

Committee	Dated:
Homelessness and Rough Sleepers Sub-Committee Rough Sleeping Strategy Group	04/10/2019 14/11/2019
Subject: 2018-19 Annual Summary and Quarter 1 2019-20 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 updates Members on the level and nature of homelessness and rough sleeping activity within the City of London during the year 2018/19 as well as the first quarter (Q1) of 2019/20. Summary reports for Parkguard can be found as Appendices 3 and 4.

- The City of London Corporation is one of the top five London local authorities with high numbers of rough sleepers recorded during the year 2018/19. The number of people seen rough sleeping has remained relatively stable in recent years, albeit the number of those seen for the first time during the year 2018/19 had increased from the previous year.
- The total number of rough sleepers in the City of London dropped for the first time in 9 months to 174. This however is still above that reported for same quarter in 2018/19.
- The rough sleeper 'flow' (number of new rough sleepers to the street) continues to drop contributing to the decline in total number of rough sleepers. This rate of decline is the second fastest compared with London and benchmark groups.
- The proportion of new rough sleepers in the City of London is below that of the London average and other benchmark local authorities. However, the proportion of those living on the street longer term (stock) as well as intermittent returners is high in the City of London.
- 63% of new rough sleepers in Q1 did not spend a second night out nor were they seen rough sleeping again in the period. This indicates a slight drop in performance from Q4. However, only two rough sleepers migrated into the Living on the Streets cohort during the same period.
- A total of eight people are now identified as most entrenched, RS205 clients,¹ and difficult to engage rough sleepers in the City. This is slightly less than eleven reported in previous quarter.
- Eighteen people seen rough sleeping in the City of London in 2018/19 had experience of serving in the armed forces and of whom six were UK nationals. In

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

Q1, 8 people seen rough sleeping had previous history of military service and 7 are non-UK.

- Mental health support is the most prevalent need for those seen rough sleeping in the City of London.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. This report sets out information relating to homelessness and rough sleeping for the full year 2018/19 as well as for the Q1 2019/20 period.
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

Rough sleeping population in the City of London

3. Eight in ten of people seen rough sleeping during 2018/19 were males and four in ten of the rough sleeping population are between the ages of 36 to 45.
4. 18 people seen rough sleeping in the City of London in 2018/19 had experience of serving in the armed forces, of whom 6 were UK nationals. Time spent in the forces

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

could have been at any point in the person's life, and it is not necessarily the case that the person has recently been discharged. Eight had a history of armed forces in Q1 and seven were non-UK.

5. The number of people seen rough sleeping during 2018/19 remained relatively similar to recent years. There was an increase of 27% in the number of people sleeping rough compared with that of Greater London (18.3%) and Inner London (16.4%) averages. The increased number of rough sleepers is attributable to increased number of new clients that migrated to the City of London in the last year, however, their numbers has now dropped in Q1.

Table 2: Annual trend of rough sleepers in the City

Annual rough sleepers	2014/15	2015/16	2016/17	2017/18	2018/19	DOT (change from previous)
Total rough sleepers	373	440	379	348	441	↑
Flow (New)	168	225	200	122	211	↑
Stock (longer term)	149	158	129	168	165	↔
Returner (Intermittent)	56	57	50	58	65	↑

6. The City of London is one of the London local authorities that had the greatest number of rough sleepers seen in 2018/19. Others include Westminster, Camden, Newham, Southwark and Tower Hamlets. City of London performance and numbers are now regularly benchmarked against these authorities.
7. During the period April to June 2019, the total number of individual rough sleepers in the City of London dropped in comparison with the previous quarter. This decline is the second fastest when compared with benchmark groups (table 3).

Table 3: Number of rough sleepers – comparing quarterly trends

	2018/19				Q1 2019/20	% change from previous quarter
	Q1	Q2	Q3	Q4		
City of London	↓ 125	↓ 113	↑ 212	↑ 213	↗ 174	-18.3%
Southwark	135	171	152	131	142	8.4%
Tower Hamlets	98	137	76	104	137	31.7%
Camden	248	281	298	298	183	-38.6%
Westminster	774	836	905	986	888	-9.9%
Greater London	2595	3103	3289	3217	3172	-1.4%
Inner London					2288	~

8. The rough sleeping population in the City of London during Q1 comprised:
 - 48 (28%) new rough sleepers of which 2 joined the living on the street population

- 65 (37%) longer-term rough sleepers described as 'living on the streets', of which 8 people were identified as part of the most entrenched hard-to-help RS205 group
- 63 (36%) people who sleep rough intermittently and have returned to the streets (as defined in table 4).

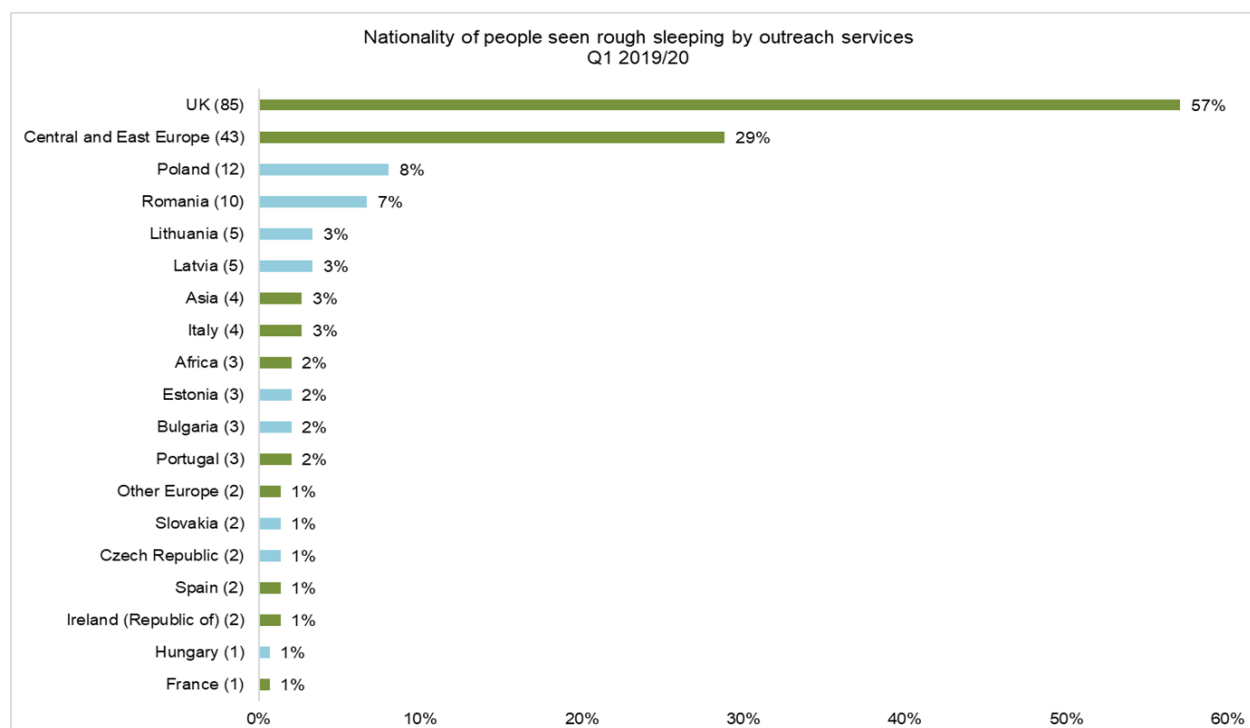
9. In Q1, the proportion of people new to rough sleeping in the City (28%) is below that of London-wide average of (48%) as well as all other benchmarking local authorities. This is the lowest in recent months and is in part a reflect of the efforts of outreach and support teams to reconnect clients with family, friends' and previous communities.

Table 4: Composition of rough sleepers in Q1 2019/20

	New rough sleepers	New Rough Sleepers - Joined LOS ³	Intermittent Rough Sleepers (returner)	Living on the Streets (All) Longer Term	LOS - RS205+ (entrenched)	Total
City of London	48	2	63	65	8	174
Southwark	57	3	65	23	5	142
Tower Hamlets	67	1	54	17	3	137
Camden	57	4	97	33	3	183
Westminster	434	16	311	159	18	888
Greater London	1513	32	1298	393	47	3172

10. 57% of the City of London rough sleeping population are UK nationals. Those from Central and East Europe account for 29% of which three in ten are from Poland.

Graph 1: Nationality of City of London rough sleepers during Q1 2019/20



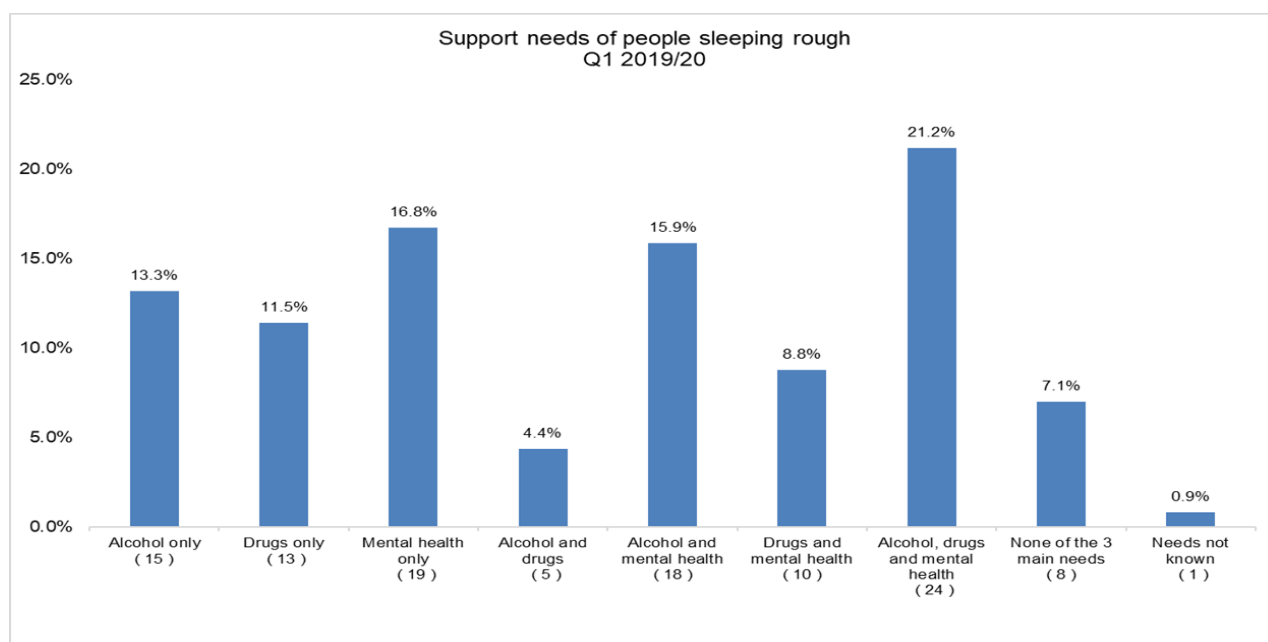
³ New rough sleepers - Joined LOS = New rough sleepers who have joined the living on the street's cohort. This category is counted in two categories (new rough sleeper and the living on the streets categories) so the overall total will only include these figures once to avoid double counting.

11. The ethnic profile and distribution of people seen rough sleeping in the City of London is not entirely dissimilar to that of the City population, 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 in the City of London

12. Seventy-one (63%) of rough sleepers during Q1 were supported for mental health needs, this is followed by those with alcohol (55%) and drug (46%) related problems.
13. Twenty-four people (21%) had more complex needs - a combination of the three main needs supported. Eight people had other needs that are not part of the three main categories. Sixty-one clients were not assessed for needs during this period.

Graph 2: Support needs of rough sleepers during Q1 2019/20



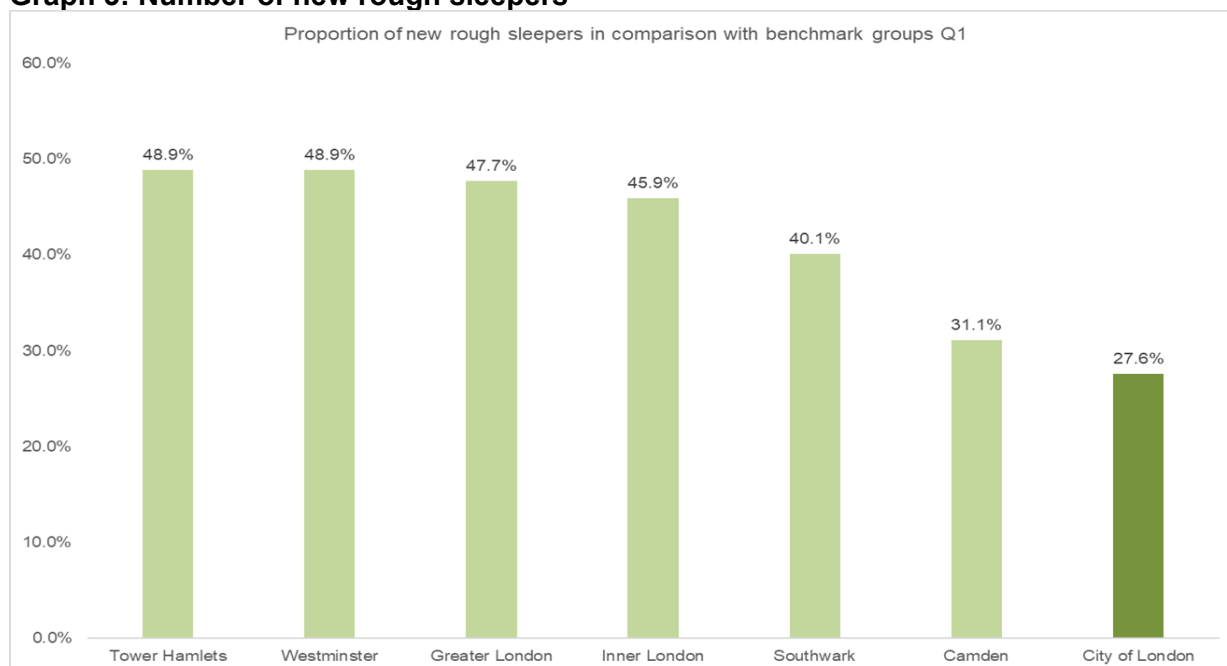
New rough sleepers (Flow)

14. The proportion of rough sleepers that are new (flow) has declined in recent years and for Q1 is the lowest it has been in five years (*Table 5*). The City of London average is now below that of London and benchmarking local authorities (*Graph 3*).

Table 5: Proportion of people that are new to rough sleeping (Flow) over time

	2014/15	2015/16	2016/17	2017/18	2018/19	Q1 2019/20	DOT
City of London	45.0%	51.1%	52.8%	35.1%	47.8%	27.6%	↓
Greater London	67.4%	65.2%	62.8%	59.5%	62.4%	47.7%	↓
Inner London	62.1%	61.6%	59.6%	56.7%	60.3%	45.9%	↓

Graph 3: Number of new rough sleepers



Rough sleepers not spending a second night out

15. Thirty people new to rough sleeping (63%) in Q1 did not spend a second night out⁴ and two people joined the longer-term living on the street cohort.
16. City of London's performance for this measure is below that of London average and other benchmarking local authorities. Note however, that the number of people that spent a second or more nights reduced slightly from 22 to 18 this quarter even though the performance is low
17. Two out of the eighteen 18 new rough sleepers that spent more than one night out, joined the 'living on the streets' cohort. This is better than 7 reported between June and September of 2018 (Q3).

Table 6: Percentage of new rough sleepers not spending a second night out (NSNO)

	2018/19				2019/20	Direction of travel (DOT)
	Q1	Q2	Q3	Q4	Q1	
City of London	76%	59%	76%	70%	63%	↓
Southwark	62%	78%	77%	69%	70%	↑
Tower Hamlets	71%	76%	64%	82%	84%	↑
Camden	79%	75%	82%	70%	75%	↑
Westminster	82%	78%	83%	83%	77%	↔
Greater London	80%	80%	83%	81%	80%	↔

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

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

18. The total number of rough sleepers categorised as living on the street (stock) declined this quarter to 65, indicating a 12% drop. However, this is still more than that reported for same quarter in 2018/19.
19. The proportion of longer-term rough sleepers in the City remains higher than benchmark groups at 36% compared with the London average (12%) and other benchmarking local authorities.

Table 7: Proportion of rough sleepers living on the street longer term (stock)

	2014/15	2015/16	2016/17	2017/18	2018/19	Q1 2019/20	Yearly DOT
City of London	39.9%	35.9%	34.0%	48.3%	37.4%	37.4%	↓
Greater London	21.0%	22.6%	24.4%	25.5%	23.5%	12.4%	↔
Inner London	24.8%	25.5%	26.9%	27.7%	25.6%	14.2%	↔

20. The number of longer-term rough sleepers is also noticeably higher in the City of London compared with geographical neighbours, apart from Westminster (table 8).
21. Eight RS205 clients, (i.e. the most entrenched and hard-to-engage help205 identified rough sleepers), were reported sleeping rough in the City of London during Q1. This is better than eleven reported in the last 2 quarters and reflects good achievement given the number of challenges faced with this group.

Table 8: Number of longer-term rough sleepers compared with previous period

	2017/18				2018/19				2019/20	% share of LOS
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q1
City of London	👉 46	➡ 49	➡ 49	👉 40	👎 34	👎 30	👈 66	👈 74	👉 65	37%
Southwark	15	24	26	25	19	24	23	17	23	16%
Tower Hamlets	16	26	16	13	18	20	13	18	17	12%
Camden	36	33	39	43	64	54	58	42	33	18%
Westminster	190	196	185	173	144	115	168	130	159	18%
Greater London	362	376	384	393	382	340	435	374	393	12%
Inner London									326	14%

Intermittent rough sleepers (returners)

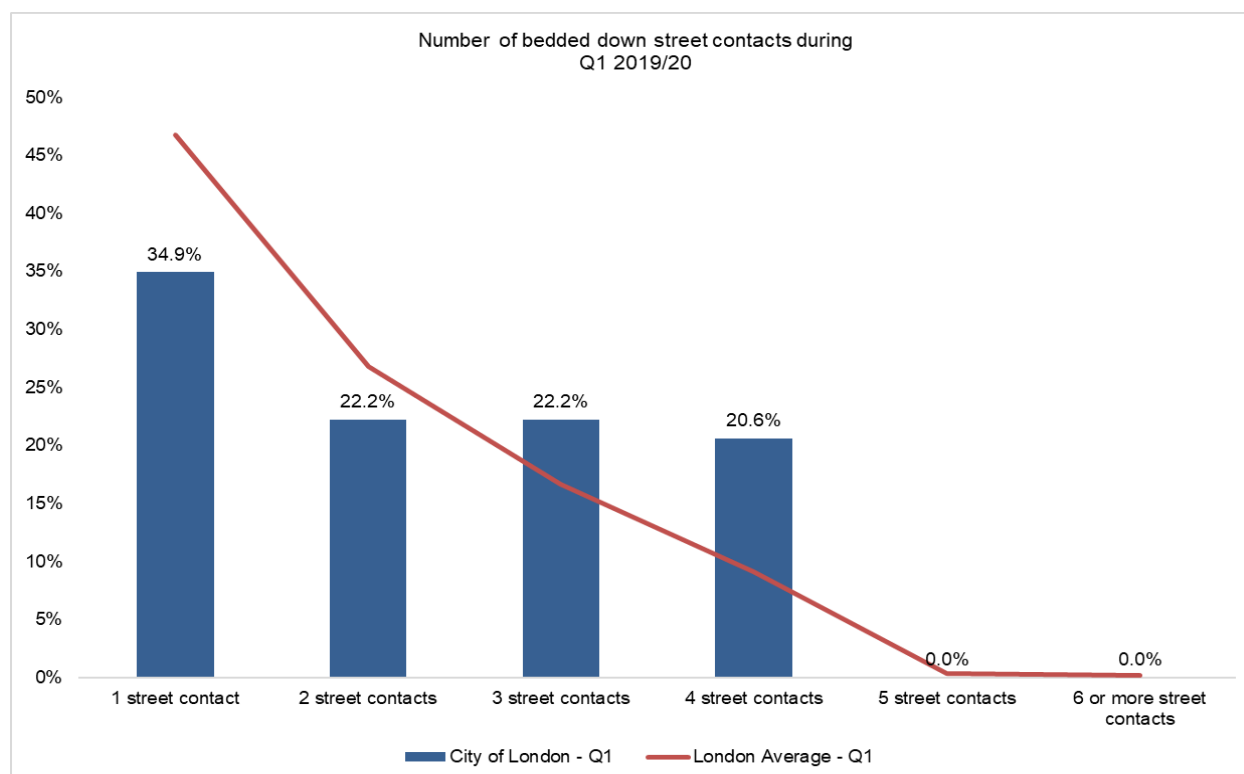
22. Sixty-three people were reported as intermittent rough sleepers during Q1, indicating a slight drop from previous quarter. These are people who have returned to the street during the reporting period but where not seen regularly. This represents an 8% drop from previous quarter.
23. Analysis of previous outturns shows that three in twenty rough sleepers are intermittent, that is, not seen regularly.

Table 9: Number of intermittent rough sleepers compared with previous period

Intermittent/Returners	2018/19				Q1 2019/20	Direction of Travel
	Q1	Q2	Q3	Q4		
City of London	62	63	54	68	63	↓
Southwark	63	78	75	63	65	↑
Tower Hamlets	49	59	41	44	54	↑
Camden	114	130	145	152	97	↓
Westminster	340	433	381	361	311	↓
Greater London	1159	1406	1330	1309	1298	↓
Inner London					938	

24. During 2018/19, 184 people (42%) had one bedded down contacts and of which 65 are returners. 257 people had two or more contacts and 25 had more than 20 contacts. During Q1 of 2019/20, Twenty-two intermittent rough sleepers (35%) had one 'bedded down' contact with outreach workers. Forty-one people had two or more contacts, of which 13 (21%) had four or more contacts.
25. The City of London 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 4: Bedded down street contacts made with intermittent rough sleepers – Q1



Accommodation stays during the quarter

26. Outreach teams and other services work to help rough sleepers into a range of

accommodation types. These commonly include assessment centres, hostels, private rented sector and local authority temporary accommodation. During the year 2018/19, over 200 accommodation stays were provided for 103 individuals seen rough sleeping in the City of London. A total of 76 individuals arrived at temporary accommodation during the year and 78 individuals departed over the same period.

27. People are also helped to reconnect to their home area or country, where they have more options available to them, for example through appropriate support networks, entitlement to accommodation or access to an alcohol treatment centre. During the year 2018/19, thirteen people seen rough sleeping had confirmed reconnections, 14% were to destinations outside of the UK and 7% were to Central and Eastern European countries.
28. The use of Assessment Hubs account almost half of the type of accommodation provided. Provision of Severe Weather Emergency Protocol (SWEP) accommodation was predominant during Q3 of 2018/19.

Table 10: Number and percentage of Q2 accommodation stays

Accommodation	No. of stays			% share		
	2018/19 Q3	2018/19 Q4	2019/20 Q1	2018/19 Q3	2018/19 Q4	2019/20 Q1
City Assessment Hubs	44	47	22	59%	38%	47%
Bed & breakfast	13	25	11	18%	20%	23%
Clinic/detox/rehab						
Hostel	7	10	5	9%	8%	11%
Long-term accommodation	1		1	1%		2%
No second night out						
Temporary accommodation (local authority)	2	7	6	3%	6%	13%
Supported reconnection	7			9%		
SWEP (Local)		18			15%	
SWEP (Pan-London)		11			9%	
Winter/Night Shelter		5	2		4%	4%
Total Stay	74	123	47	74	123	47

Implications

29. The prevention and relief of rough sleeping in the City of London links directly to the 2018/23 corporate plan, particularly the aim of contributing to a flourishing society.
30. There are no direct financial or legal implications associated with this report.

Health Implications

31. There are no direct health implications associated with this report. The service however continues to support rough sleepers with their health needs.

Conclusion

32. The number of rough sleepers seen during Q1 2019/20 in the City of London is now below that of the previous quarter but is still higher than that of benchmark local authorities. The City of London's rate of decline is faster than most in benchmark group.
33. A significant proportion of the City of London rough sleeping population are longer term rough sleepers, referred to as being stock or returning clients.
34. In Q1, 63% (30 of the 48) of new rough sleepers spent just a single night out and were not seen rough sleeping again. This is in line with the previous outturn but below the London average.
35. 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.
36. Over one hundred individuals were provided with accommodation stays during 2018/19 and 14 were helped with reconnections with their local areas or countries.

Appendices

- Appendix 1 – Greater London spatial map of the number of bedded down street contacts recorded in 2018/19 by Middle Super Output Area (MSOA).
- Appendix 2 – Spatial map of number of rough sleepers in London 2018/19
- Appendix 3 – Parkguard Report July 2019
- Appendix 4 – Parkguard Report August 2019

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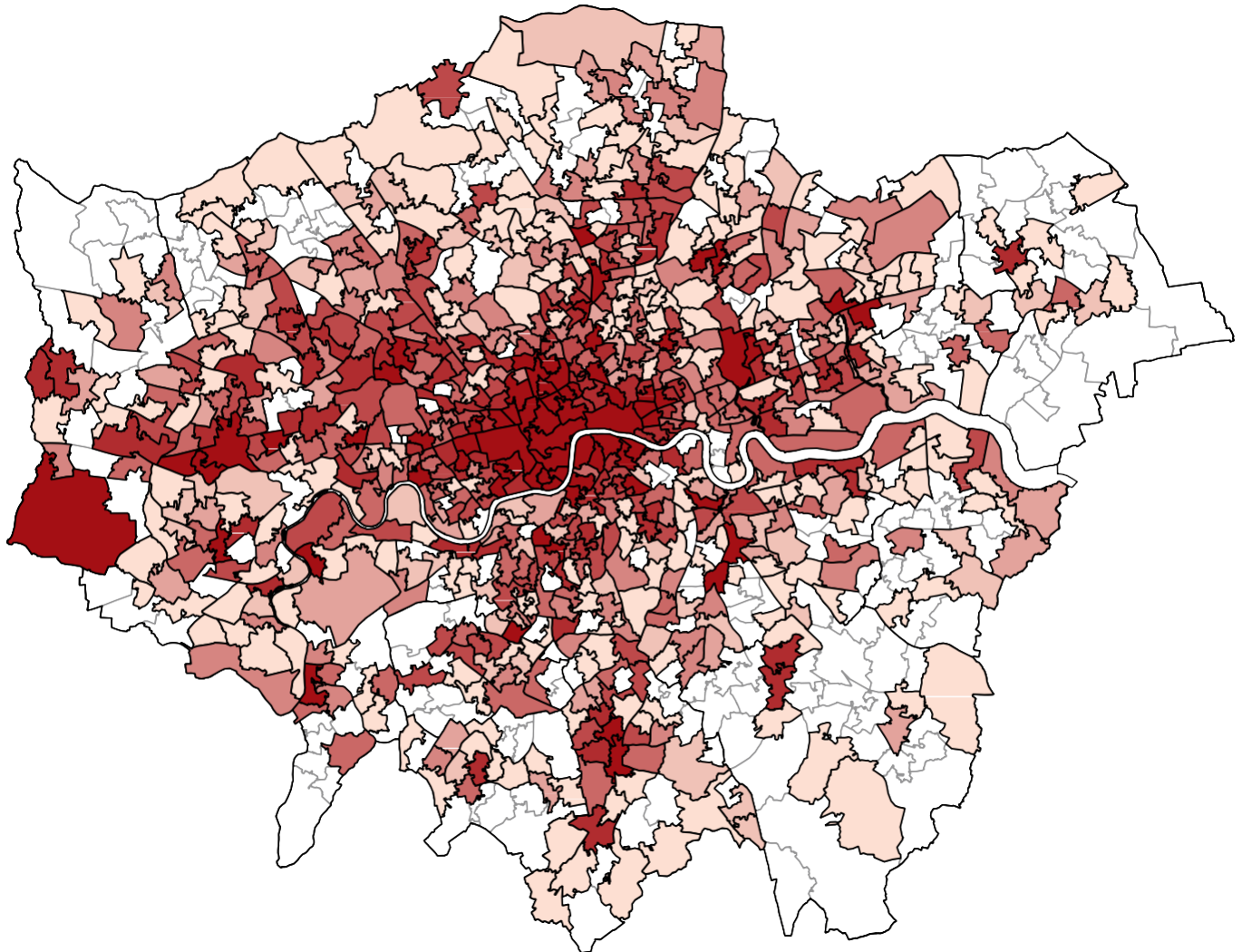
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Appendix 1 – Greater London map of bedded down street contacts 2018/19

The map below shows the number of bedded down street contacts recorded in each Middle Super Output Area across Greater London during the period. It is important to note that this represents volume of contacts rather than individuals, and some people may have been seen on multiple occasions within a given area.

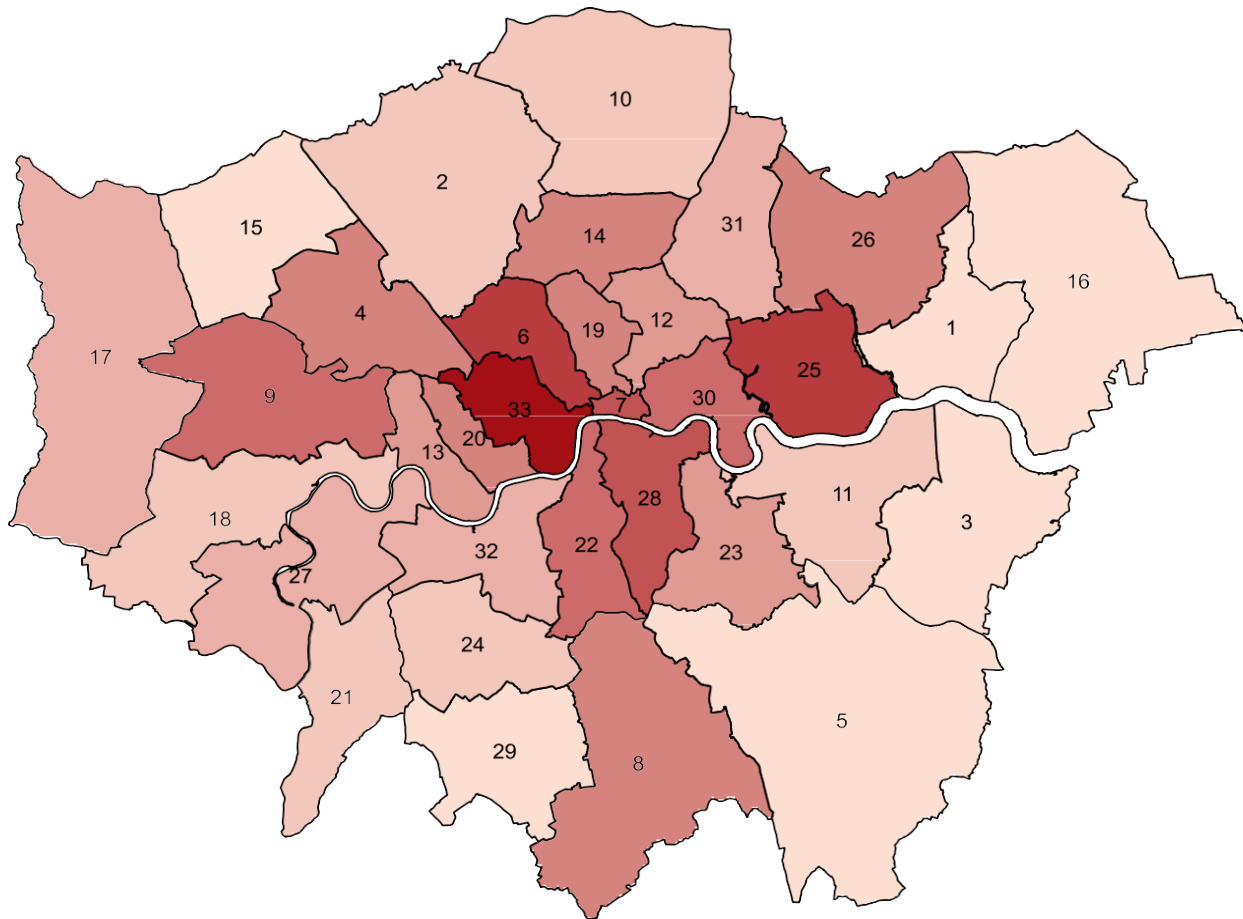


No. Bedded Down Contacts

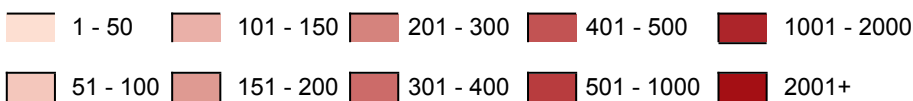
1	3	6-10	21-50
2	4-5	11-20	51+

Appendix 2 – Greater London map of bedded down street contacts 2018/19

The below is a colour coded spatial representation of the total number of people seen rough sleeping in each borough during the year 2018/19. City of London is one of the top five local authorities with high numbers of rough sleepers recorded during the year.



No. People Seen Rough Sleeping



Key	Borough	Total
1	Barking & Dagenham	49
2	Barnet	94
3	Bexley	32
4	Brent	248
5	Bromley	47
6	Camden	815
7	City of London	441
8	Croydon	274
9	Ealing	382
10	Enfield	100
11	Greenwich	91

Key	Borough	Total
12	Hackney	163
13	Hammersmith & Fulham	171
14	Haringey	253
15	Harrow	30
16	Havering	32
17	Hillingdon	123
18	Hounslow	87
19	Islington	276
20	Kensington & Chelsea	265
21	Kingston upon Thames	86
22	Lambeth	363

Key	Borough	Total
23	Lewisham	165
24	Merton	57
25	Newham	612
26	Redbridge	214
27	Richmond	128
28	Southwark	435
29	Sutton	49
30	Tower Hamlets	316
31	Waltham Forest	137
32	Wandsworth	111
33	Westminster	2512
34	Heathrow	283

Appendix 3



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City Of London SPT

Patrol Summary Report (01/07/19 to 31/07/19)

Report filter: Contract = City Of London SPT, Ward/Zone = All, Site = All

Incident Synopsis

*These statistics are the number of incidents only not the number of people processed in relation to the incident and do not include time spent, actions and visits by Motorbike Patrol Units

Ward Information

Ward	Number of visits to parks in this ward	Number of offences / action required
City of London	90	175

Occurrence Codes

LW	Liaised - Other	1
LWCS	Liaised - Client/ Client Staff	5
LWMOP	Liaised - Public/ Park User	17
MTG	Meeting Attended (Specify)	1
N-A	Nuisance (Adult/over 18)	8
PC	Person Check and/or Sus Person	1
Pol-LW	Liaised - Police Officers	1
SP-B	Street Pop (Begging)	13
SP JP	Joint Shifts with Outreach Worker	
SP-V	Street Pop (Homelessness)	19
W-HRC	Welfare Check of a person(s)	20

Outcome Codes

AIO	All in order during patrol	65
Alert-RP	Relevant Person Informed	3
Disp-R	Requested/directed to leave from known sleep/begging site	9
Disp-WA	Warning/ Advised at scene	9
M-R	Monitored a location and provided re-assurance	3

Appendix 4



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City Of London SPT

Patrol Summary Report (01/08/19 to 31/08/19)

Report filter: Contract = City Of London SPT, Ward/Zone = All, Site = All

Incident Synopsis

*These statistics are the number of incidents only not the number of people processed in relation to the incident

Ward Information

Ward	Number of visits to locations in this ward	Number of occurrences / action required
City of London	85	194

Occurrence

Liaised - Client/ Client Staff	2
Liaised - Public/ Park User	22
Nuisance (Adult/over 18)	8
Street Pop (Begging)	13
Street Pop (Homelessness)	30
Street Pop Joint Patrols with Outreach	3
Welfare Check of a person(s)	29

Outcome

All in order during patrol	64
Requested/directed to leave from known sleep/begging site	9
Warning/ Advised at scene	10
Monitor issue on future visits	5
Monitored a location and provided re-assurance	2