



HOMELESSNESS STRATEGY  
2019-23 SUPPLEMENT



## Contents

1. England homelessness policy and legislation .....	2
1.1 Homelessness Reduction Act 2017 .....	2
2. Homelessness statistics .....	2
2.1 England and London .....	3
2.1.1 Statutory homelessness.....	3
2.1.2 Rough sleeping .....	9
2.1.3 Hidden homelessness .....	13
2.2 City of London.....	15
2.2.1 Statutory homelessness.....	15
2.2.2 Rough sleeping .....	15
2.2.3 Hidden homelessness .....	22
3. City of London homelessness provisions .....	22
3.1 Current statutory homelessness provision .....	22
3.2 Current rough sleeping provision .....	23
4. Strategy development .....	25
4.1 Engagement.....	25
4.2 National evidence informing and confirming local engagement.....	25
4.3 Consultation .....	25
5. Definitions .....	26

# 1. England homelessness policy and legislation

## 1.1 Homelessness Reduction Act 2017

The Homelessness Reduction Act (HRA) 2017 commenced on 3<sup>rd</sup> April 2018. The HRA amended the Housing Act 1996, creating new duties on local authorities in England.

The HRA significantly amended homelessness legislation. The Act introduced a number of changes including:

- A strengthened duty to provide advisory services
- An extension to the period during which an applicant considered ‘threatened with homelessness<sup>1</sup>’ from 28 to 56 days.
- New duties to assess all<sup>2</sup> applicants (now including those who are not in priority need) and to take reasonable steps to prevent and relieve homelessness.
- These steps will be set out in a personalised housing plan that, wherever possible, must be agreed between the local authority and the applicant.

### New legal duties

Households who are statutorily homeless are owed legal duties that fall into three main categories:

1. **Prevention duties** include any activities aimed at preventing a household threatened with homelessness from becoming homeless. This would involve activities to enable an applicant to remain in their current home or find alternative accommodation in order to prevent them from becoming homeless. The duty lasts for 56 days but may be extended if the local authority is continuing with efforts to prevent homelessness.
2. **Relief duties** are owed to households that are already homeless and require help to secure settled accommodation. The duty lasts 56 days and can only be extended by a local authority if the households would not be owed the main homelessness duty.
3. **Main homelessness duty** describes the duty a local authority has towards an applicant who is unintentionally homeless, eligible for assistance and has priority need. This definition has not been changed by the 2017 HRA. However, these households are now only owed a main duty if their homelessness has not been successfully prevented or relieved.

## 2. Homelessness statistics

The definition of homelessness means not having a home. You are homeless if you have nowhere to stay and are living on the streets, but you can be homeless even if you have a roof over your head.

Types of homelessness are:

1. **Statutory homelessness** - covers all households who are owed a homelessness duty by a local authority. A household is considered statutorily homeless if a local authority decides that they do not have a legal right to occupy accommodation that is accessible, physically available and which would be reasonable for the household to continue to live in. The Housing Act 1996 (as amended by the Homelessness Act 2002, Localism Act 2011 and the Homelessness Reduction Act 2017) determines the legal duties on local authorities towards homeless households and households threatened with homelessness.
2. **Rough sleeping** – the most visible form of homelessness.
3. **Hidden homelessness** – those who are not eligible for assistance or have not approached their council.

---

<sup>1</sup> See Section 5: Definitions

<sup>2</sup> Ibid

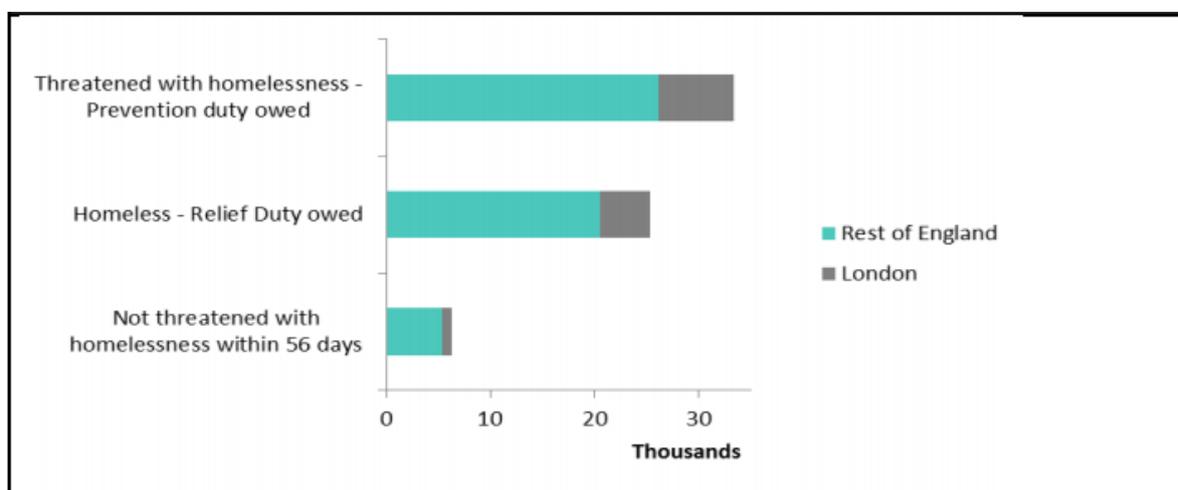
## 2.1 England and London

### 2.1.1 Statutory homelessness

Between April to June 2018, 64,960 homelessness assessments were made under the new HRA duties<sup>3</sup>, and 58,660 households were assessed as being owed a statutory homelessness duty. Of the 58,660 households, 33,330 or 57% were owed a prevention duty, 25,330 or 43% were owed a relief duty. A further 6,300 households were assessed as being not homeless or threatened with homelessness within 56 days<sup>4</sup>.

Total households owed a new prevention or relief duty between April to June 2018 is greater than those owed a main duty between January to March 2018. This is because of the expansion of the definition of statutory homelessness to include those threatened with homelessness within 56 days and the addition of the new duties that are owed irrespective of priority need or intentional homelessness.

**Figure 1: Initial assessment of homeless duties owed to households, April to June 2018, England**



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

### Main homelessness duty

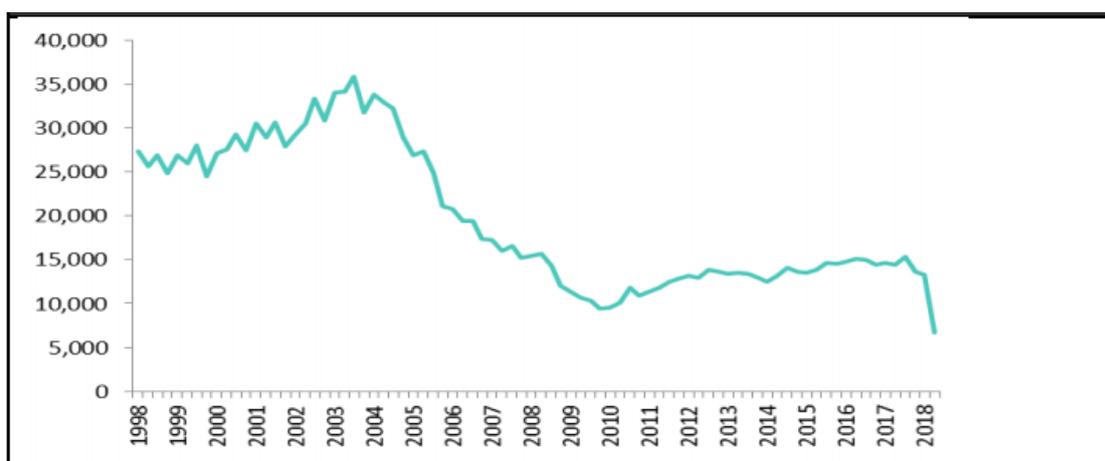
Eligible households who were homeless or threatened with homelessness and assessed as having priority needs before 3rd April 2018 were issued with a decision that they were owed a main duty. After this date, a household is first owed a relief duty or a prevention then relief duty rather than the main duty<sup>5</sup>.

<sup>3</sup> [Ministry of Housing, Community and Local Government \(MHCLG\) statutory homelessness April – June 2018: England](#). The statistics in this report are published as Experimental Official Statistics. They are the first set of statistics since commencement of the Homelessness Reduction Act (HRA) on 3<sup>rd</sup> April 2018 and the first statistical release using Homelessness Case Level Information Collection (H-CLIC) data. The figures in this release are not directly comparable with previously published figures.

<sup>4</sup> This figure must be treated with caution because 25 local authorities have advised that their data submission includes households who sought local authority help for other reasons than homelessness, and it has not been possible to identify the homeless applicants from within these.

<sup>5</sup> A main duty decision may be issued on these households, but this decision is only being reported after the relief duty ends in this release. The 56 days required for the relief duty to end before a main duty decision takes effect is significant for this quarter as it will mean the figures on decisions will be lower than expected and in future quarters these are likely to change.

**Figure 2: Main duty homelessness acceptances: 1998 to Q2 2018, quarterly England**



*Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.*

The total number of households owed a main homelessness duty has changed over time from Q1 1998 to Q2 2018. Local authorities made 11,630 main homelessness duty decisions in April to June 2018. This is 57.7% less than in the same quarter 2017. Local authorities accepted 6,670 households as owed a main homelessness duty between April to June 2018 this was 50% lower than January to March 2018. Of the 6,670 owed a main homelessness duty, 1,760 were in London, accounting for 26% of the England total.

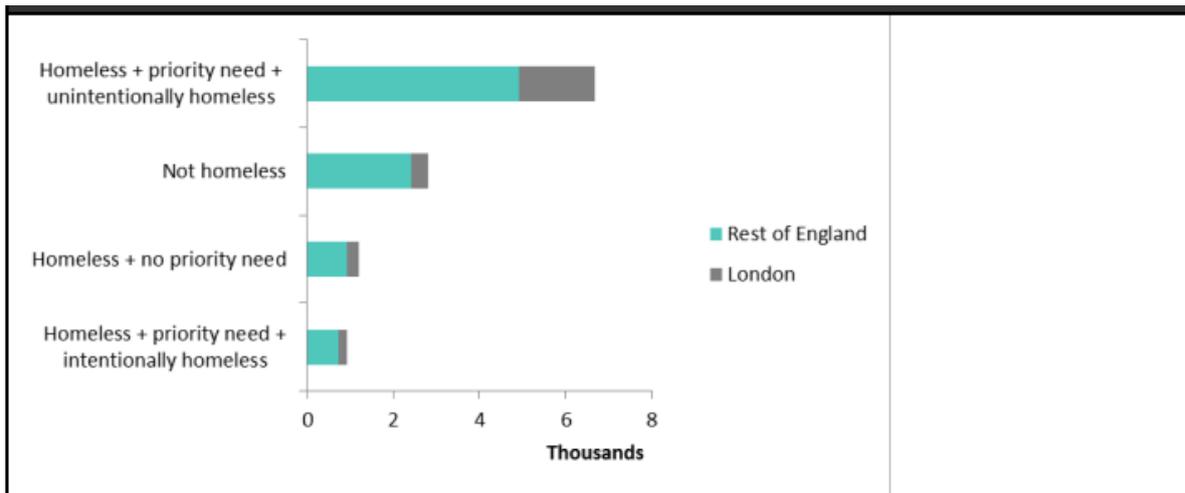
**Table 1: Households accepted as owed a main homelessness duty during April to June 2018 with comparisons to previous quarter and year, England, London and Rest of England**

	<b>April - June 2018</b>	<b>Previous quarter: Jan – March 2018</b>		<b>April - June 2017</b>	
	<b>Households Accepted</b>	<b>Households Accepted</b>	<b>Percentage change</b>	<b>Households Accepted</b>	<b>Percentage change</b>
England	<b>6,670</b>	13,320	-50%	14,360	-54%
London	<b>1,760</b>	3,380	-48%	4,010	-56%
Rest of England	<b>4,910</b>	9,950	-51%	10,350	-51%

*Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.*

This quarter the number of main duty acceptances is 6,670, which is a new low. However, caution should be taken before using this number as this number is likely to change in future quarters as the new legislation and reporting systems are established.

**Figure 3: Main duty decisions: April – June 2018**



*Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.*

### Support needs

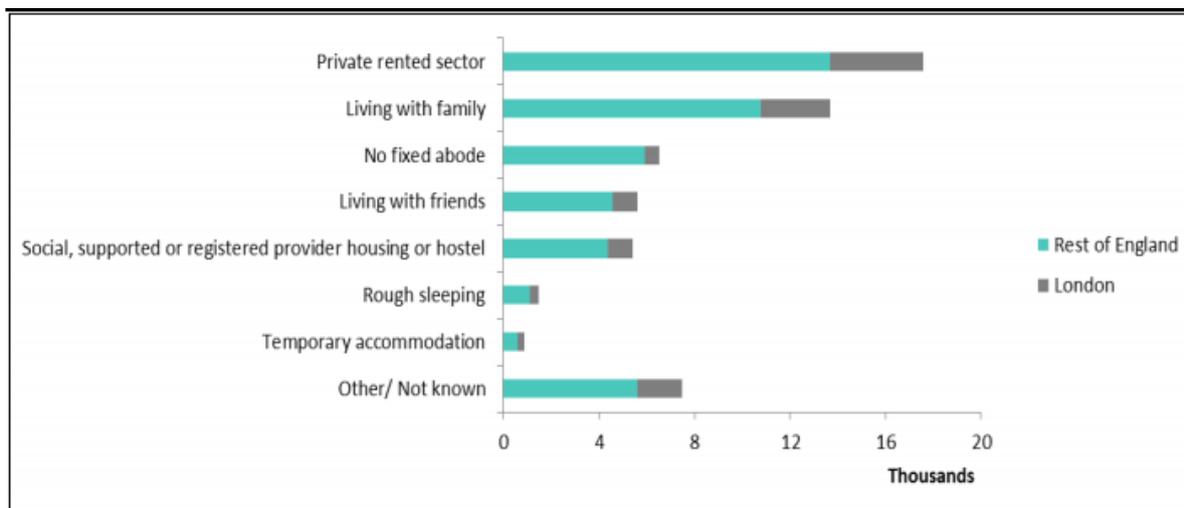
The amended legislation requires local authorities to assess the support needs of homeless households, and consider how these needs might be met as part of their personalised housing plan. Support needs are not characteristics of the household, but instead are areas of additional needs that mean the household requires support to have and sustain accommodation. Where support needs are identified, the local authority should identify the steps to be taken to provide the necessary support as part of the personalised housing plan. Support needs are reported at the household level and more than one support need could be reported per household. Therefore the total number of households receiving support will not match the total number of support needs.

Of the 58,660 households who were owed a homelessness duty, 27,580 households were identified as having support needs. Of these households 40,110 support needs were identified - an average of 1.5 support needs per household. The most common support need identified was a history of mental health problems which was reported by 12,700 of households with support needs. The second largest group was those with physical ill health or disability, identified by 8,190 households. Other notable groups included those with experience of domestic abuse (5,500 households), those with drug (3,090 households) and alcohol dependency needs (2,510 households). Those with a history of homelessness or rough sleeping were identified in 3,960 and 3,240 households respectively.

### Accommodation type

The most common accommodation type at the time of approach was private renting (17,570 households), followed by living with family (13,700 households). Private renting represented 30% of all current accommodation types of households assessed as homeless, and living with family represented 23% of households.

**Figure 4: Accommodation type at the time of the first local authority approach, April to June 2018, England**



*Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.*

This holds for both households in London and the rest of England. ‘No fixed abode’ was less commonly used outside of London (only 5,910 out of 6,530 households). Other notable groups included living with friends (5,620 households) and social housing (5,410 households). 1,480 households were rough sleeping at time of application, 340 of which were in London and 1,130 in the rest of England.

### Temporary accommodation

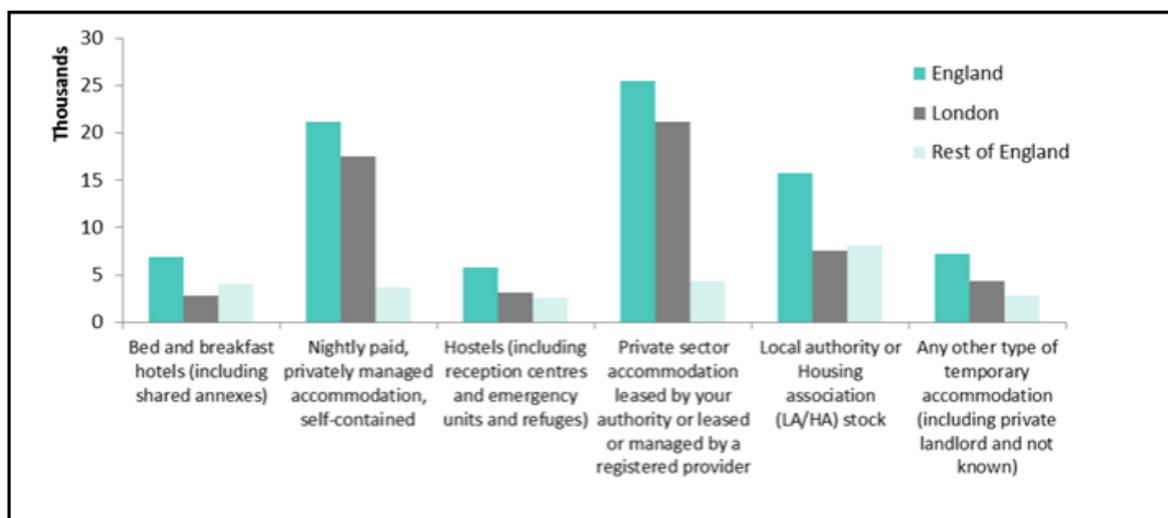
The number of households in temporary accommodation is calculated at the end of the quarter. The number represents a snapshot in time (and not the cumulative total over the quarter). This allows for effective comparison between different quarters. The number of households in temporary accommodation includes households which are:

- Provided with interim accommodation until a decision is reached on whether a main duty is owed under a new application or reapplication
- awaiting a decision on whether a referral has been accepted under local connection arrangements
- undergoing a local authority review or county court appeal
- under a relief duty and priority need so eligible for temporary accommodation under amended 2017 HRA legislation.
- Homeless, eligible for assistance and in priority need and owed the main housing duty under 1996 Housing Act
- intentionally homeless and in priority need who are being accommodated for a limited period.

On 30 June 2018, the total number of households in temporary accommodation arranged by local authorities under homelessness legislation was 82,310. This was 5% higher than a year earlier and up 71% on the low of 48,010 on 31 December 2010. In London the number of households in temporary accommodation at 30 June 2018 was 56,560, 69% of the total England figure.

Comparing the number of households in temporary accommodation to the population size in an area gives a measure of its use. In England there were approximately 3.5 households living in temporary accommodation per 1,000 households at the end of June 2018. There were approximately 15.5 cases per 1,000 households in London and 1.3 cases per 1,000 households in the Rest of England.

**Figure 5: Households in temporary accommodation by type of temporary accommodation, 30 June 2018, England, London, Rest of England**



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

Of the 82,310 households in temporary accommodation on 30 June 2018, 61,480 households included dependent children. Of the 61,480 households with children, 55,480 (90%) were in self-contained accommodation.

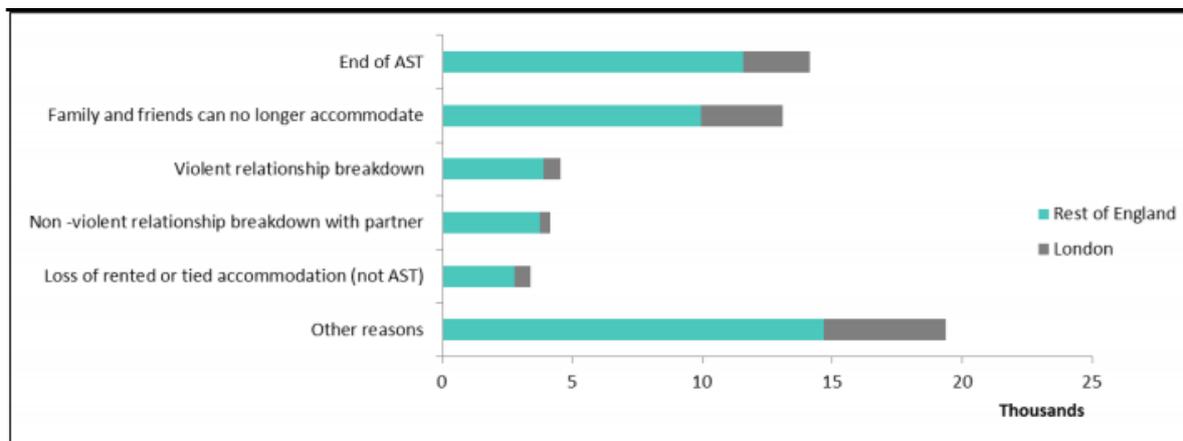
There were 2,560 households in B&B with dependent children, 37% of all households in B&B accommodation. The number of households with children in B&B is down 3% from 2,640 in the same quarter last year and as a proportion of households, this has reduced by 3 percentage points from 40% in the second quarter of 2017. Of the 2,560 households with children in B&B, 900 had been resident for more than the statutory limit of 6 weeks. This is up 14% from 790 on the 31 March 2018 and down 25% from 1,200 on 30 June 2017.

### Loss of accommodation

One of the most common reasons for loss of last settled home is the end of an assured shorthold tenancy (AST). ASTs can end for a range of reasons, such as tenant difficulty budgeting, rent increase, reduction in employment income, changes to benefit entitlement, and changes to personal circumstances<sup>6</sup>.

<sup>6</sup> Caution should be taken when comparing any breakdowns to previous quarters as any changes will reflect the expanded population owed a homelessness duty and the nature of those duties, as well as any change in external pressures impacting on the reasons for people becoming homeless or threatened with homelessness.

**Figure 6: Reason for loss of last settled home, April to June 2018, England**

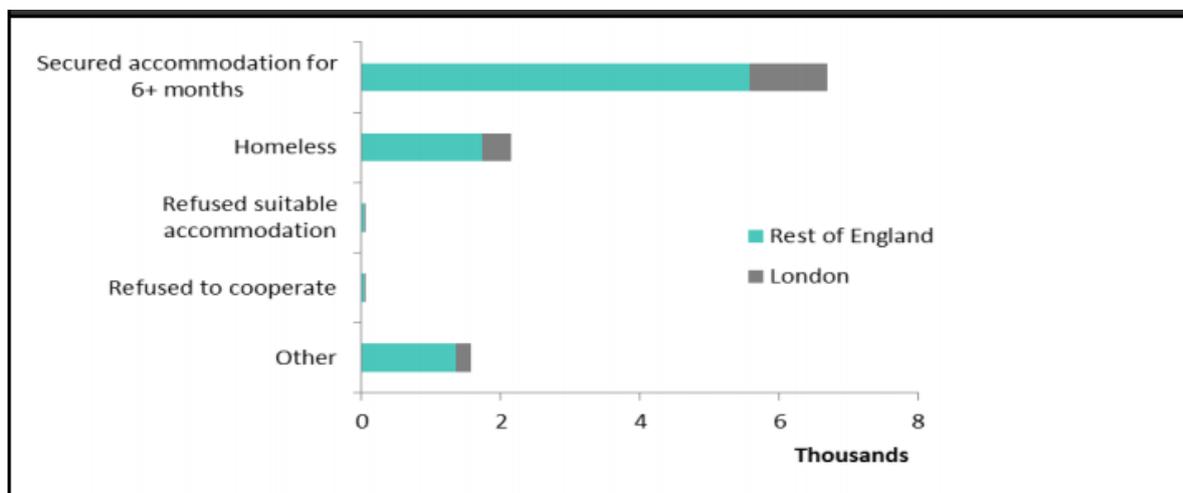


Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

The second largest category for was friends or family no longer willing or able to accommodate the household, which was the reason given for 13,090 households or 22% found to be homeless. Family no longer willing to accommodate was the largest of the two categories with 10,490 households in this category.

**Duties ended**

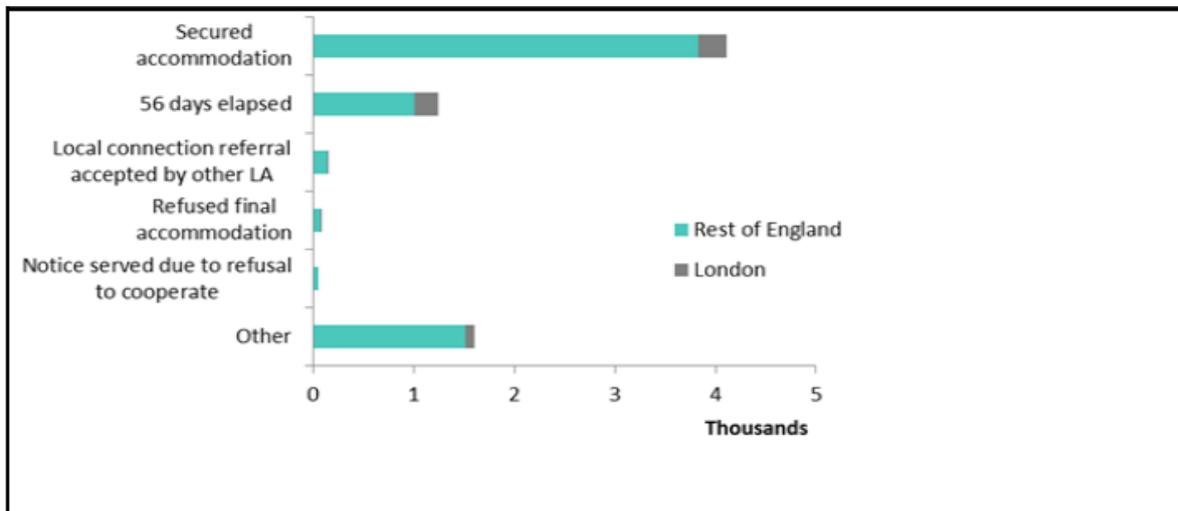
**Figure 7: Outcome of prevention duty<sup>7</sup>**



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

<sup>7</sup> A number of local authorities have reported issues collecting or reporting accurately on prevention duties. This also means the overall England total is underreported and should be used with caution.

**Figure 8: Reasons for relief duty ended<sup>8</sup>**



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

A main homelessness duty was ended for 7,830 households in between April to June 2018. This includes those who had previously been in temporary accommodation or had remained, with consent, in their existing accommodation while awaiting alternative accommodation. This is a 22% decrease from 10,070 in the previous quarter and a 18% decrease from 9,530, during April to June 2017.

Of the 7,830 households, 5,840 were provided settled accommodation (75%). Of these 5,080 accepted a “part 6” offer of a tenancy in local authority or housing authority accommodation and 760 accepted a private rented sector offer, made under the Localism Act power. This is down 24% from the figure of 6,710 in the previous quarter. There were 300 households who became intentionally homeless from temporary accommodation while 840 households (11%) voluntarily ceased to occupy temporary accommodation.

### 2.1.2 Rough sleeping

Rough sleeping street counts and estimates are single night snapshots of the number of people sleeping rough in local authority areas. Based on what is most appropriate in their area, local authorities decide whether to carry out a street count of visible rough sleeping, an evidence-based estimate, or an estimate informed by a spotlight street count, where a street count is undertaken in particular locations on the chosen night. All of the available methods record only those people seen, or thought to be, sleeping rough on a single ‘typical’ night.

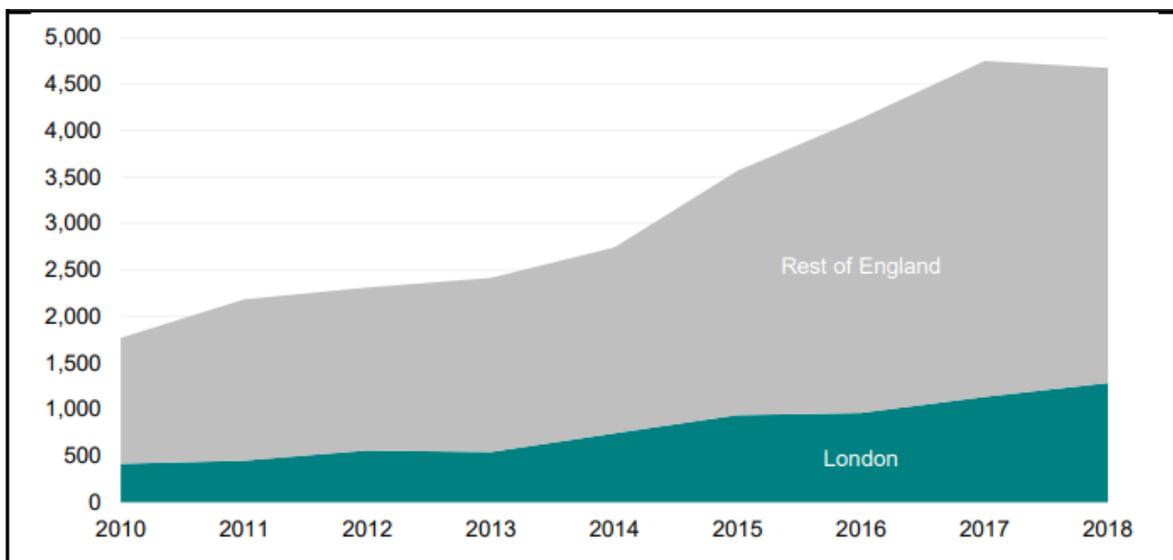
Local authorities use a specific definition to identify people sleeping rough. This includes people sleeping or who are about to bed down in open air locations and other places including tents, cars, and makeshift shelters<sup>9</sup>.

<sup>8</sup> As this is a new duty and the data systems on which this information is collected and reported is new a number of local authorities have reported issues recording information. These issues range from local authorities recording this information incorrectly, software issues that mean local authorities are unable to report this data or do not export all relevant cases. This also means the overall England total is underreported and should be used with caution.

<sup>9</sup> Ibid 3

Local authorities' street counts and estimates show that 4,677 people were found sleeping rough in England on a single night in autumn 2018. This is down by 74 (2%) from the autumn 2017 total of 4,751, and up by 2,909 (165%) from the autumn 2010 total of 1,768. Of this total, 1,283 people were sleeping rough in London in autumn 2018. This is an increase of 13% from 1,137 in autumn 2017. London accounted for 27% of the total figure for England, compared to 24% in 2017, and 23% in 2016. There were 3,394 people sleeping rough in the rest of England, a decrease of 220 or 6% from 3,614 in autumn 2017 figure. Across the 293 local authorities in the rest of England, 134 or 46% reported an increase, 117 or 40% reported a decrease, and 42 or 14% reported no change, since 2017.

**Figure 9: Number of people rough sleeping, England, London and Rest of England, autumn 2010 to autumn 2018**



*Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.*

Within London boroughs there were larger changes in the number of people sleeping rough than the increase in London as a whole. People sleeping rough in London are likely to move across borough boundaries. Across the 33 boroughs of London, 19 or 58% of local authorities reported increases, 13 or 39% reported decreases, and 1 or 3% reported no change in the number of people sleeping rough since autumn 2017.

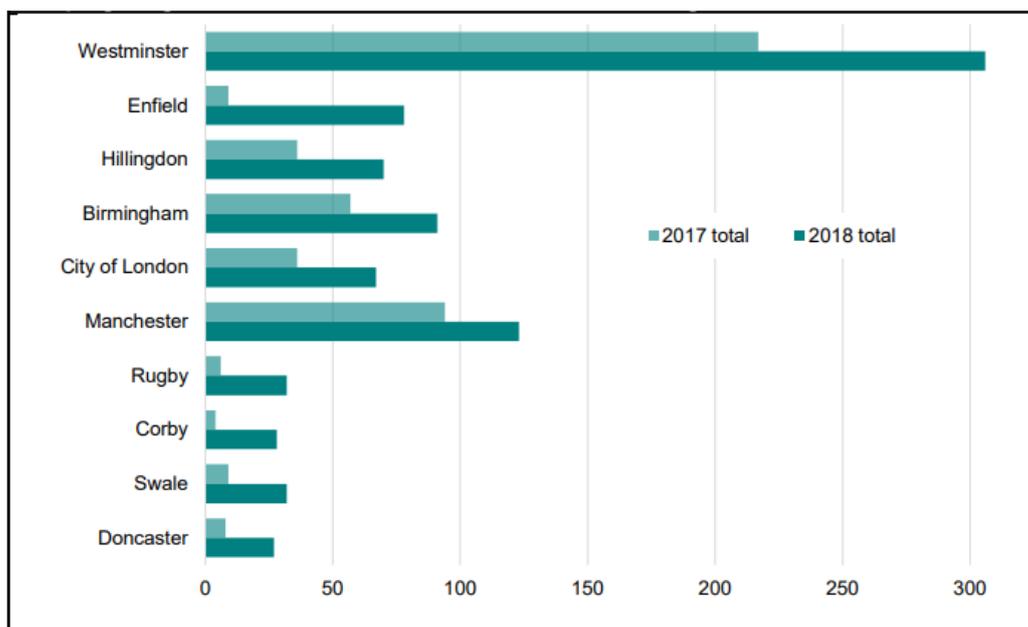
**Table 2: Top ten local authorities with the highest number of people sleeping rough England, autumn 2018**

Local Authority	Total	Difference since last year	% change since last year	Rate per 10,000 households
Westminster	306	89	41%	26.4
Camden	141	14	11%	13.0
Manchester	123	29	31%	5.7
Birmingham	91	34	60%	2.1
Bristol	82	-4	-5%	4.2
Newham	79	3	4%	7.0
Enfield	78	69	767%	6.0
Hillingdon	70	34	94%	6.4
City of London	67	31	86%	189.6
Brighton & Hove	64	-114	-64%	5.1
<b>England</b>	<b>4,677</b>	<b>-74</b>	<b>-2%</b>	<b>2.0</b>

Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

When comparing across years and between local authorities, there are a range of factors that may impact on the number of people sleeping rough including the weather, where people choose to sleep, movement across local authority boundaries particularly in London, the date and time chosen, and the availability of alternatives such as night shelters.

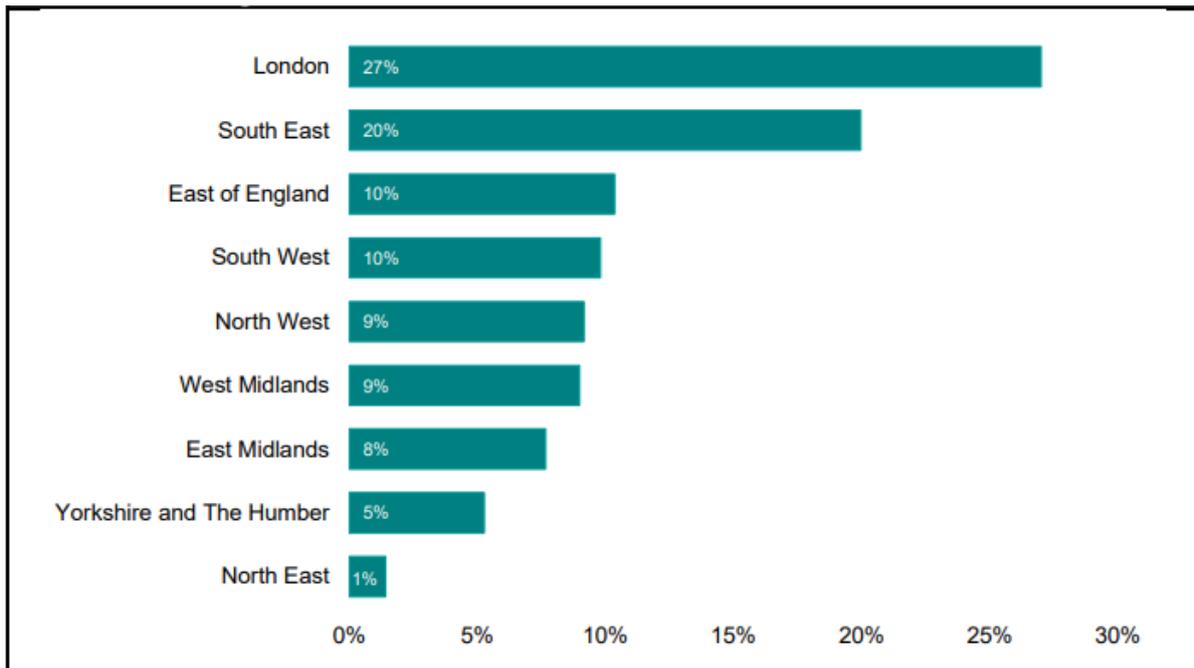
**Figure 10: Top ten local authorities with the largest increases in the number of people sleeping rough between autumn 2017 and autumn 2018, England**



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

London and the West Midlands were the regions that saw the largest increases in the number of people sleeping rough from 2017. In 2018 there were 1,283 people sleeping rough in London, up 146 (13%) from 2017. In the West Midlands, there were 420 people sleeping rough, up 125 (42%) from 2017. The largest decreases were in the South East and East of England, down by 185 (17%) and 131 (21%) since 2017 respectively. London and the South East accounted for nearly half (2,217, 47%) of all the people recorded sleeping rough in England in the autumn 2018 snapshot.

**Figure 11: Percentage of the total number of people sleeping rough by region, autumn 2018, England**



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

## Gender, age and nationality

**Table 3: Demographics of the people sleeping rough, England, London, and the Rest of England, autumn 2018**

Demographics	England		London		Rest of England	
	No.	% of total	No.	% of total	No.	% of total
<b>Gender</b>						
Male	3,937	84%	1,081	84%	2,856	84%
Female	642	14%	162	13%	480	14%
Gender unknown	98	2%	40	3%	58	2%
<b>Age</b>						
25 years or under	296	6%	49	4%	247	7%
26 years or over	3,744	80%	969	76%	2,775	82%
Age unknown	637	14%	265	21%	372	11%
<b>Nationality</b>						
UK nationals	3,013	64%	417	33%	2,596	76%
EU, non-UK nationals	1,048	22%	610	48%	438	13%
Non-EU nationals	153	3%	93	7%	60	2%
Nationality unknown	463	10%	163	13%	300	9%
<b>All</b>	<b>4,677</b>		<b>1,283</b>		<b>3,394</b>	

*Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.*

### 2.1.3 Hidden homelessness

Many people who become homeless do not show up in official figures. This is known as hidden homelessness. This includes people who become homeless but find a temporary solution by staying with family members or friends, living in squats or other insecure accommodation. By its very nature, it is difficult to assess the scale and trends in hidden homelessness. Crisis has estimated that there are as many as 380,000<sup>10</sup> hidden homeless people in Britain today. That is almost equivalent to a population the size of Manchester, and one that looks likely to grow, with current trends indicating that it could reach the one million mark by 2020.

Some particular elements of hidden homelessness are amenable to statistical analysis. This includes ‘overcrowded’ households, and also ‘concealed’ households and ‘sharing’ households<sup>11</sup>.

**Concealed households** are family units or single adults living within other households, who may be regarded as potential separate households that may wish to form given appropriate opportunity. The English Housing Survey (EHS), Understanding Society Survey and the Labour Force Survey (LFS) ask questions about the composition of the household which enable the presence of ‘additional family/single units’ to be identified<sup>12</sup>.

<sup>10</sup> The number of single homeless people is estimated to be in the hundreds of thousands at any one time. Only a tiny proportion of these are rough sleepers. Around a quarter are single people staying either in hostels, bed and breakfast accommodation or facing imminent threat of eviction on the grounds of debt. The remaining three quarters form what are known as concealed households, residing with friends or family, but without any explicit right to do so and in accommodation, which is in some way unsatisfactory.

<sup>11</sup> [The Homelessness Monitor, England 2018](#).

<sup>12</sup> These surveys only approximate to the ideal definition of ‘concealed households’, as they do not necessarily distinguish those who would currently prefer to remain living with others from those who would really prefer to live separately. However, both EHS and USS do enable single adults wishing or expecting to live separately to be identified. Moreover, they may not fully capture all concealed households

The numbers of concealed households remain high in England. There were 2.32 million households containing concealed single adults in England in early 2017, in addition to 282,000 concealed couples and lone parents. The number of adults in these concealed household units is estimated at 3.38 million.

**‘Sharing households’** are those households who live together in the same dwelling but who do not share either a living room or regular meals together. Sharing can be considered similar to concealed households, namely an arrangement people make when there is not enough affordable separate accommodation. For example, some ‘flatsharers’ will be recorded as concealed households, and some will be recorded as sharing households, depending on the room sizes and descriptions. That said, shared accommodation may be desired or appropriate for certain groups in the population, including some single young people, and innovative models of ‘managed’ sharing are evolving in a context where welfare cuts and housing pressures are making it likely that sharing will become more ‘normalised’ well into adulthood<sup>13</sup>

A previous long-term decline in shared housing has now been decisively reversed, with sharing now at its highest rate for 20 years. According to the Labour Force Survey, 1.83 per cent of households in England shared in 2017 (Q2), a significant increase on the 1.46 per cent recorded one year earlier. Sharing was most common for single person households (4.2%), but was also found amongst couples (2.1%), and lone parent households (1.6%). Increases in sharing were most marked for families and (single) pensioners.

Sharing is particularly concentrated in private renting (4.8%) but has grown sharply in the social rented sector (from 1.7% to 3.4% in one year). It is much more prevalent (and growing) in London (6.1%), as one would expect, and the next highest regions are the South West (2.6%) and North West (1.6%).

On the most recent figures, 678,000 households (3.0%) were **overcrowded**<sup>14</sup> in England. Overcrowding has remained at a high level since 2009. Overcrowding is less common and declining in owner occupation (1.3%) but much more common in social renting (6.8%) and private renting (5.3%). As with the other housing pressure indicators considered here, there is a much higher incidence in London (across all tenures), with a rate of 7.2 per cent in 2014/15. The next worst region for overcrowding is the West Midlands (2.9%), followed by the South East (2.6%).

### **Hidden homeless in London**

The Hidden Homelessness In London<sup>15</sup> report cited the following groups as likely to be affected:

- Those who aren’t eligible for homelessness support from local authorities but cannot afford housing – young, single people without dependent children, especially young LGBT people.
- Those who are eligible for homelessness support under local authorities’ duty but who don’t apply, or whose applications are turned down because they can’t prove their eligibility – primarily victims of domestic violence and abuse, often women.
- Those with no recourse to public funds, especially asylum seekers.

---

reliably. For example people staying temporarily and informally with others may not be recorded in household surveys (like EHS) nor respond to individual surveys (like LFS).

<sup>13</sup> Crisis’ Sharing Solutions Schemes (<http://www.crisis.org.uk/pages/sharing-solutionsschemes.html>) and Thames Reach’s Peer Landlords Scheme (<http://www.commonwealhousing.org.uk/our-projects/peer-landlord-london>).

<sup>14</sup> This is the most widely used official standard for overcrowding. Essentially, this allocates one bedroom to each couple or lone parent, one to each pair of children under 10, one to each pair of children of the same sex over 10, with additional bedrooms for individual children over 10 of different sex and for additional adult household members.

<sup>15</sup> London Assembly, Hidden Homelessness in London, September 2017.

The Hidden Homelessness in London report has estimated 225,000 young people in London have stayed in an insecure or unsafe place because they had no where else they could call home. There are estimated to be 13 times more people hidden homeless than sleeping rough in London.

The UK Statistics Authority has consistently expressed concern that the Department’s presentation of its measures of homelessness lack clarity about which people are being measured.

## 2.2 City of London

### 2.2.1 Statutory homelessness

As of June 2019 there were 634 households on the housing register.

There are 218 households on the Housing Register whose circumstances show overcrowding as the main reason for needing assistance. The needs of each household are recorded. As well as overcrowding other needs include emergency move, severe medical or welfare need.

#### Statutory Duties

In 2018-19 there was 87 approaches for applications by households. Forty seven of the applicants were assessed as homeless or threatened with homelessness. A total of 30 households were owed a prevention (5 households) or relief duty (25 households). Three households were assessed as requiring the main duty under HRA and 3 households were provided the full duty as legacy cases.

#### Temporary Accommodation

There are 25 unique households in statutory temporary accommodation (TA) placements. The length of stay in TA varies. Households with cases that are completed at relief stage are on average in TA for a maximum of 20 weeks. Those households that are owed a main duty under the HRA are on average in TA for a minimum of one year.

### 2.2.2 Rough sleeping

The following activity data is taken from Combined Homelessness and Information Network (CHAIN)<sup>16</sup> quarterly reports. According to CHAIN 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)’”*.

**Table 4: Categories of rough sleepers**

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

Source: CHAIN Quarterly Report

<sup>16</sup> CHAIN is a multi-agency database recording information about rough sleepers and the wider street population in London.

Quarter's 3 and 4 of 2018/19 saw an increase in the number of rough sleepers in comparison to quarter's 1 and 2. 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.

**Table 5: Number of rough sleepers' trend - 2018/19**

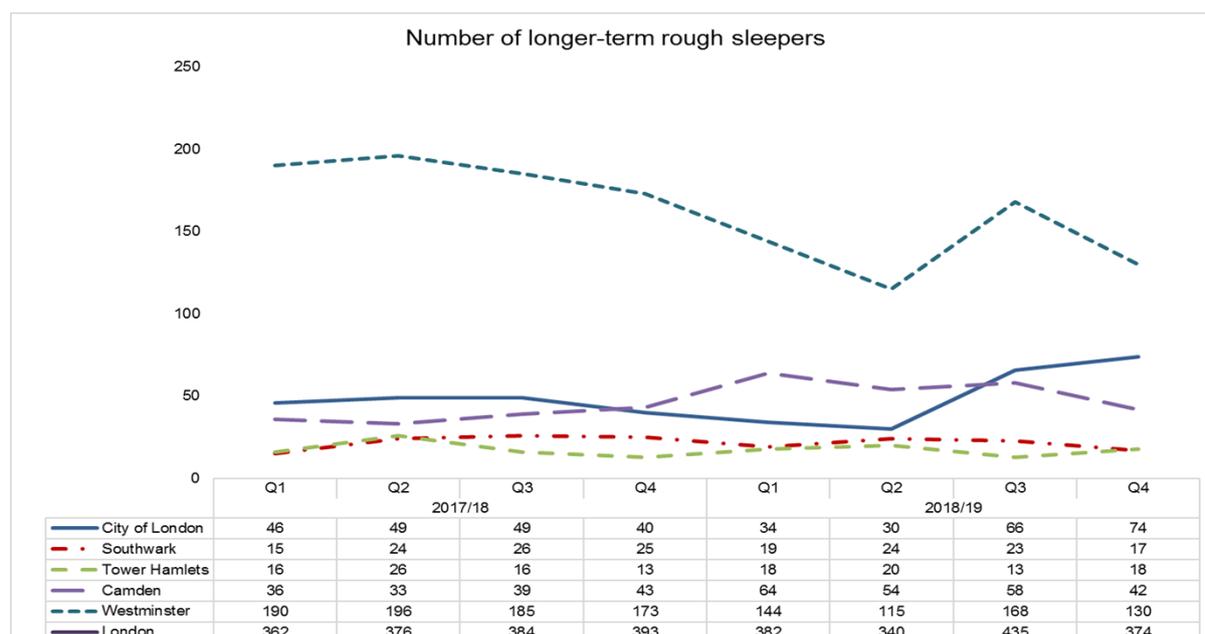
	2018/19				Q3 to Q4 % change
	Q1	Q2	Q3	Q4	
City of London	125	113	212	213	0.5%
Southwark	135	171	152	131	-13.8%
Tower Hamlets	98	137	76	104	36.8%
Camden	248	281	298	298	0.0%
Westminster	774	836	905	986	9.0%
London	2595	3103	3289	3217	-2.2%

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

The total number of people encountered who qualify for the Living on the Street cohort increased in quarter four to 74, indicating a 12% increment from quarter three. 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.

All other benchmark authorities, bar Tower Hamlets experienced decreases in the proportionate size of this cohort. The number of longer-term rough sleepers is also noticeably higher in the City compared with geographical neighbours, apart from Westminster (Graph 6).

**Figure 12: Number of longer-term rough sleepers**



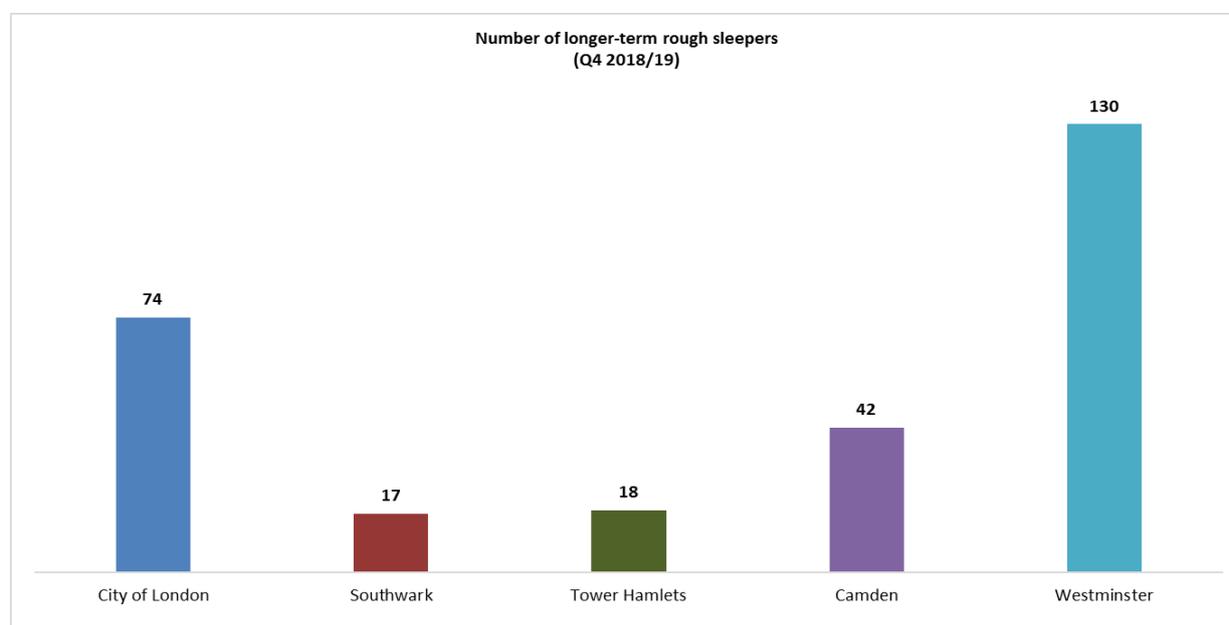
The proportion of longer-term rough sleepers in the City remains higher than benchmark groups. In quarter four this is 35% compared with the London average (12%) and is also above the quarter three average of 31%.

Eleven RS205<sup>17</sup> clients were recorded by CHAIN as sleeping rough in the City during quarter four. This is slightly more than nine reported in quarter two and is the same as that reported in quarter 3 (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		
<b>City of London</b>	66	36	17	74	8	34
<b>Southwark</b>	23	-1	-3	17	-6	-8
<b>Tower Hamlets</b>	13	-7	-3	18	5	5
<b>Camden</b>	58	4	19	42	-16	-1
<b>Westminster</b>	168	53	-17	130	-38	-43
<b>London</b>	435	28%	13%	374	-14%	-5%

**Figure 13: Number of longer-term rough sleepers reported in Q4**



<sup>17</sup> Most entrenched and hard-to-help 205 identified rough sleepers

### Intermittent rough sleepers (returner)

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
<b>City of London</b>	62	63	54	68	26%
<b>Southwark</b>	63	78	75	63	-16%
<b>Tower Hamlets</b>	49	59	41	44	7%
<b>Camden</b>	114	130	145	152	5%
<b>Westminster</b>	340	433	381	361	-5%
<b>London</b>	1159	1406	1330	1309	-2%

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.

The City's proportionate rate of contacts made with intermittent rough sleepers 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 contacts	0.0%	0.2%
<b>Total</b>	<b>68</b>	<b>1309</b>

### New rough sleepers

During the earlier part of 2018/19 the City had seen a reduction in the number of new rough sleepers. This changed suddenly in quarter 3, but has dropped again in quarter 4 (99 to 73). Levels of new rough sleepers are still higher than earlier in the year.

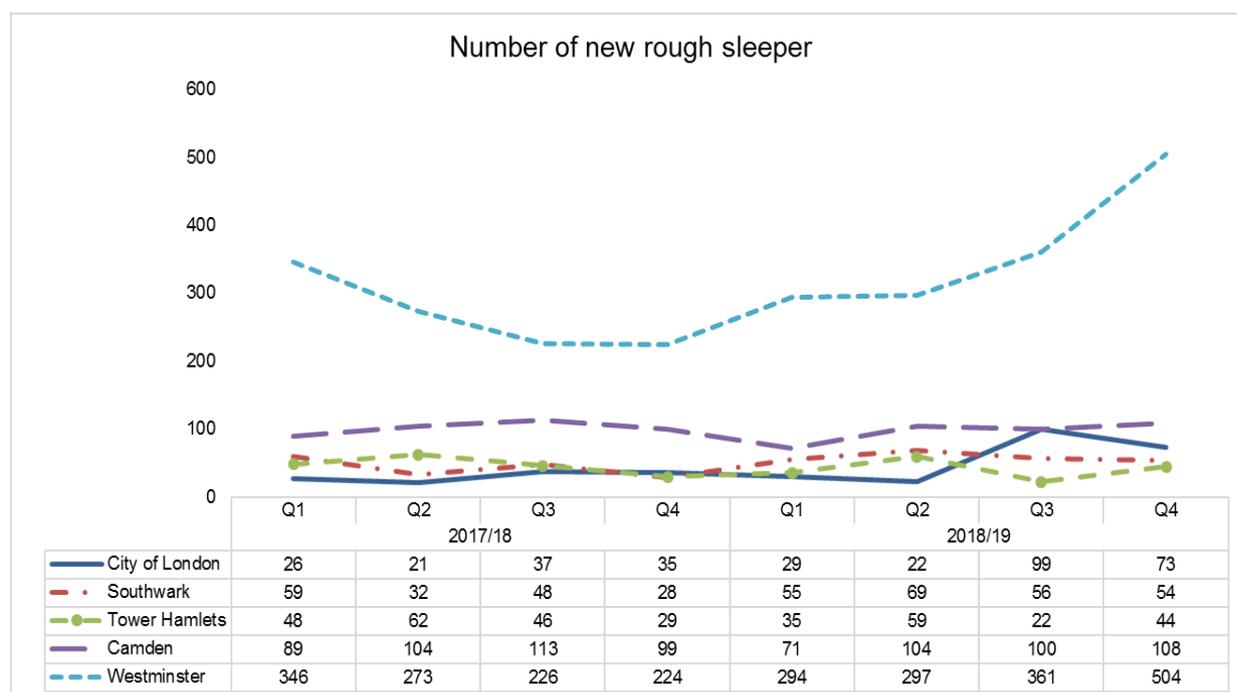
The proportion of rough sleepers who are new remains high in this quarter (Table 4). However, The City also reported the fastest proportionate decrease when compared with other benchmark groups (Graph 5).

**Table 9: 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%

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. Two of the 73 new rough sleepers during quarter joined the longer-term living on the street cohort.

**Figure 14: Number of new rough sleepers**



### Rough sleepers not spending a second night out

Fifty-one out of the total of 73 (70%) new rough sleepers did not spend a second night out<sup>18</sup>. This indicates that 70% of new rough sleepers did not spend a second night or were not seen again in the period. 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%).

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 quarter 3.

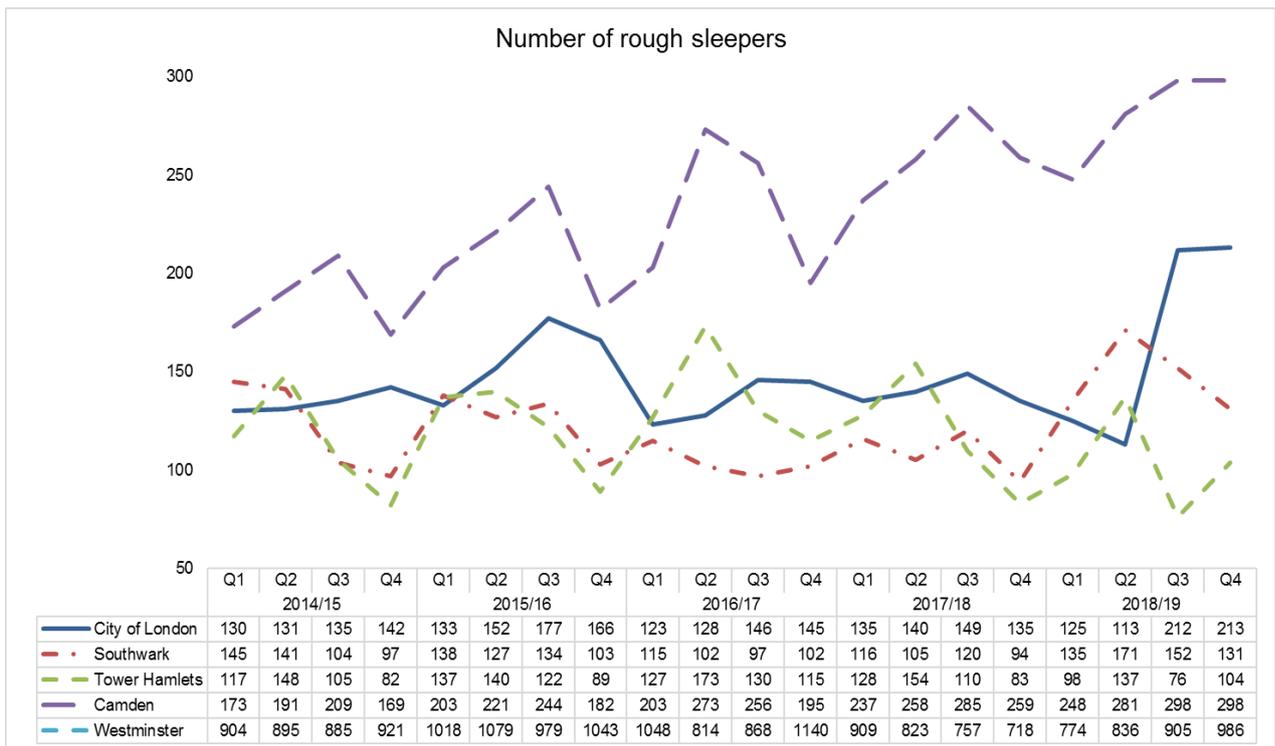
<sup>18</sup> Those who spent a single night out but were not seen rough sleeping again during this period.

**Table 10: Percentage of new rough sleepers not spending a second night out**

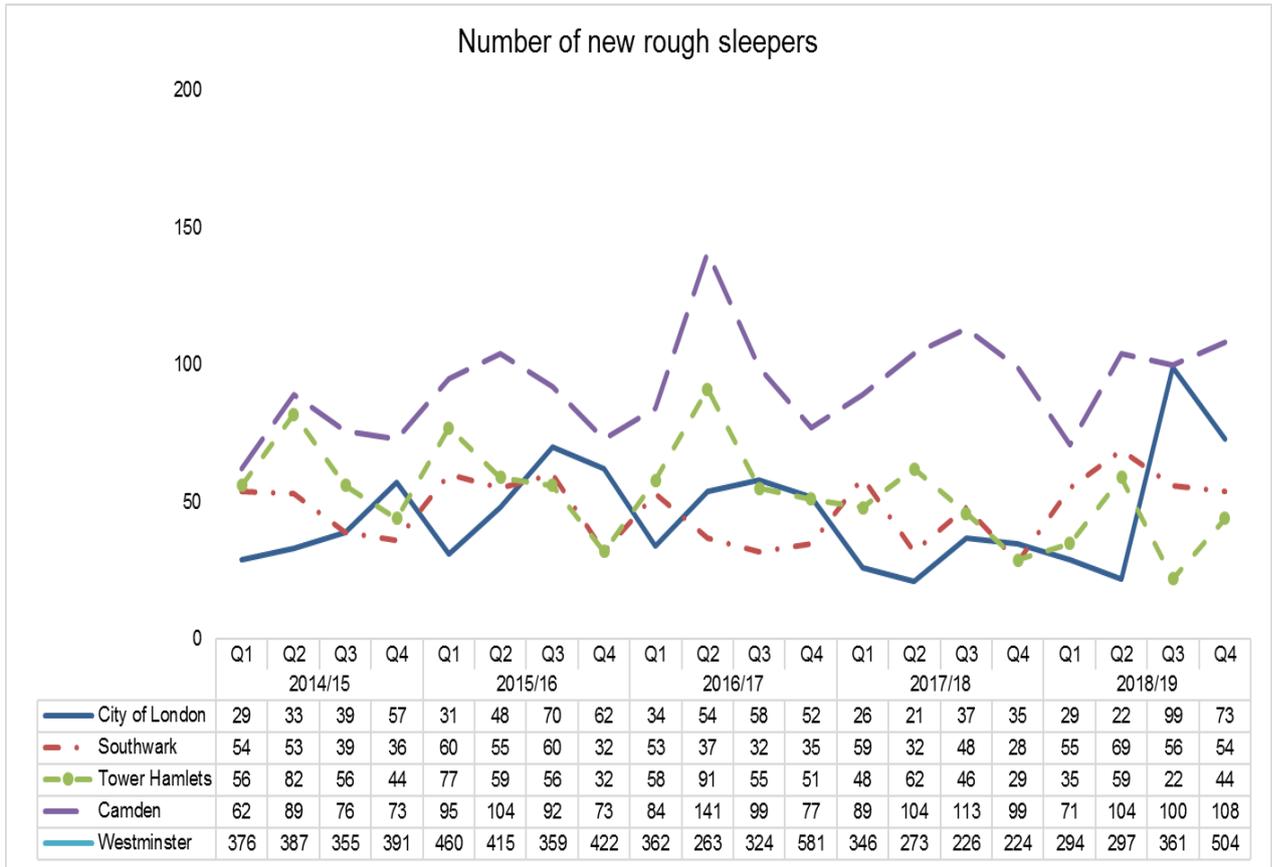
	2017/18				2018/19			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
City of London	69%	71%	81%	77%	76%	59%	76%	70%
Southwark	73%	75%	69%	64%	62%	78%	77%	69%
Tower Hamlets	83%	81%	76%	83%	71%	76%	64%	82%
Camden	73%	77%	61%	69%	79%	75%	82%	70%
Westminster	75%	78%	75%	71%	82%	78%	83%	83%
London	80%	82%	77%	79%	80%	80%	83%	81%

**Detailed trend graphs covering an extended period**

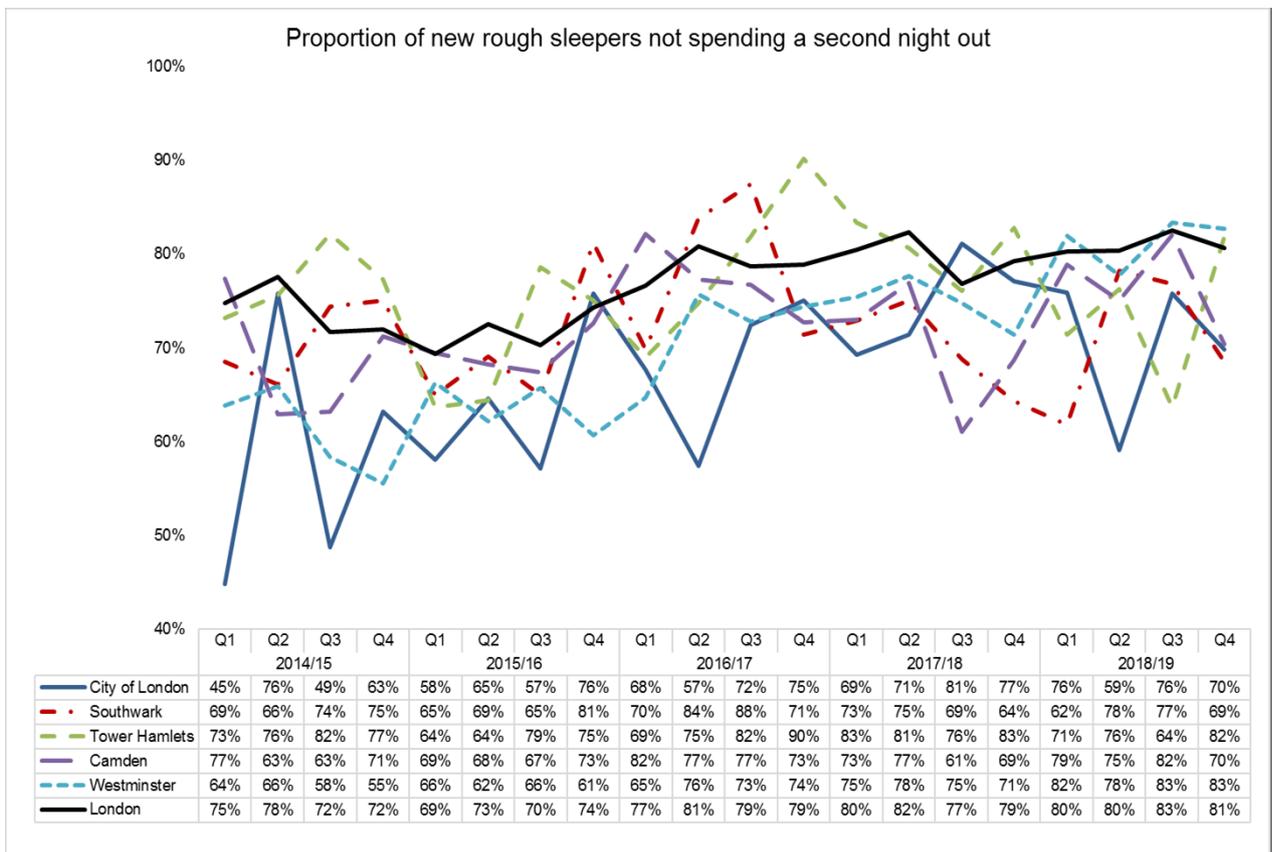
**Figure 15: Number of rough sleepers**



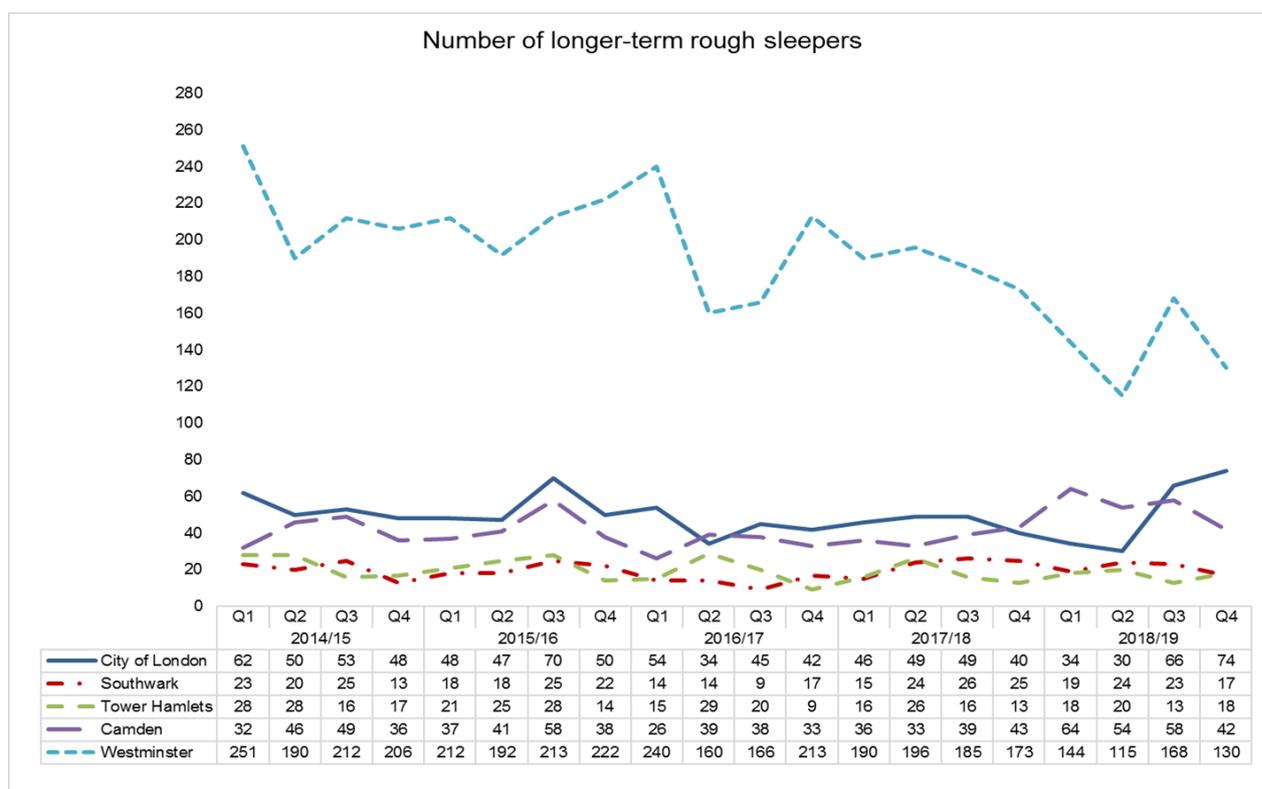
**Figure 16: Number of new rough sleepers**



**Figure 17: Percentage of new rough sleepers not spending a second night out**



**Figure 18: Number of longer-term rough sleepers**



### 2.2.3 Hidden homelessness

The City Corporation does not have an estimate for the number of people within the Square Mile that could be classed as hidden homeless.

## 3. City of London homelessness provisions

### 3.1 Current statutory homelessness provision

#### City Corporation Housing

The City Corporation has 1,813 general needs social housing units across all the City Estates<sup>19</sup>. Of these 288 are in the City “Square Mile”. There are 194 tenants of Guinness South in the City and 19 socially rented properties managed by Hannover Housing in Tudor Rose Court. The City Corporation manages 81 units of sheltered accommodation in Southwark and Islington.

#### Temporary Accommodation

The City Corporation does not have TA available for the exclusive use of the City. External providers and agents are used to make nightly bookings when needed. The location of TA can vary, and is dependent on availability. However, it is usually with The TA we use is varied but it is usually within East and North East London boroughs

<sup>19</sup> Three quarters of our social housing (over 1,500 homes) is situated outside the Square Mile on eleven estates that the City Corporation runs in the six London Boroughs of Southwark, Islington, Lewisham, Lambeth, Hackney and Tower Hamlets.

### Private rental services (PRS)

There is currently no PRS arrangements with landlords or external letting agents.

### Prevention and relief services available

No First Night Out and the Rent Deposit Scheme are used for prevention and relief purposes.

## 3.2 Current rough sleeping provision

### Outreach

The City of London commissions St Mungos to provide a specialist rough sleeper outreach service. St Mungos are one of the largest and most experienced providers in their sector who hold several similar outreach contracts with Local Authorities across London and the South East of England.

The current model utilises six outreach workers. One of these is extra to the substantive contract and is funded by the Rough Sleeping Initiative (RSI). There is a further post that coordinates the accommodation pathway, manages the Housing First placement and assists with the organisation of the monthly Assessment Hub. There is a team manager and, since November 2018, a full-time service development manager to assist with the team through the transition to new ways of working. This latter post is an interim measure.

The team undertakes outreach shifts at dawn, during the day and at night. Early shifts start at 6am and late shifts finish around 2am. Shifts take place Monday to Friday and six to nine shifts are undertaken in a typical week.

Referrals are received through Streetlink, but also informally from City of London Officers. New rough sleepers are assisted to access the No Second Night Out hub. The monthly City Assessment Hub week provides further 'off the street' options. On any given night the team has the financial resource and systems in place to guarantee a rough sleeper always has a route into accommodation.

### Accommodation

The options available combine existing provision as well as extra arrangements procured after the introduction on new monies in 2017. Table 11 below sets out the current provision.

**Table 11: Current City of London accommodation provision**

Service	Provision	Detail	Location	Provider	Notes
Great Guildford St	Assessment beds	6 beds	Southwark	St Mungos	High support
Crimscott St	Hostel	22 beds	Southwark	Providence Row Housing Assoc.	Low support
King Georges	Hostel	2 beds	Westminster	Riverside Care & Support	Med-high support
Edward Alsop Court	Hostel	1 bed	Westminster	Look Ahead	Med-high support
Dellow Hostel	Hostel	4 beds	Tower Hamlets	Providence Row Housing Assoc.	Med-high support
Mare St	Hostel	1 bed	Hackney	St Mungos	Low-med support
Anchor House	Hostel	4 beds	Newham	Caritas	Low-med support

The City accommodation pathway currently holds a total of 40 spaces. Three of the four beds at Anchor House are funded in the short term with Cold Weather Funding provided by the RSI. Twenty seven of the available beds can be categorised as low or low/medium support beds. Seven are med/high support and only the six beds at Great Guildford St are currently considered high support. The latter two categories are the only ones suitable for housing complex needs individuals.

The six beds at Great Guildford St are used for assessment purposes. They are an initial route away from the street and a safe and stable situation from which the outreach team can conduct fuller assessments and design service offers. The projects in Southwark and Tower Hamlets are the closest to the Square Mile.

### **Assessment Hub**

Our current position is the provision of a monthly assessment hub. Three hubs per quarter are funded by the RSI until April 2019. As with all RSI funding, a further award for 2019/20 is dependent upon the performance reported during 2018/19.

The Hubs have the capacity to accommodate 10 rough sleepers per night. Successful stays are converted into referrals into the City accommodation pathway, supported reconnections or short-term placements into temporary accommodation pending the delivery of future plans.

St Mungos is responsible for the delivery of the Hubs, with the support of the Providence Row Dellow Centre.

### **Daytime services**

A grant is paid to the Providence Row Dellow Centre to support their work in supporting City rough sleepers.

The RSI currently funds a worker at the Dellow Centre who links in with the Assessment Hub and continues casework with City clients between hubs. City rough sleepers who visit the Dellow Centre have access to the wider service offer available at the centre. This includes meals, bathing, benefits advice and access to computers.

### **Specialist input**

This area covers professional disciplines not delivered by the outreach team.

Substance misuse services are provided by Westminster Drug Project (WDP) as part of its contract with Public Health. Substance misuse professionals undertake outreach shifts alongside St Mungos workers and attend Tasking & Action meetings where referrals can be made. The main options are substitute prescribing or referrals into detox/rehab programmes. There are currently no low threshold prescribing services available to rough sleepers in the City. Needle exchange is available at the Dellow Centre and a single pharmacy within the Square Mile.

Mental health needs have been met for some time by collaboration with East London Foundation Trust (ELFT), so the outreach team have access to a nurse practitioner. Referrals can be made through Tasking & Action meetings and the practitioner undertakes a regular shift with the St Mungos team. Clients in need of assessment or treatment are linked into an Approved Mental Health Professional (AMHP) or consultant who can arrange referral or admission under the Mental Health Act. The outreach team will also refer to the City of London Police mental health Triage Service for rough sleepers in need of a more immediate response.

Physical health needs are currently met by mainstream primary care services. Outreach workers will assist clients with accessing GP's, A&E or outpatient appointments as required. There is a single GP practice within the Square Mile.

## **4. Strategy development**

### **4.1 Engagement**

Group or individual meetings were held with the following stakeholders:

- DCCS Homelessness and Rough Sleepers
  - Service Manager
  - Rough Sleeper Coordinator
  - Advice & Homelessness Officers
  - NO First Night out Project Manager
  - NO First Night out Pathway Coordinator
- DCCS Adult Social Care, Service Manager
- DCCS Public Health, Public Health Consultant
- Built Environment
- City Bridge Trust
- City of London Police
- Westminster Drug Project, Service Manager
- Department of Work and Pensions, Partnership Manager
- Faith group, Reverend, Diocese of London
- St Mungo's
  - Service Development Manager
  - Head of Outreach
- Dellow Centre
  - Head of Advice and Support Services
  - Enterprise and Training Manager
- Lived experience
  - Arranged and led by St Mungo's

### **4.2 National evidence informing and confirming local engagement**

Desk research was conducted to inform the strategy and support stakeholder findings. This included:

- Rough Sleeping, England, Briefing Paper, House of Commons, 2019
- Hidden Homelessness in London, London Assembly, Housing Committee, 2017
- Homelessness Reduction Act 2017, Policy and Briefing, Shelter, 2018
- Rough Sleeping Strategy, Ministry of Housing, Communities and Local Government, 2018
- Creating the Change, Homeless Link, 2018
- Everybody in: How to end homelessness in Great Britain, Crisis, 2018
- Rough Sleeping Plan of Action, Mayor of London, Greater London Authority, 2018
- London Housing Strategy, Mayor of London, Greater London Authority, 2018

### **4.3 Consultation**

A task and finish group met regularly through the development of the strategy. The group included:

- Assistant Director Partnerships & Commissioning
- Homelessness & Rough Sleepers Service Manager
- Head of Strategy & Performance
- Corporate Strategy Manager
- Assistant Director (People)
- Head of Community Safety
- Strategy Officer

## 5. Definitions

**Eligibility:** An ineligible applicant is excluded from homelessness assistance because they are a person from abroad who is subject to immigration control, who does not fall within a category of people from abroad prescribed within regulations made by the Secretary of State as being eligible. Eligibility is an extremely complex aspect of the legislation, and more information is available in Chapter 7 of the Homelessness Code of Guidance.

**The Homelessness Reduction Act (HRA) 2017:** This act commenced on April 3 2018, and amended Part 7 of the Housing Act 1996 ("the 1996 Act"), and the Homelessness (Suitability of Accommodation) (England) Order 2012. It placed duties on local housing authorities to intervene at earlier stages to prevent homelessness and to take reasonable steps to help those who become homeless to secure accommodation. The HRA provisions require local housing authorities to provide homelessness advice services to all residents in their area and expands the categories of people who they have to help to find accommodation. A Code of Guidance on the homelessness legislation, updated to incorporate the requirements of the Homelessness Reduction Act 2017, is available at: <https://www.gov.uk/guidance/homelessness-code-of-guidance-for-local-authorities>.

**Threatened with homelessness:** Following the introduction of the HRA, an applicant is threatened with homelessness if it is likely they will become homeless within 56 days, or if they have been served with a valid Section 21 notice to end an Assured Shorthold Tenancy which expires within 56 days. Prior to the introduction of the HRA an applicant was accepted as owed duties if they were threatened with homelessness within 28 days.

**Prevention Duty:** The new prevention duty is owed to eligible households threatened with becoming homeless within 56 days, The duty is owed irrespective of local connection, priority need (see below) or intentional homelessness, and lasts for up to 56 days. The local authority may choose to extend the prevention duty beyond 56 days if the applicant has not yet become homeless, in order to continue activities to prevent their homelessness. The duty is to take reasonable steps to prevent the applicant from becoming homeless. These steps are set out in a personalised housing plan which is, wherever possible, agreed with the applicant.

**Relief Duty:** The new relief duty is owed to eligible households who are actually homeless, irrespective of priority need or intentional homelessness, and lasts for up to 56 days. The local authority may only extend the relief duty beyond 56 days if the household is not owed the main homelessness duty. The duty is to take reasonable steps to relieve the applicant's homelessness by taking reasonable steps to help secure suitable accommodation that will be available for at least 6 months. These steps are set out in a personalised housing plan which is, wherever possible, agreed with the applicant.

**Main homelessness duty acceptance:** A household who is accepted by the LA as eligible for assistance, unintentionally homeless and falling within a priority need group (as defined by homelessness legislation - see below) during the quarter are referred to as “main duty acceptances”. The main homelessness duty is to secure accommodation until such time as the duty ends, usually through an offer of settled accommodation.

**Priority need:** The legislation provides that some categories of applicants have a priority need for accommodation if homeless, whereas others do not. Applicants who have priority need include households with dependent children or a pregnant woman, people homeless due to fire, flood or other emergency, and people who are particularly vulnerable due to ill health, disability, old age, having been in care or as a result of having been in custody or care, or having become homeless due to violence or the threat of violence. A full explanation of priority need groups and assessments is contained in Chapter 8 of the Homelessness Code of Guidance.

**Households for whom a duty is owed, but no accommodation has been secured:** these are households who have been accepted as being owed a homelessness accommodation duty and for whom arrangements have been made for them, with consent, to remain in their existing accommodation (or to make their own arrangements) for the immediate future. This was previously referred to as “Homeless at Home”. Before the second quarter of 2005, figures were also collected on those potentially in this category but whose application was still under consideration pending a decision.

**Self-contained accommodation:** this includes all temporary accommodation where the household has sole use of kitchen and bathroom facilities, including property held by local housing authorities, registered social landlords and private sector landlords. A distinction is made between this type of accommodation and accommodation where such facilities are shared with other households (i.e. bed and breakfast, hostels and women's refuges).

**Temporary accommodation:** households in temporary accommodation (secured by a local housing authority under their statutory homelessness functions). The majority of households in temporary accommodation have been placed under the main homelessness duty to secure suitable accommodation until the duty ends, usually through an offer of a settled home. However, the numbers also include households owed a relief duty and provided with interim accommodation, households provided with accommodation pending a decision on their homelessness application, households pending a review or appeal to the county court of the decision on their case, or possible referral to another local authority, and households found to be intentionally homeless and in priority need who were being accommodated for such period as would give them a reasonable opportunity to find accommodation for themselves.

**People sleeping rough:** are defined as follows for the purposes of rough sleeping street counts, evidence-based estimates, and estimates informed by a spotlight street count:

*People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or “bashes” which are makeshift shelters, often comprised of cardboard boxes). The definition does not include people in hostels or shelters, people in campsites or other sites used for recreational purposes or organised protest, squatters or travellers.*

**Bedded down:** is taken to mean either lying down or sleeping.

**About to bed down:** includes those who are sitting in/on or near a sleeping bag or other bedding.