Committee	Dated:
Homelessness and Rough Sleepers Sub-Committee Rough Sleepers Strategy Group	01/05/2019 25/04/2019
Subject: Homelessness and Rough Sleeping Performance Report	**Public**
Report of: Andrew Carter, Director of Community and Children's Services	**For Information**
Report author: Tinu Williamson-Taylor, Senior Performance Analyst	

Summary

This report informs Members of the level and nature of homelessness and rough sleeping activity within the City of London during the fourth quarter (Q4) of 2018/19.

- During this period, the number of rough sleepers in the City of London remained similar to that reported in Q3 at 213 but higher than the numbers reported in the first 2 quarters of the year.

- There was a significant drop in the number of new rough sleepers in Q4 compared with Q3, but this remains above numbers reported in the first 6 months of the year 2018/19.

- The proportionate share of new rough sleepers in the City is below that of London average and other benchmark local authorities.

- 70% of new rough sleepers in the period did not spend a second night out or were not seen rough sleeping again in the period. This represents a slight drop in performance from Q3. While only two rough sleepers migrated to the Living on the Streets cohort from being new rough sleepers.

- The number of RS205 clients,[1] those most entrenched and hard-to-help people is the same as Q3 at 11 this quarter.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

[1] RS205 (rough sleepers 205) clients are identified as the most entrenched and prolific and hard-to-help rough sleepers

1. This report sets out information relating to homelessness and rough sleeping for the Q4 period, January to March 2019.

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

Table 1: Categories of rough sleepers

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: CHAIN Quarterly Report

Total rough sleeping

3. During the period January to March 2019, the total number of individual rough sleepers in the City remained similar as that reported in Q3. However, this is still more than numbers reported in the first 2 quarters of 2018/19 (*table 2*).

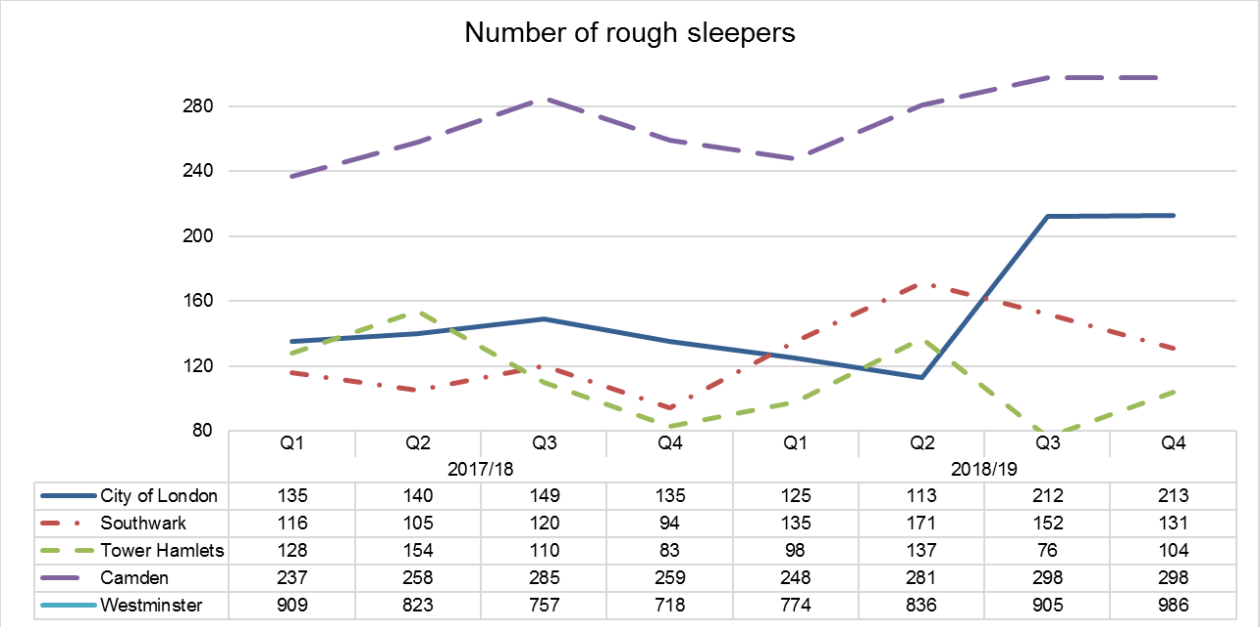
Table 2: Number of rough sleepers' trend - 2018/19

	2018/19				
	Q1	**Q2**	**Q3**	**Q4**	Q3 to Q4 % change
City of London	125	113	212	213	0.5%
Southwark	135	171	152	131	-13.8%
Tower Hamlets	98	137	76	104	36.8%
Camden	248	281	298	298	0.0%
Westminster	774	836	905	986	9.0%
London	2595	3103	3289	3217	-2.2%

4. The total number of rough sleepers in the City remains high at 213. This is largely due to increases in the number of longer term and intermittent rough sleepers reported in the period.

[2] CHAIN is a multi-agency database recording information about rough sleepers and the wider street population in London.

Graph 1: Number of rough sleepers



	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
	2017/18				2018/19			
City of London	135	140	149	135	125	113	212	213
Southwark	116	105	120	94	135	171	152	131
Tower Hamlets	128	154	110	83	98	137	76	104
Camden	237	258	285	259	248	281	298	298
Westminster	909	823	757	718	774	836	905	986

5. The total number of rough sleepers reported during Q4 consists of:

- 73 (34%) new rough sleepers
- 74 (35%) longer-term rough sleepers described as 'living on the streets', of which 11 people were identified as part of the most entrenched hard-to-help RS205 group
- 68 (32%) people who sleep rough intermittently and have returned to the streets (*as defined in table 3*).

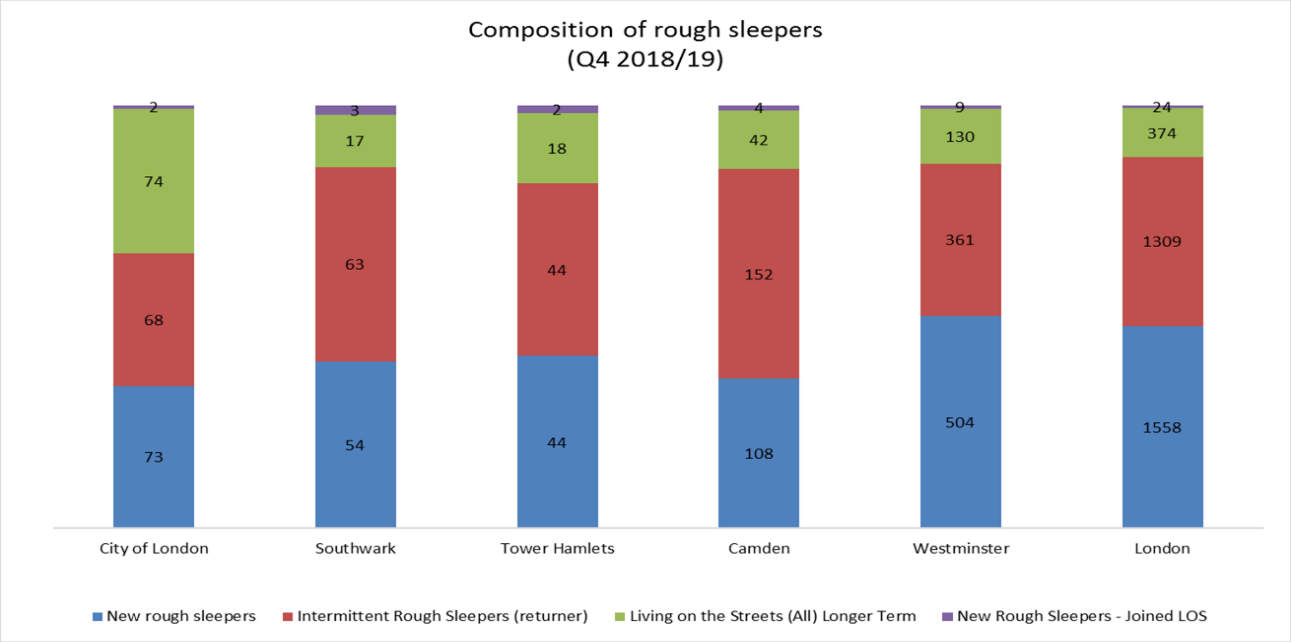
Table 3: Composition of rough sleepers in Q4 2018/19

	New rough sleepers	Intermittent Rough Sleepers (returner)	Living on the Streets (All) Longer Term	New Rough Sleepers - Joined LOS[3]	Total
City of London	73	68	74	2	213
Southwark	54	63	17	3	131
Tower Hamlets	44	44	18	2	104
Camden	108	152	42	4	298
Westminster	504	361	130	9	986
London	1558	1309	374	24	3217

6. In Q4, the proportion of rough sleepers (34%) that are new in the City of London is below that of London-wide average of (47%) as well as all other benchmarking local authorities.

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

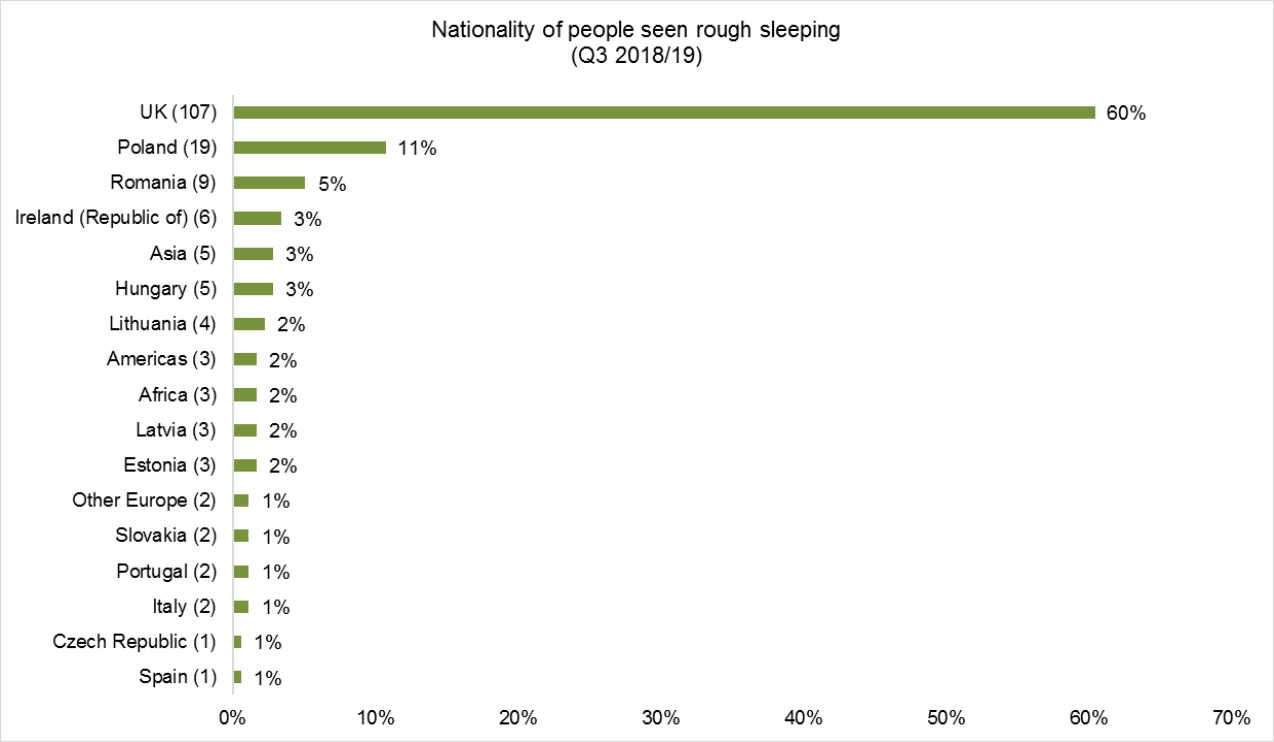
Graph 2: Composition of rough sleepers during Q4 2018/19



Nationality of rough sleepers

7. *Please note that nationality data for Q4 is yet to be released. Data for Q3 shows that* people of UK nationality made up 60% of the rough sleeping population. Those from Central and East Europe account for 26% of which those from Poland are the largest group at 11%.

Graph 3: Nationality of rough sleepers during Q3 2018/19



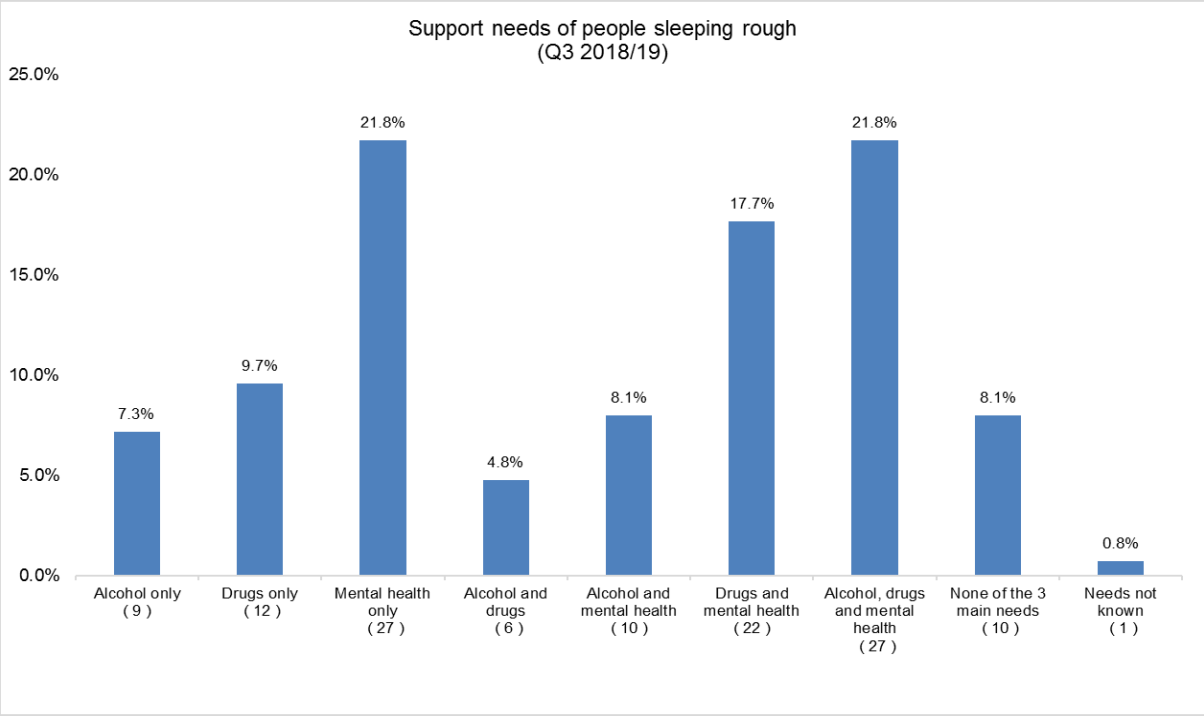
8. The ethnic profile and distribution are not entirely dissimilar to that of the City, as reported in the 2011 national census, where 61% of those aged 25 and above were of White-UK ethnic origin, 5% where Asians and 20% where White-Other, including White Europeans.

Support needs of rough sleepers. *Please note that support needs data for Q4 is yet to be released.*

9. Eighty-six (69%) rough sleepers during Q3 were supported for mental health needs, compared with fifty-nine clients in Q2. This is followed by those with drug (54%) and alcohol (42%) problems.

   Twenty-seven people (22%) were supported for all three needs. Ten people had none of the three main category of needs. Note also that 88 clients were not assessed for needs during this period. Plans are being made to survey and audit rough sleepers about their specific drug use which will inform the specific range of support required.

Graph 4: Support needs of rough sleepers during Q3 2018/19



New rough sleepers

10. During the earlier part of 2018/19 the City had seen a reduction in the number of new rough sleepers. This changed suddenly in Q3 but has dropped in Q4. Levels of new rough sleepers are still higher than earlier in the year.

11. The number of new rough sleepers dropped from 99 to 73 in Q4. The proportion of rough sleepers who are new remains high in this quarter (*Table 4*). However, The

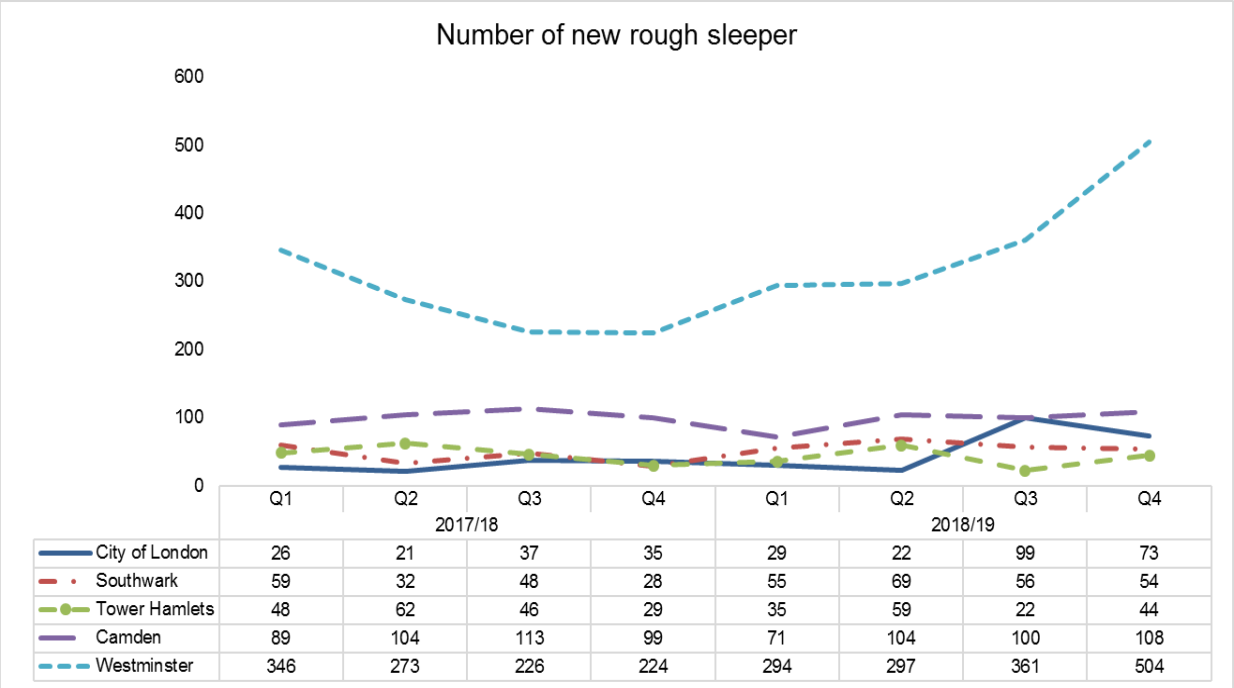
City also reported the fastest proportionate decrease when compared with other benchmark groups (*Graph 5*).

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

	2017/18				2018/19			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
City of London	19.3%	15.0%	24.8%	25.9%	23.2%	19.5%	46.7%	34.3%

12. Fifty-one out of the total of 73 (70%) new rough sleepers during Q4 did not spend a second night out[4] and two people joined the longer-term living on the street cohort.

Graph 5: Number of new rough sleepers



	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
	2017/18				2018/19			
City of London	26	21	37	35	29	22	99	73
Southwark	59	32	48	28	55	69	56	54
Tower Hamlets	48	62	46	29	35	59	22	44
Camden	89	104	113	99	71	104	100	108
Westminster	346	273	226	224	294	297	361	504

Rough sleepers not spending a second night out

13. Twenty-two new rough sleepers out of 73 were reported to have spent a second night out, compared with twenty-four in the previous quarter. This indicates that 70% of new rough sleepers did not spend a second night or were not seen again in the period.

14. City's performance for this measure is below the London average (81%), Tower Hamlets (82%) and Westminster (83%). Performance is however in line with that of Southwark (69%) and Camden (70%).

[4] Those who spent a single night out but were not seen rough sleeping again during this period.

15. Only two out of the 22 new rough sleepers that spent more than one night out, joined the 'living on the streets' cohort. This is better than 7 reported in Q3.

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

	2017/18				2018/19			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
City of London	69%	71%	81%	77%	76%	59%	76%	70%
Southwark	73%	75%	69%	64%	62%	78%	77%	69%
Tower Hamlets	83%	81%	76%	83%	71%	76%	64%	82%
Camden	73%	77%	61%	69%	79%	75%	82%	70%
Westminster	75%	78%	75%	71%	82%	78%	83%	83%
London	80%	82%	77%	79%	80%	80%	83%	81%

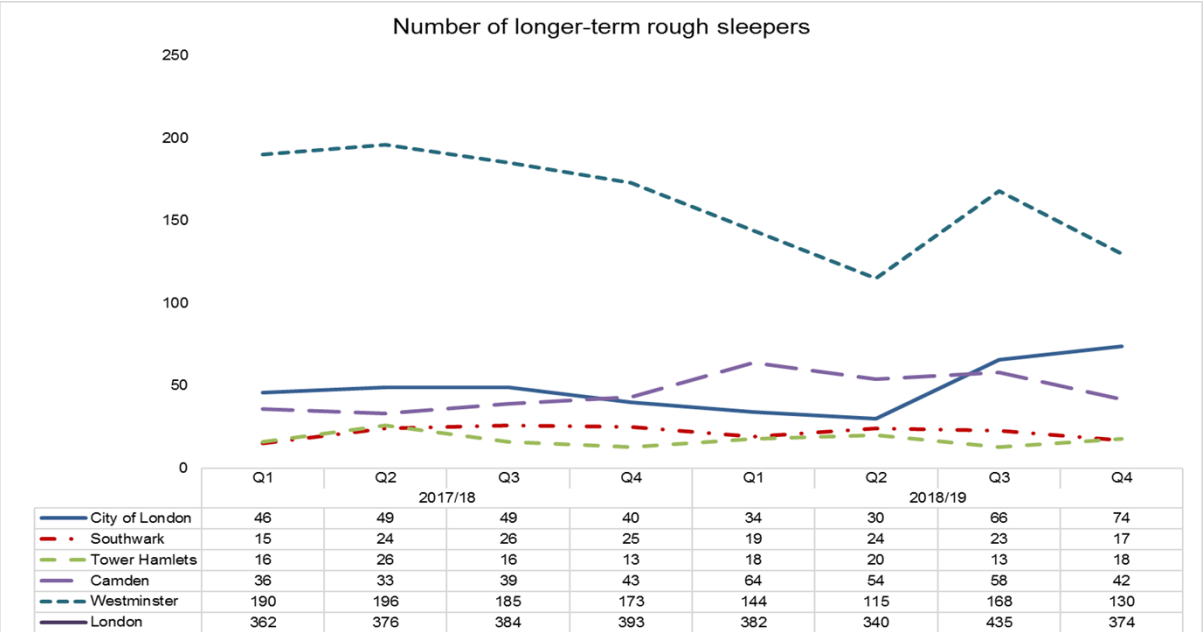
Living on the streets (longer-term rough sleepers)

16. The total number of people encountered who qualify for the Living on the Street cohort increased this quarter to 74, indicating a 12% increment from Q3. The number of longer-term rough sleepers is also above that reported for the same period in 2018 (40), indicating an 85% increment in one year.

17. All other benchmark authorities bar Tower Hamlets experienced decreases in the proportionate size of this cohort.

18. The number of longer-term rough sleepers is also noticeably higher in the City compared with geographical neighbours, apart from Westminster (*Graph 6*).

Graph 6: Number of longer-term rough sleepers



	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
	2017/18				2018/19			
City of London	46	49	49	40	34	30	66	74
Southwark	15	24	26	25	19	24	23	17
Tower Hamlets	16	26	16	13	18	20	13	18
Camden	36	33	39	43	64	54	58	42
Westminster	190	196	185	173	144	115	168	130
London	362	376	384	393	382	340	435	374

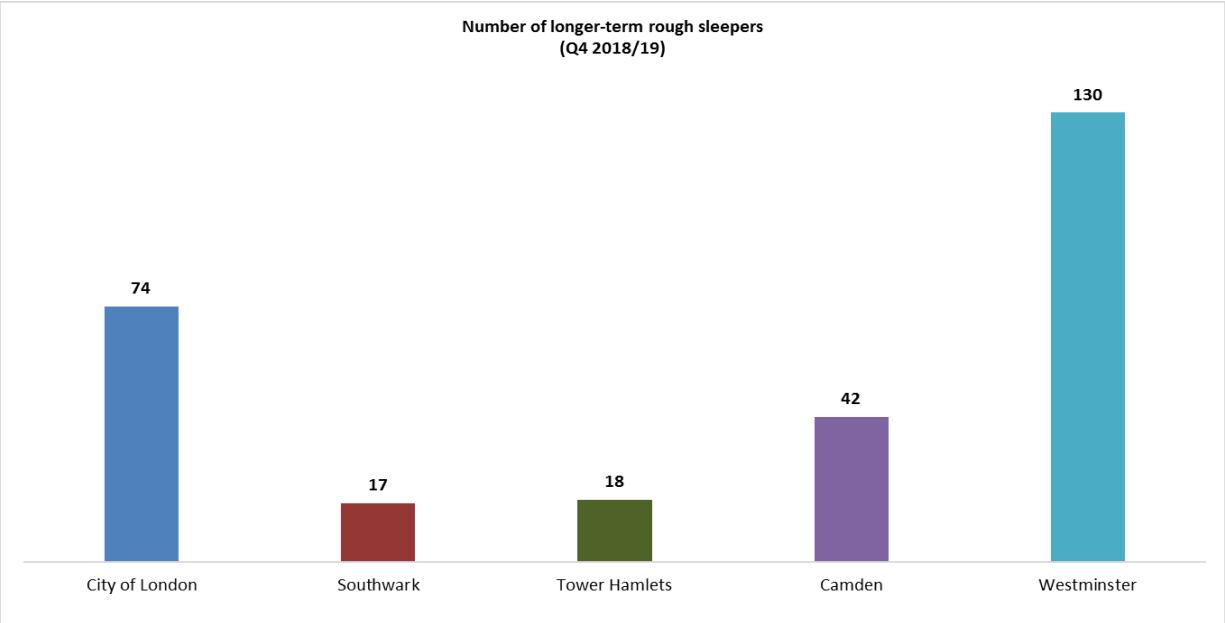
19. The proportion of longer-term rough sleepers in the City remains higher than benchmark groups. In Q4, this is 35% compared with the London average (12%) and is above the Q3 average (31%).

20. Eleven RS205 clients, (i.e. most entrenched and hard-to-help 205 identified rough sleepers), were recorded by CHAIN as sleeping rough in the City during Q4. This is slightly more than nine reported in Q2 and is the same as that reported in Q3 (11). This consistent number is a sign of a good achievement given the number of challenges with this group.

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

	Living on the Streets (All) Longer Term	Change from last period	Change on same period last year	Living on the Streets (All) Longer Term	Change from last period	Change on same period last year
	Q3			Q4		
City of London	66	36	17	74	8	34
Southwark	23	-1	-3	17	-6	-8
Tower Hamlets	13	-7	-3	18	5	5
Camden	58	4	19	42	-16	-1
Westminster	168	53	-17	130	-38	-43
London	435	28%	13%	374	-14%	-5%

Graph 7: Number of longer-term rough sleepers reported in Q4



Intermittent rough sleepers (returner)

21. Sixty-eight people sleeping rough in the City were not seen regularly on the street and had not returned to the streets over the period of January to March 2019. This represents a 26% increase from the number reported in the previous quarter.

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

	Q1	Q2	Q3	Q4	Q3 to Q4 % change
City of London	62	63	54	68	26%
Southwark	63	78	75	63	-16%
Tower Hamlets	49	59	41	44	7%
Camden	114	130	145	152	5%
Westminster	340	433	381	361	-5%
London	1159	1406	1330	1309	-2%

22. Twenty-seven (46.3%) intermittent rough sleepers had one 'bedded down' contact with outreach workers. Forty-one people had two or more contacts, of which 11 (16%) had two contacts and one person had five contacts during the same period.

23. The City's proportionate rate of contacts made with intermittent rough sleepers is demonstrates a high tempo of engagement between outreach workers and rough sleepers. A relatively high proportion of rough sleepers were engaged 3 or more times compared to the regional average.

Table 8: Proportion of 'bedded down' street contacts made with intermittent rough sleepers – Q4

	City of London	London Average
1 street contact	39.7%	51.3%
2 street contacts	16.2%	25.3%
3 street contacts	22.1%	13.7%
4 street contacts	19.1%	9.2%
5 street contacts	2.9%	0.3%
6 or more street co	0.0%	0.2%
Total	**68**	**1309**

Implications

24. The prevention and relief of rough sleeping in the City links directly to the 2017/22 corporate plan, particularly the aim of contributing to a flourishing society.

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

Health Implications

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

Conclusion

27. The number of rough sleepers seen during Q4 in the city is comparable to the number seen in Q3.

28. A higher proportion of our rough sleeping population is made up of rough sleepers with longer term rough sleeping histories – Living on the Street and Intermittent clients.

29. In Q4, 70% (51 of the 73) of new rough sleepers spent just a single night out and were not seen rough sleeping again. This indicates a slight drop in performance compared with Q3.

30. Twenty-two (30%) of the 73 new rough sleepers spent more than one night out or were not seen rough sleeping again in the period. And only two new rough sleepers joined the 'living on the streets' cohort.

Appendices

- Appendix 1 – Detailed trend graphs covering an extended period

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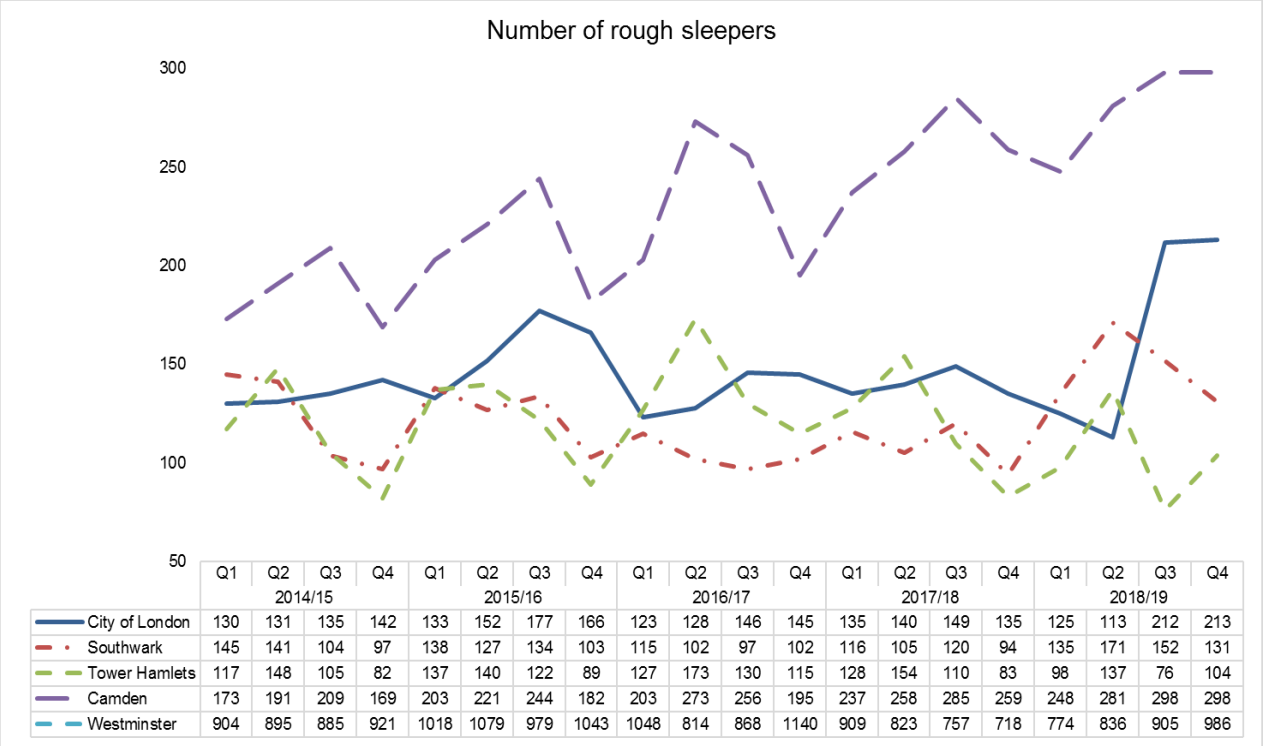
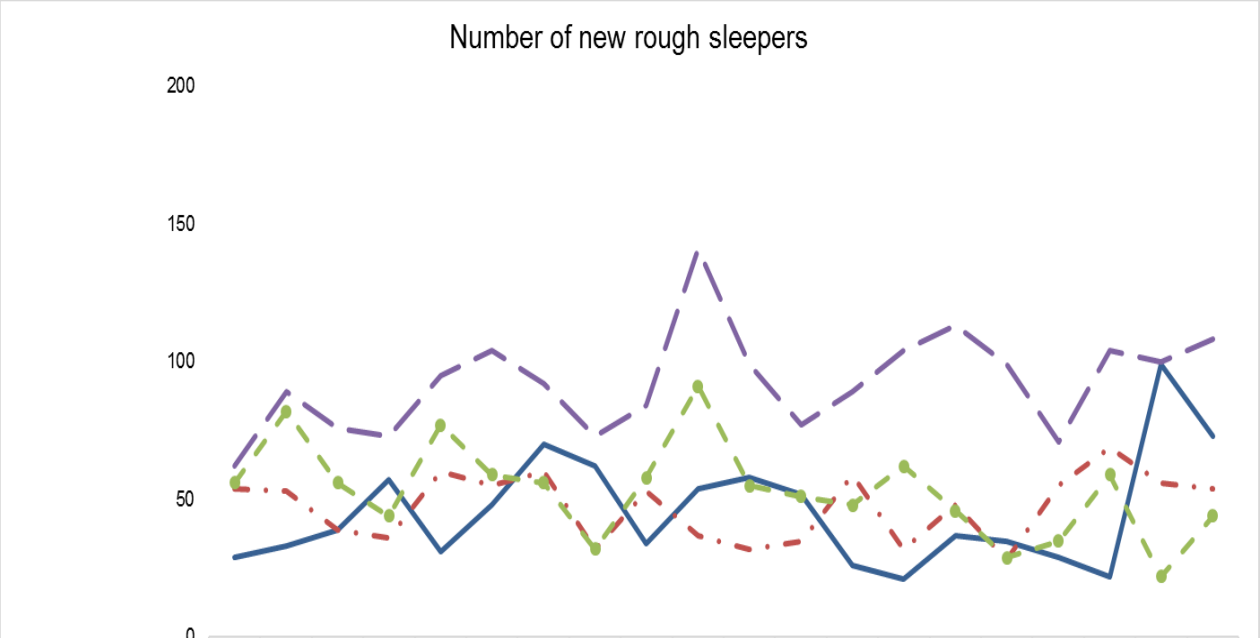
Appendix 1 – Detailed trend graphs covering an extended period

Graph A1: Number of rough sleepers



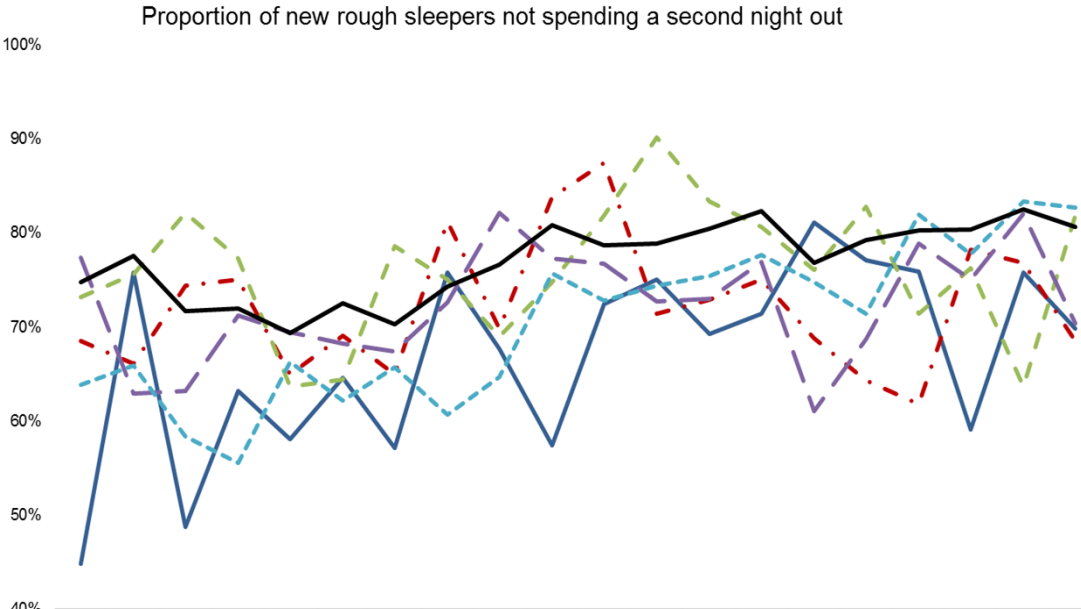
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
	2014/15				2015/16				2016/17				2017/18				2018/19			
City of London	130	131	135	142	133	152	177	166	123	128	146	145	135	140	149	135	125	113	212	213
Southwark	145	141	104	97	138	127	134	103	115	102	97	102	116	105	120	94	135	171	152	131
Tower Hamlets	117	148	105	82	137	140	122	89	127	173	130	115	128	154	110	83	98	137	76	104
Camden	173	191	209	169	203	221	244	182	203	273	256	195	237	258	285	259	248	281	298	298
Westminster	904	895	885	921	1018	1079	979	1043	1048	814	868	1140	909	823	757	718	774	836	905	986

Graph A2: Number of new rough sleepers



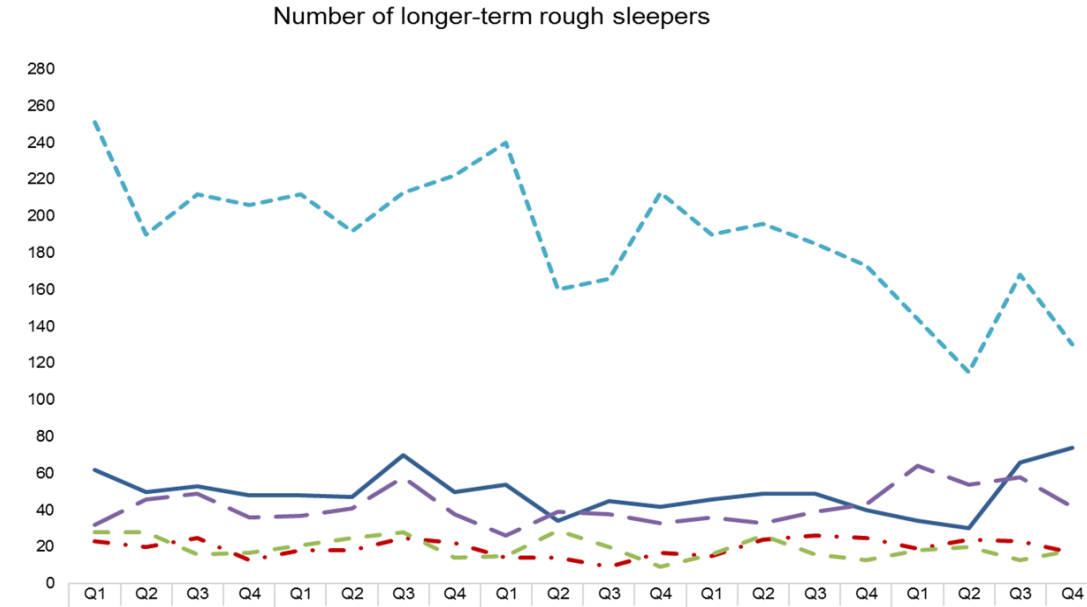
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
	2014/15				2015/16				2016/17				2017/18				2018/19			
City of London	29	33	39	57	31	48	70	62	34	54	58	52	26	21	37	35	29	22	99	73
Southwark	54	53	39	36	60	55	60	32	53	37	32	35	59	32	48	28	55	69	56	54
Tower Hamlets	56	82	56	44	77	59	56	32	58	91	55	51	48	62	46	29	35	59	22	44
Camden	62	89	76	73	95	104	92	73	84	141	99	77	89	104	113	99	71	104	100	108
Westminster	376	387	355	391	460	415	359	422	362	263	324	581	346	273	226	224	294	297	361	504

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



	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
	2014/15				2015/16				2016/17				2017/18				2018/19			
City of London	45%	76%	49%	63%	58%	65%	57%	76%	68%	57%	72%	75%	69%	71%	81%	77%	76%	59%	76%	70%
Southwark	69%	66%	74%	75%	65%	69%	65%	81%	70%	84%	88%	71%	73%	75%	69%	64%	62%	78%	77%	69%
Tower Hamlets	73%	76%	82%	77%	64%	64%	79%	75%	69%	75%	82%	90%	83%	81%	76%	83%	71%	76%	64%	82%
Camden	77%	63%	63%	71%	69%	68%	67%	73%	82%	77%	77%	73%	73%	77%	61%	69%	79%	75%	82%	70%
Westminster	64%	66%	58%	55%	66%	62%	66%	61%	65%	76%	73%	74%	75%	78%	75%	71%	82%	78%	83%	83%
London	75%	78%	72%	72%	69%	73%	70%	74%	77%	81%	79%	79%	80%	82%	77%	79%	80%	80%	83%	81%

Graph A4: Number of longer-term rough sleepers



	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
	2014/15				2015/16				2016/17				2017/18				2018/19			
City of London	62	50	53	48	48	47	70	50	54	34	45	42	46	49	49	40	34	30	66	74
Southwark	23	20	25	13	18	18	25	22	14	14	9	17	15	24	26	25	19	24	23	17
Tower Hamlets	28	28	16	17	21	25	28	14	15	29	20	9	16	26	16	13	18	20	13	18
Camden	32	46	49	36	37	41	58	38	26	39	38	33	36	33	39	43	64	54	58	42
Westminster	251	190	212	206	212	192	213	222	240	160	166	213	190	196	185	173	144	115	168	130