost of existing cover and the cost of arranging extra cover at short notice.

8.2. The number of nights that SWEP is accessed at each project should be recorded.

8.3. The sum total should be used to invoice City of London before March 31st each financial year.

9. Review

9.1. This is a protocol which will be reviewed annually after each winter. The review will include consultation with providers and stakeholders.

10. List of appendices



Appendix 1 – Contact list

Appendix 2 – GLA SWEP guidance 2017/18

Appendix 3 – Tier two SWEP protocol

Appendix 4 – Hot weather arrangements

Appendix 1

SWEP contact list 2018-19

Name	Organisation	Role
Will Norman	City of London	Service Manager, Homelessness & Rough Sleeping
TBC	City of London	Rough Sleeping Coordinator
Kathleen Sims	St Mungos	Service Development Officer
Laila Grinberga	St Mungos	Outreach Manager
Ricardo Lopez	St Mungos	Regional Head - GGS
Simon Hughes	St Mungos	Regional Head – City Lodge
Ivan Lesende	St Mungos	Deputy Manager – City Lodge
Joseline Barahinduka	Providence Row HA	Project Manager
Stewart McPhilips	Providence Row HA	Service Development Manager
Dominic Gates	Providence Row Dellow Centre	Operations Director
Rev'd Paul Kennedy	Diocese of London	Lead for rough sleeping
Rev'd Oliver Ross	Diocese of London	Area Dean
Jonathan Qureshi	Greater London Authority	Project Manager – Housing & Land
Luke Oats	Greater London Authority	Senior Project Officer – Rough Sleeping



Appendix 2

GLA SWEP Guidance 2017 (to be updated with 2018 document as required)

Guidance for Severe Weather Emergency Protocol (SWEP) in Greater London 2017-18

This guidance should be read in conjunction with the Homeless Link Severe Weather emergency protocol (SWEP) and Winter Provision Guidance, which provides advice for local authorities nationwide on behalf of the DCLG. The Homeless Link guidance can be read [here](#).

1. Background

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Previously, the pan-London SWEP has been triggered when the temperature in Westminster drops to freezing or below for three consecutive nights. Many local authorities have chosen to wait until this time to trigger their own provision, whilst others have used a different measure and some have failed to make any extra beds available during freezing temperatures, relying solely on pan-London provision.

As part of his wider efforts to tackle rough sleeping, the Mayor of London plans to ensure that nobody has to sleep rough in freezing weather this winter. As such, the GLA is making changes to when pan-London overflow emergency accommodation will be available and issuing new guidance for London boroughs on SWEP provision. The Mayor believes that triggering SWEP on the first night of freezing temperatures and standardising practice across London will help safeguard all the capital’s rough sleepers from the worst of the negative health effects of severe weather.

2. Guidance on Borough SWEP Provision



The Mayor asks that all London boroughs adhere to the following minimum standards in SWEP provision this winter:

- SWEP to be triggered on any night the temperature is forecast to drop to 0°C in the given borough. It is the responsibility of the local authority to monitor the forecasted temperature in their locality and ensure severe weather provision is made available. It is suggested the Met Office forecast is used for this purpose.
- Boroughs represented on the Mayor's No Nights Sleeping Rough Taskforce to provide capacity for a minimum 10 rough sleepers in severe weather. Other boroughs to provide a minimum capacity of 5.
- Whilst SWEP provision may be provided in a variety of different settings, the local authority should ensure the accommodation is easily accessible (by foot or public transport) from the borough for ongoing engagement purposes.

It is recognised that local protocol already exceeds these guidelines in some boroughs, both in terms of the number of emergency spaces provided and the circumstances which are considered severe weather. In these instances, local authorities are encouraged to maintain their current good practice.

This guidance also recognises the variance in temperatures across localities in a large city like London, which may mean some outer-London boroughs open more than those in inner-London and ensures flexibility in approach across the city, whilst guaranteeing minimum common standards.

Local authorities should familiarise themselves with the principles of the Homeless Link SWEP guidance and consider these when creating their SWEP plans. In particular:

- It should be available to all, including those who may otherwise not be eligible to access services
- Wherever possible, whilst accessing cold weather provision, rough sleepers should be encouraged and supported to access longer term accommodation and other services.

3. Pan-London Overflow SWEP Provision

The GLA pan-London overflow SWEP accommodation is currently provided by St Mungo's. This will be opened when any borough's SWEP provision reaches capacity or when the



temperature drops to 0°C in Westminster. Once capacity is full within any local authority's individual SWEP accommodation, pan-London SWEP will be made available for referrals from that borough.

The SWEP coordinator for an area has the responsibility for notifying St Mungo's at swepmanagers@mungos.org and the GLA at roughsleeping@london.gov.uk when their emergency accommodation will be opened and when it is close to capacity so that overflow accommodation may be required. Where there is capacity within the borough's own emergency provision, it is expected that all rough sleepers will be accommodated there, rather than in the pan-London beds. Where possible, notification of planned opening should be made by midday to allow pan-London provision to prepare.

As per usual, the GLA will collate information from boroughs of their key contact and planned capacity. Referrals for pan-London SWEP can only be made by commissioned outreach teams, not by a local authority's Homeless Persons Unit (HPU).

4. Monitoring

Local authorities are encouraged to use CHAIN to log an entry into local SWEP provision to monitor the use of their SWEP provision, including the numbers accommodated each night and the demographics and support needs of those using the emergency spaces. This will allow a comprehensive evaluation of SWEP provision in the capital this winter, inform future pan-London provision, and enable further improvements to the protocol in following years.

The CHAIN team can provide more information about this if required at ChainHelpdesk@MUNGOS.ORG

Issued 14/11/2017

Appendix 3

Tier Two SWEP Protocol

1. Background

The City of London recognises that during an extended period of SWEP activation, both the local provision described in the main protocol and Pan London provision provided by the GLA may become exhausted. It is also understood that SWEP offers are often declined and after a period of extended SWEP the only remaining rough sleepers for whom a solution has not been found may well be the most vulnerable and isolated.

The City of London seeks to work in partnership with its voluntary sector stakeholders as well as faith based groups within the City of London to ensure that further provision can be called upon to meet this remaining need.

It has also been noted by members that there may be a gap between Streetlink, and its ability to turn referrals around in a matter of days, and the immediate response that may be required for someone found on the night and in need of shelter. Currently it is not possible to reach the outreach team during their shift patrols.

2. Aims

- 2.1. Utilising a two-tier SWEP protocol will ensure that a further type of offer is available during extended SWEP periods.
- 2.2. The two-tier model should be focused on preservation of life rather than casework.
- 2.3. The intention is that all existing options outlined in the main protocol will still be available, subject to capacity.

3. Method

- 3.1. GLA activation guidelines will be superseded a secondary activation of tier two SWEP provision. Activation will follow the same protocol outlined in part 3 of the main protocol



- 3.2. Tier two provision will consist of a SWEP Hub and follow a model similar to that of the monthly City Assessment Hub
- 3.3. Staffing should consist of two members of staff, preferably with experience of a City Hub model or similar and potentially a third member of staff or volunteer depending on the expected demand. St Mungos are the principle provider of staffing for the SWEP Hub
- 3.4. Capacity should not exceed 5 guests per member of staff/volunteer
- 3.5. The Hub will commence at a time suitable to the church providing the space. This may vary, but should be broadly compatible with planned outreach shifts.
- 3.6. The Hub will close at a time suitable for the church providing the space and be sympathetic to the schedule of events that day.
- 3.7. If possible, tea and coffee should be provided. There is no requirement for anything further than this.
- 3.8. There is no requirement for sleeping equipment to be provided, although rough sleepers may bring their own.⁷
- 3.9. Onward signposting should be to the Providence Row Dellow Centre where casework can be picked up by a member of the Advice & Support Team. The Dellow Centre also provides bathing facilities.

⁷ Simple bedding such as a sleeping bag is possible, but extensive belongings may not be, and this is at the discretion of the Hub worker

Appendix 4

Hot weather arrangements

1. Background

The Greater London Authority SWEP guidelines published in November 2017 make no specific reference to hot weather arrangements. These guidelines set out the steps that should be taken in the event that the daytime temperature in the City exceeds a high that could be considered a risk to health or when relatively high temperatures endure for long period.

The following guidance does not constitute a formal SWEP procedure. The steps are designed to be flexible and adaptive to hot weather conditions and activated on an ad-hoc basis.

2. Parameters

2.1 As a guide, the Met Office offers the following definition of a 'heatwave':

A heatwave refers to a prolonged period of hot weather, which may be accompanied by high humidity. The World Meteorological Organization guidance around the definition of a heatwave is "A marked unusual hot weather (Max, Min and daily average) over a region persisting at least two consecutive days during the hot period of the year based on local climatological conditions, with thermal conditions recorded above given thresholds." They are common in the northern and southern hemisphere during summer, but classification and impacts vary globally.

2.2 Public Health England has created a Heatwave Plan that can be used for reference. This can be found here:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/711503/Heatwave_plan_for_England_2018.pdf

2.3 A daytime high of 28 degrees centigrade as forecast by the Met Office and/or BBC Weather should be considered 'hot'. When this temperature endures for more than 2 consecutive days this should be considered a heatwave

2.4 When day time temperatures are expected to exceed 30 degrees centigrade for a single day, this should be considered a singular hot weather event

2.5 Consideration should be given to warm evening and night-time temperatures – a low of 15 degrees overnight should be considered unusually warm.

3. Aims

3.1 The aim of the hot weather arrangements is to prevent damage to health and potential loss of life during periods of hot weather. This is achieved by:

- Using distinct service offer of practical advice and guidance
- Applying a proactive shift model to seek out the most vulnerable
- Drawing on the assistance of local day service providers.

4. Method

4.1 Under heatwave conditions or a singular hot weather event the following actions should be undertaken by the commissioned outreach provider:

4.1.1 Provide written advice about seeking shade and wearing appropriate clothing – this can be drafted by the commissioned outreach provider but should be informed by advice provided by NHS England. Advice should be verbally restated, but every effort should be made to issue written guidance to every rough sleeper on at least one occasion. As a minimum, this advice should include:

- Seeking shade and avoiding the direct sun
- Wearing appropriate clothing
- Reducing alcohol consumption
- Remaining properly hydrated
- Seeking assistance if feeling unwell

- 4.1.2 Provide bottled water and sun cream – supplies should be prepared in advance of the summer period by the outreach provider. The costs of doing this can be recovered from the City of London Corporation.
 - 4.1.3 Switch to a proactive shift model that utilizes extra day time shifts – during heatwave conditions it is expected that a day time or ‘mid-shift is undertaken every 24hrs. It may not be necessary to provide an extra shift for a singular hot weather event, but efforts should be made to pre-warn rough sleepers.
 - 4.1.4 Signpost clients to the Providence Row Dellow day centre where it’s cooler and drinking water is free – this should be incorporated into the initial guidance given to rough sleepers in the City. The Providence Row Dellow Centre should be notified of any clients being directed there and the outreach provider will remain the lead agency in any ongoing support planning.
 - 4.1.5 Direct anyone with more acute symptoms to A&E – the outreach team is expected to be aware of the symptoms associated with exposure to the sun, heatstroke and dehydration.
 - 4.1.6 Offer accommodation on an ad-hoc basis should anyone request it – this can be requested of the Service Manager for Homelessness & Rough Sleeping or the Rough Sleeping Coordinator. In cases where neither of these two people is available the commissioned outreach provider should draw upon its own resources until such a time as an alternative arrangement can be made in agreement with one of the two designated officers.
- 4.2 Hot weather arrangements do not require a formal activation. Preparations should be made in advance of the summer period and employed as and when the weather indicates that it is prudent to do so. The team manager of the commissioned outreach service should brief outreach staff and ensure that written materials are up to date.

4.3 The Service Manager for Homelessness & Rough Sleeping is responsible for ensuring that the arrangements set out above are being followed by the outreach team.

4.4 The team manager of the outreach service is responsible for the operational integration of the hot weather arrangements

5. Recording work

5.1 The outreach manager should ensure that systems are in place to monitor the amount of water and sun cream that is distributed

5.2 All accommodation outcomes achieved as a result of hot weather arrangements should be recorded on Chain

5.3 All extra shift activity should be recorded

5.4 A summary of hot weather activity should be available to the Service Manager, Homelessness & Rough Sleeping upon request at the end of the summer.