Evidence base - Homelessness and Rough Sleeping Strategy 2023-27

Rough sleeping

The first quarter 2023 – 2024 CHAIN data (April to June 2023) reports an increase of rough sleepers in the City of London from the same period last year, with a total of 180 rough sleepers. This is an increase of 32 rough sleepers from the same period last year.

Of those 180 rough sleepers, 45 have been recorded as new rough sleepers (those not contacted by outreach teams rough sleeping before the period). Eighty-two rough sleepers were recorded as living on the streets (those who have a high number of contacts with outreach over three weeks or more), an increase of 26 from the same period last year. Finally, 59 rough sleepers were recorded as intermittent (people seen rough sleeping before the period began but not regularly enough to be considered as living on the streets). This is an increase of eight rough sleepers from the same period last year.

Comparisons between City of London and Greater London.

Figure 1 breaks down the number of rough sleepers in the City of London across 2018 – 2023 (five-year timeline) in total and by CHAIN recorded sub-categories of flow, stock and returner. Figure 2 by comparison outlines the same for Greater London.

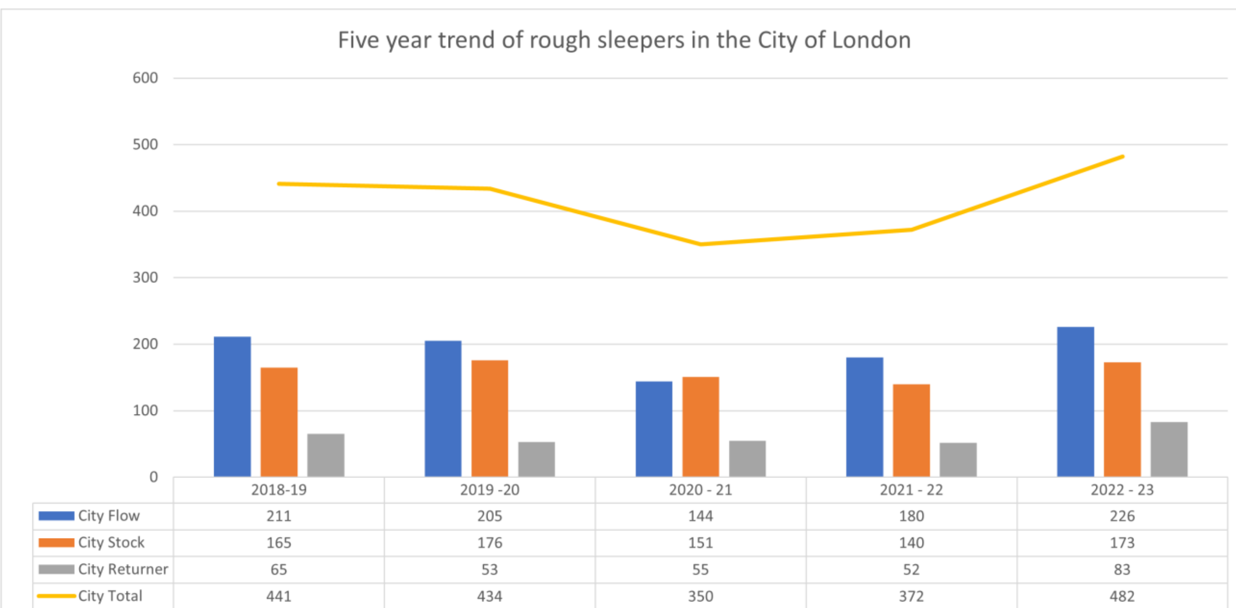


Figure 1: rough sleepers in the City of London across 2018 – 2023 by total and by CHAIN recorded sub-categories of flow, stock and returner.

There is a divergence between the total number of rough sleepers in the City of London and London as a whole across the five-year period of 2018 to the end of the reporting period in 2023. Whilst the City of London saw a steady drop across 2020 to 2021 (which would coincide with measures taken during the pandemic to support rough sleepers) after a plateau over 2018

- 2020, London as a whole saw a gradual increase of rough sleepers before a sharp drop off over 2020 into 2021. However, both the City of London and London as a whole have seen a sharp increase in rough sleepers from 2022 onward. Both the City of London and Greater London are seeing numbers of rough sleepers in line with peak numbers from previous years. The City of London reported the highest number since 2018-2019.

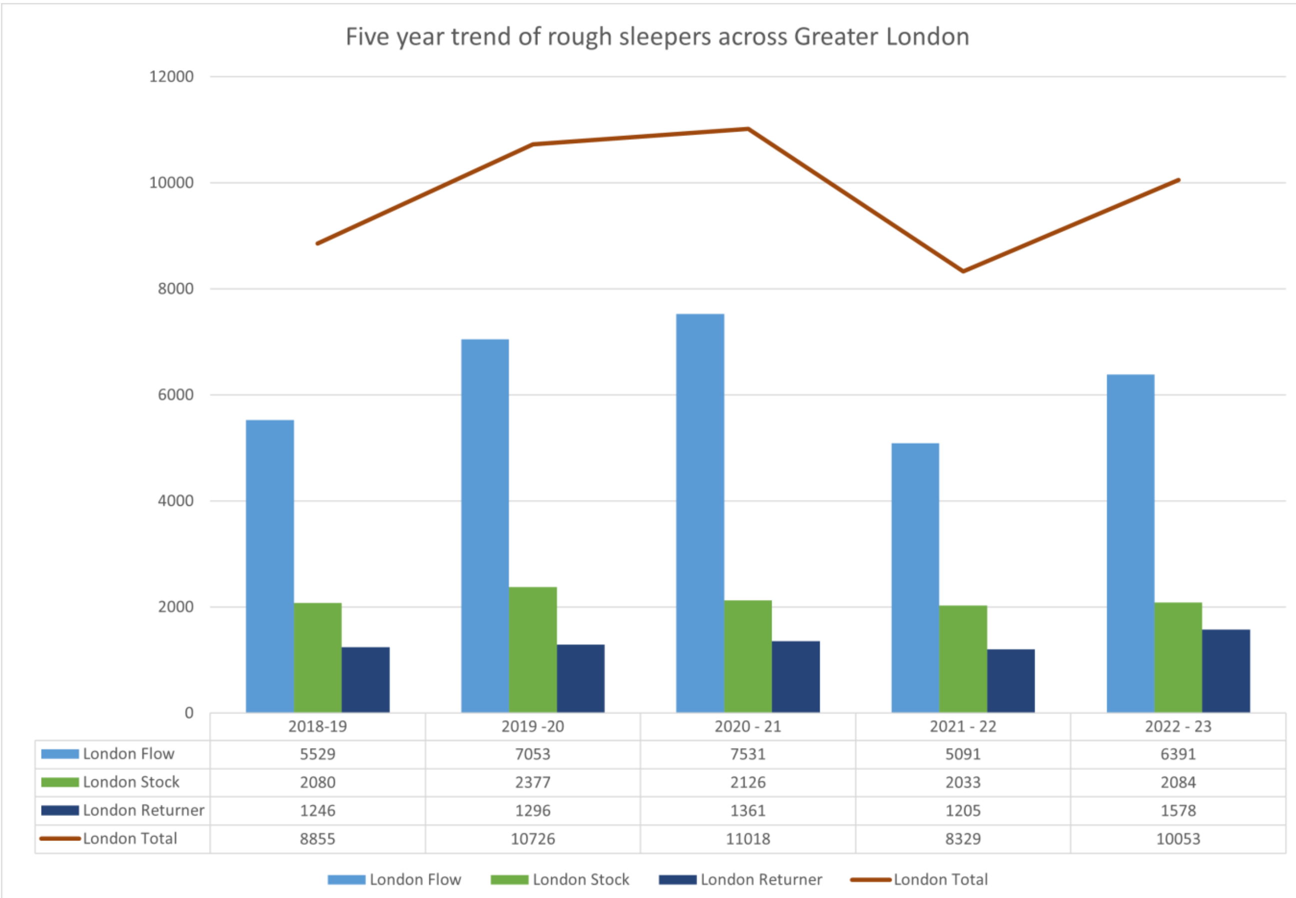
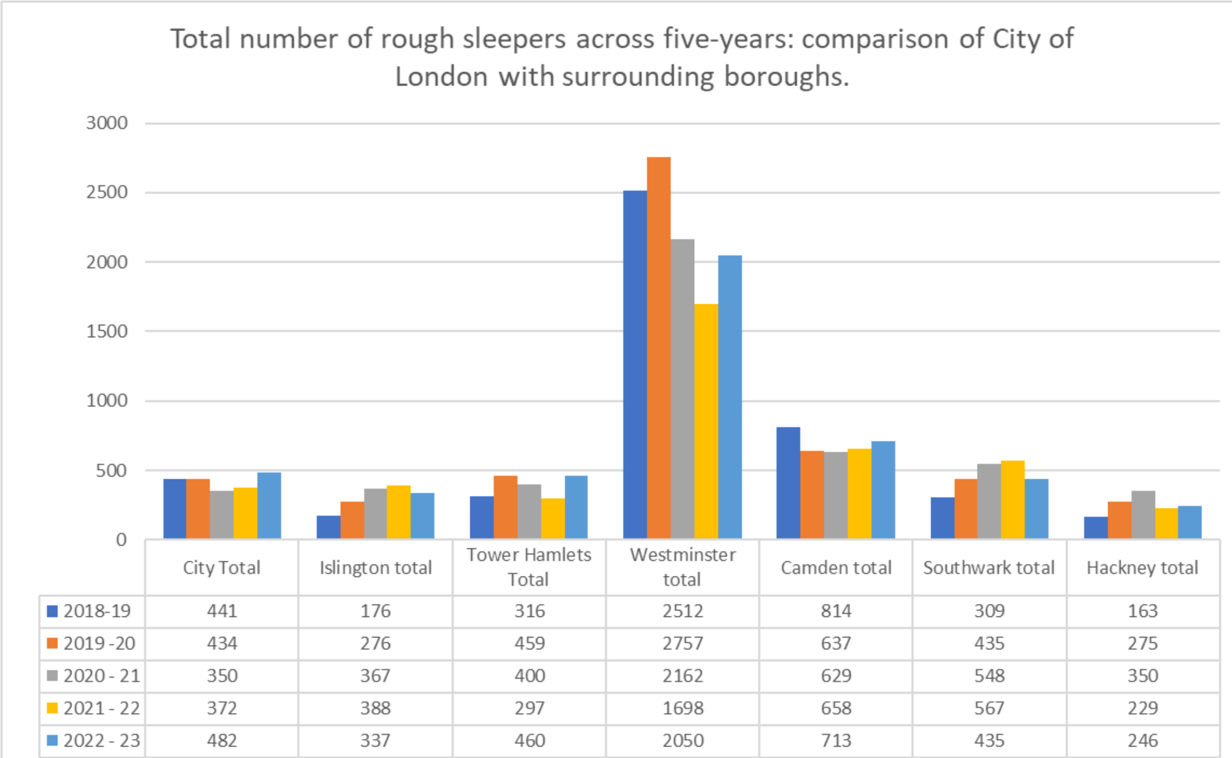
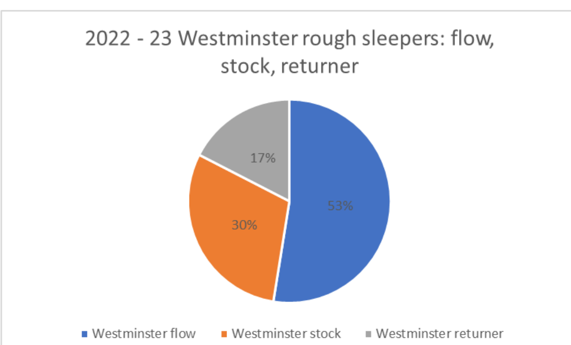


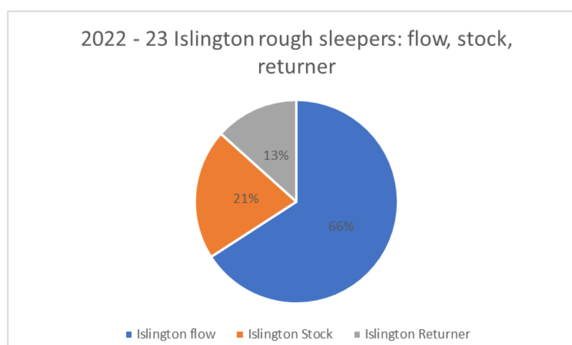
Figure 2: rough sleepers across Greater London across 2018 – 2023 by total and by CHAIN recorded sub-categories of flow, stock and returner.

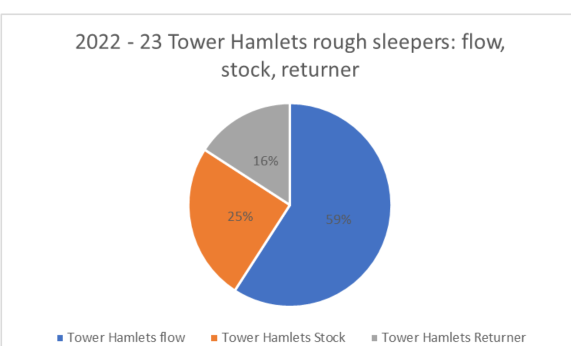


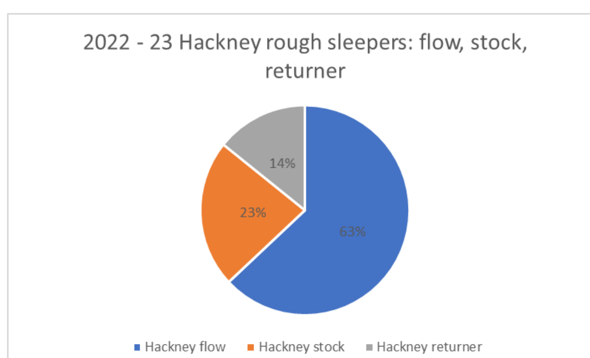
	City Total	Islington total	Tower Hamlets Total	Westminster total	Camden total	Southwark total	Hackney total
2018-19	441	176	316	2512	814	309	163
2019 -20	434	276	459	2757	637	435	275
2020 - 21	350	367	400	2162	629	548	350
2021 - 22	372	388	297	1698	658	567	229
2022 - 23	482	337	460	2050	713	435	246

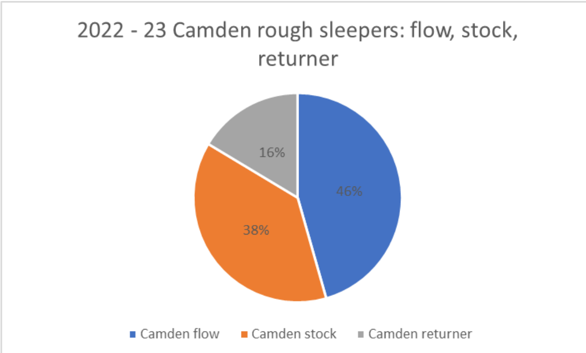
Figure 3 shows how City of London rough sleeping data compares to the boroughs surrounding the City of London. Westminster has the highest levels of rough sleepers across the five-year period. However, only City of London and Tower Hamlets show the highest number of rough sleepers in 2022-23, than compared with any other year in that five-year period.











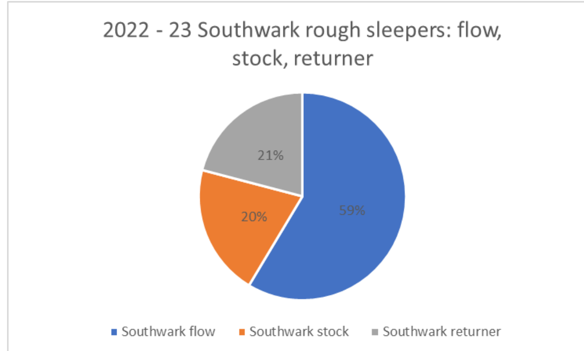
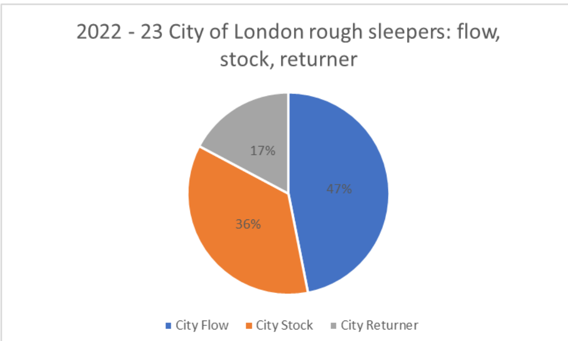


Figure 3: total number of rough sleepers across five-years: comparison of City of London with surrounding boroughs.



Only Camden has a higher percentage than the City of London of its rough sleeping total categorised as stock rough sleepers over 2022 – 23. The number of returning rough sleepers across all boroughs is on average 16% of their totals. Flow has the biggest percentage change across the seven boroughs, with Islington showing the highest percentage of its total as flow rough sleepers at 66%.

City of London annual CHAIN report findings, 2022/23

The CHAIN 2022 – 2023 report for the City of London showed the highest number of rough sleepers in the City of London yet recorded by CHAIN at 482 (looking over a 10-year period). This represents a 30% increase when compared to 2021/22. Figure 1 shows that the latest annual report recorded the highest number of both flow and returner rough sleepers in the City of London over a five-year period.

In October 2022, recording of people's history prior to first being seen rough sleeping was changed on CHAIN. The changes were made in order to collect more detailed information about where people had been staying, why they had left the accommodation and how long ago this was, and whether they had approached a local authority for help in relation to leaving the accommodation. Recording of this information was extended to people who had returned to rough sleeping, in addition to those who were seen rough sleeping in London for the first time. The timing of the change means that, in this area of reporting, we do not have a single consistent dataset covering the whole year. In order to provide full information, we have presented both datasets in this report, accompanied by an explanation of the differing underlying bases. The original methodology is referred to here as 'legacy recording'.

Demographics and support needs

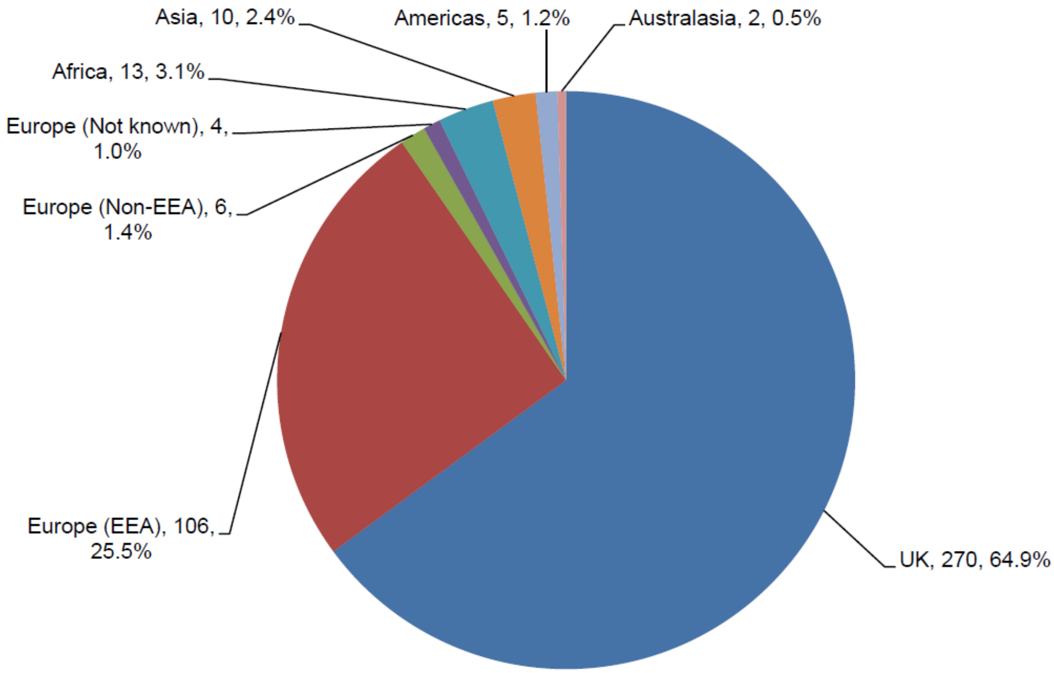


Figure 4: people seen rough sleeping in 2022/23, by nationality.

	Flow	Stock	Returner	Total	
Nationality	**No.**	**No.**	**No.**	**No.**	**%**
UK	108	108	54	270	64.9%
Romania	10	12	3	25	6.0%
Poland	11	18	3	32	7.7%
Lithuania	3	4	4	11	2.6%
Portugal	1	3	2	6	1.4%
Ireland (Republic of)	5	2	1	8	1.9%
Bulgaria	4	1	0	5	1.2%
Italy	0	3	0	3	0.7%
Latvia	0	0	2	2	0.5%
France	0	2	0	2	0.5%
Spain	0	0	1	1	0.2%
Other European (EEA) countries	2	5	4	11	2.6%
Europe (EEA)	36	50	20	106	25.5%
Europe (Non-EEA)	2	2	2	6	1.4%
Europe (Not known)	2	2	0	4	1.0%
Eritrea	1	2	1	4	1.0%
Sudan	1	0	0	1	0.2%
Nigeria	2	1	0	3	0.7%
Somalia	0	0	1	1	0.2%
Ethiopia	0	0	0	0	0.0%
Other African countries	3	0	1	4	1.0%
Africa	7	3	3	13	3.1%
India	0	0	1	1	0.2%
Afghanistan	0	0	0	0	0.0%
Iran	0	1	1	2	0.5%
Pakistan	0	0	0	0	0.0%
Bangladesh	0	1	0	1	0.2%
Other Asian countries	5	0	1	6	1.4%
Asia	5	2	3	10	2.4%
Americas	3	2	0	5	1.2%
Australasia	2	0	0	2	0.5%
Not known	*61*	*4*	*1*	*66*	
Total (excl. not known)	**165**	**169**	**82**	**416**	**100.0%**
Total (incl. not known)	226	173	83	482	

Total excluding not known is used as base for percentages.

Table 1: nationality of people seen rough sleeping during 2022/23, by flow, stock and returner breakdown.

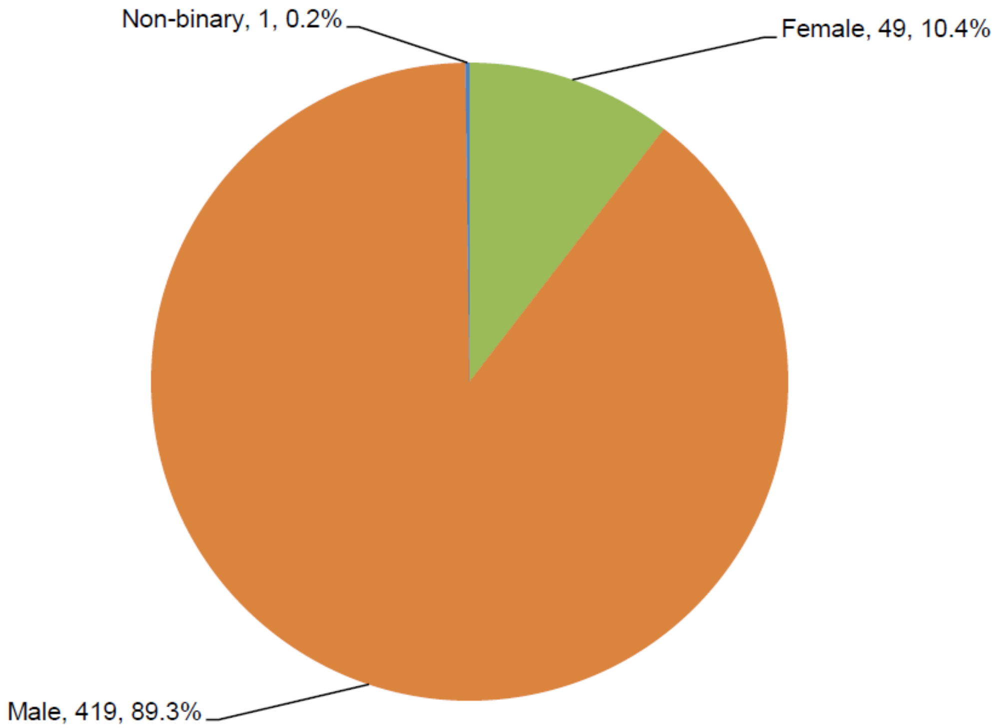


Figure 4: people seen rough sleeping in 2022/23, by gender. This excludes 13 people whose gender is not known.

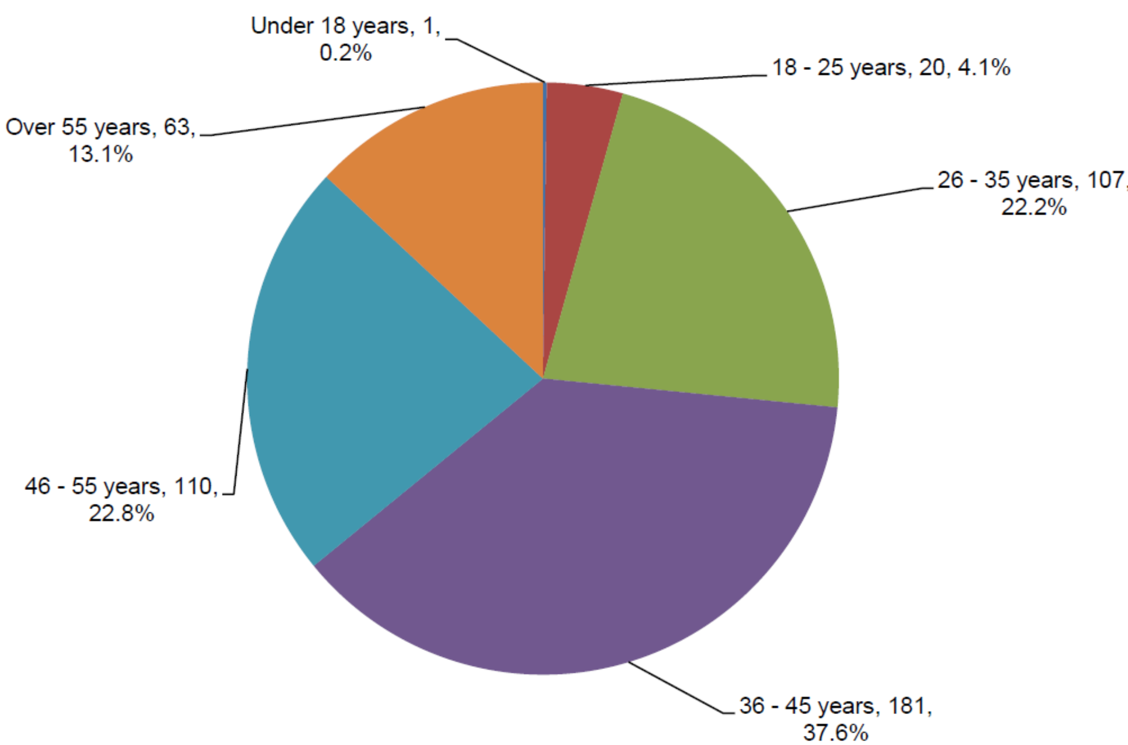


Figure 5: people seen rough sleeping in 2022/23, by age.

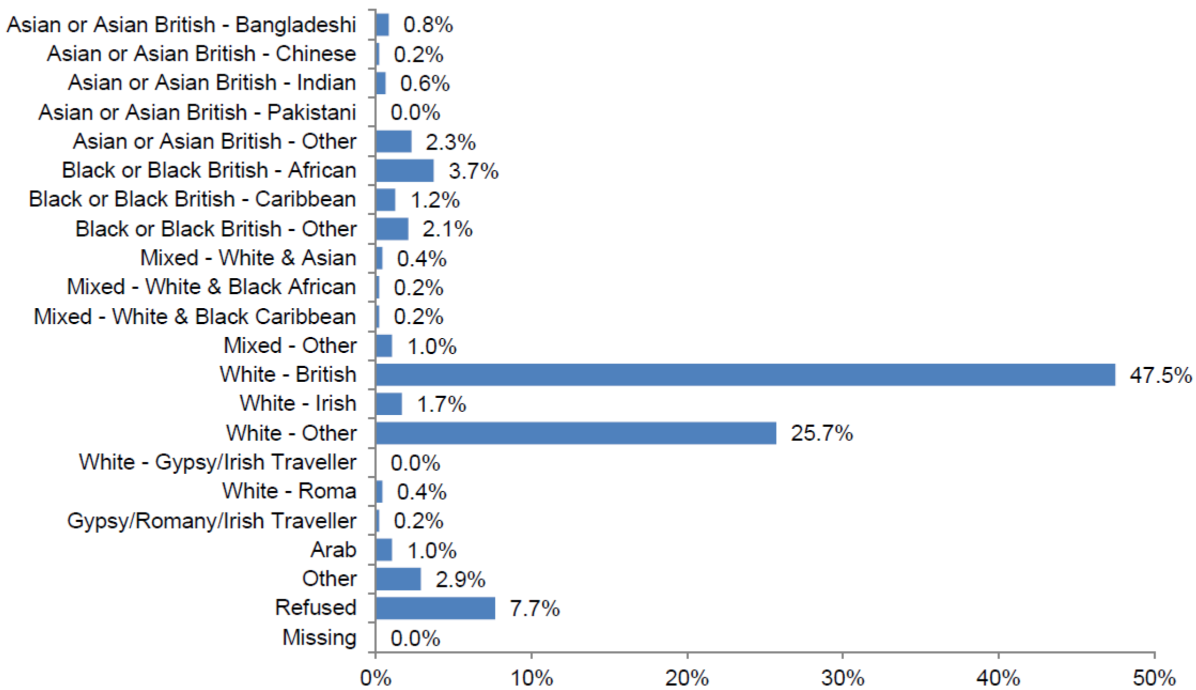


Figure 6: people seen rough sleeping in 2022/23, by ethnicity. The previously employed category of 'Gypsy/Romany/Irish Traveller' was replaced in 2021 with separate categories for 'White - Gypsy/Irish Traveller' and 'White - Roma' in order to bring CHAIN recording into line with Office for National Statistics usage. Some people seen rough sleeping during the period have not had their ethnicity information updated to reflect these new categories, so the original category is also included in the chart.

Support needs data in CHAIN is derived from assessments made by support workers in the homelessness sector. It is important to note that 36% of people seen rough sleeping in the borough in 2022/23 did not have a support needs assessment recorded.

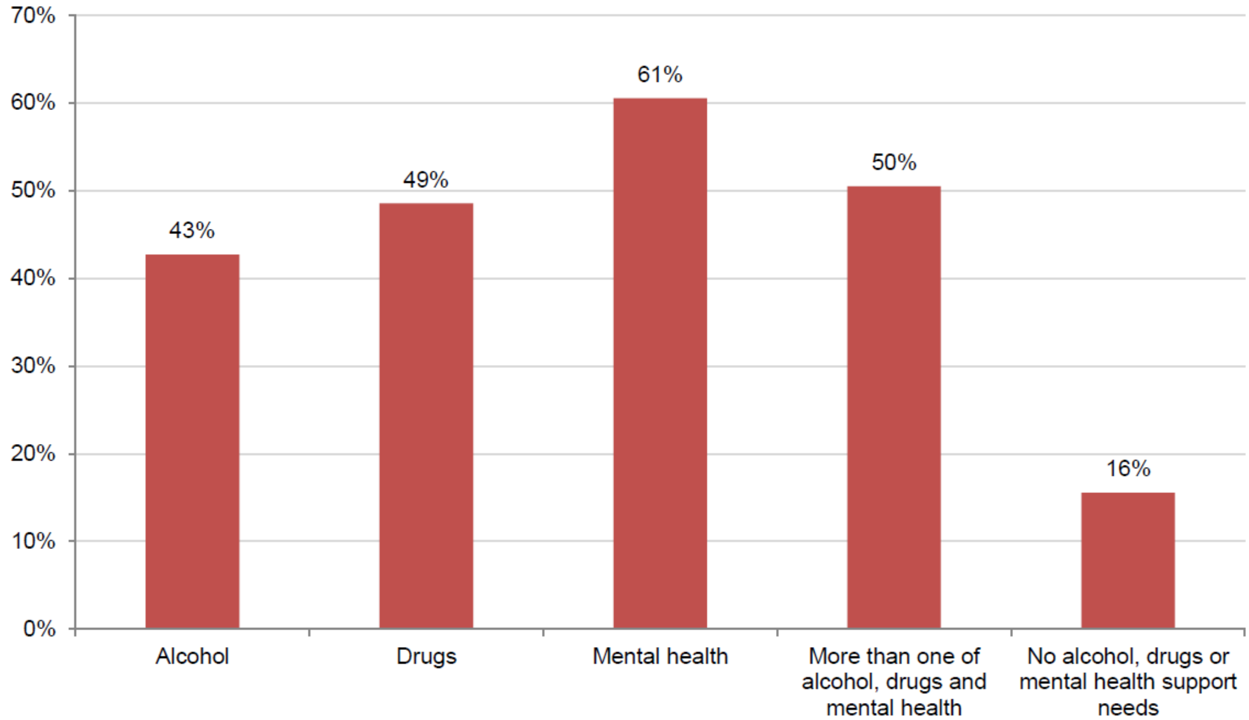


Figure 7: people seen rough sleeping in 2022/23, by support needs. Note that the base figure for this chart excludes people for whom none of the three support needs were known or assessed (173).

Support Needs	No.	%
Alcohol only	28	9%
Drugs only	19	6%
Mental health only	47	15%
Alcohol and drugs	16	5%
Alcohol and mental health	25	8%
Drugs and mental health	52	17%
Alcohol, drugs and mental health	63	20%
All three no	48	16%
All three no, not known or not assessed	11	4%
All three not known or not assessed	173	
Total (excl. not assessed)	**309**	**100%**
Total (incl. not assessed)	482	

Total excluding not known or assessed is used as base for percentages.

Table 2: people seen rough sleeping in 2022/23, by support needs combination.

23 people seen rough sleeping in the borough in 2022/23 had experience of serving in the armed forces, of whom 12 were UK nationals. Time spent in the forces 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.

Statutory homelessness

There has been an increase in approaches across the board since the pandemic, with a significant increase in 2020/21. The largest cohort of approaches remains single applicants, however, there has been an increase in the number of families.

Financial Year	Number of approaches
2018/19	87
2019/20	85
2020/21	338
2021/22	429
2022/23	512

Table 3: Number of approaches over 5 years.

Reason for approaches

However, there has been a sustained 20-25% increase year on year since. Reasons for the increase in approaches are as follows:

- a continuing trend of applicants misunderstanding the City's geographical location and jurisdiction,
- the cost-of-living increases,
- landlord evictions re-commencing after lockdowns,
- rising cases of domestic abuse and sexual violence, and
- the general impact of lockdown exposing more hidden homelessness such as sofa-surfing.

Domestic violence

The biggest change in reasons for approaching statutory services has been due to domestic abuse. This is now the second most common reason for homelessness. There was an initial rise in cases due to the lockdowns, and due to the introduction of the Domestic Abuse Act 2021 in July 2021. The Act made fleeing domestic abuse an automatic priority need and introduced additional duties for the service in this area, including additional requirements for the accommodation provided to victims of domestic violence. For context, the period 2018/19 recorded three approaches over the year due to domestic abuse, while the period 2022/23 recorded 53 approaches due to this reason. Approaches due to domestic violence are not required to have a local connection to the City of London.

Work connection

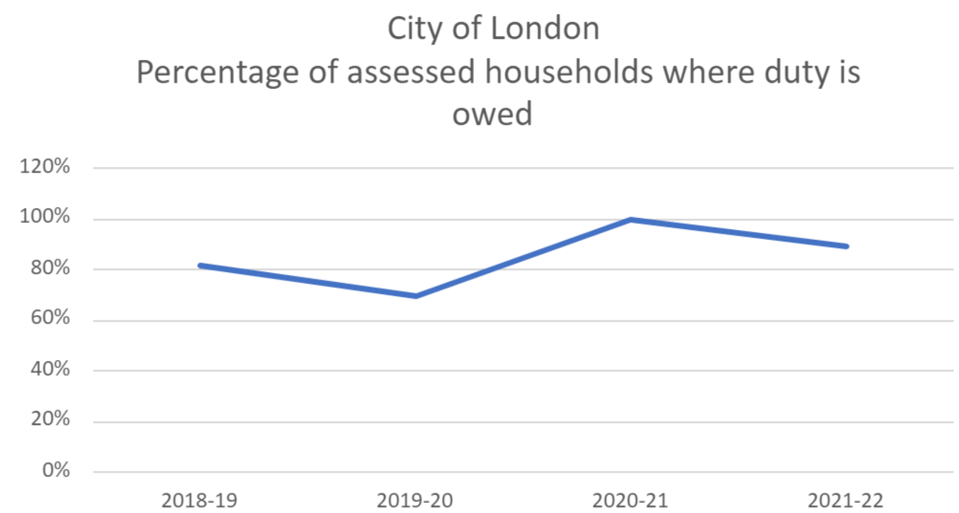
A high proportion of approaches are from people with a work connection to the City of London, rather than existing residents – which makes up a much lower proportion of approaches.

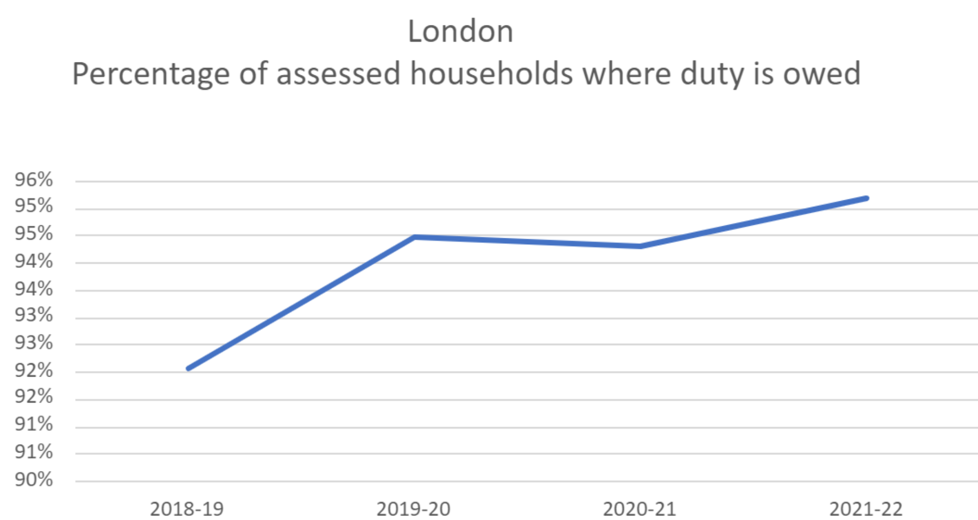
Changes in policy after the pandemic

Usage of temporary accommodation increased post pandemic due to the ‘Everyone In’ policy ending, and the subsequent decanting of hotels and hostels of people placed during this time. This resulted in a larger number of discretionary placements and more statutory placements in line with the general increase in approaches/duties.

Accepted as owing a duty

The two figures below (8 and 9) portray visually the percentage of cases assessed as being owed a duty across 2018 – 2022 in the City of London, and across London as a whole.





Total cases accepted due to prevention or relief, by reason, across 2018 – 2024 (to date)

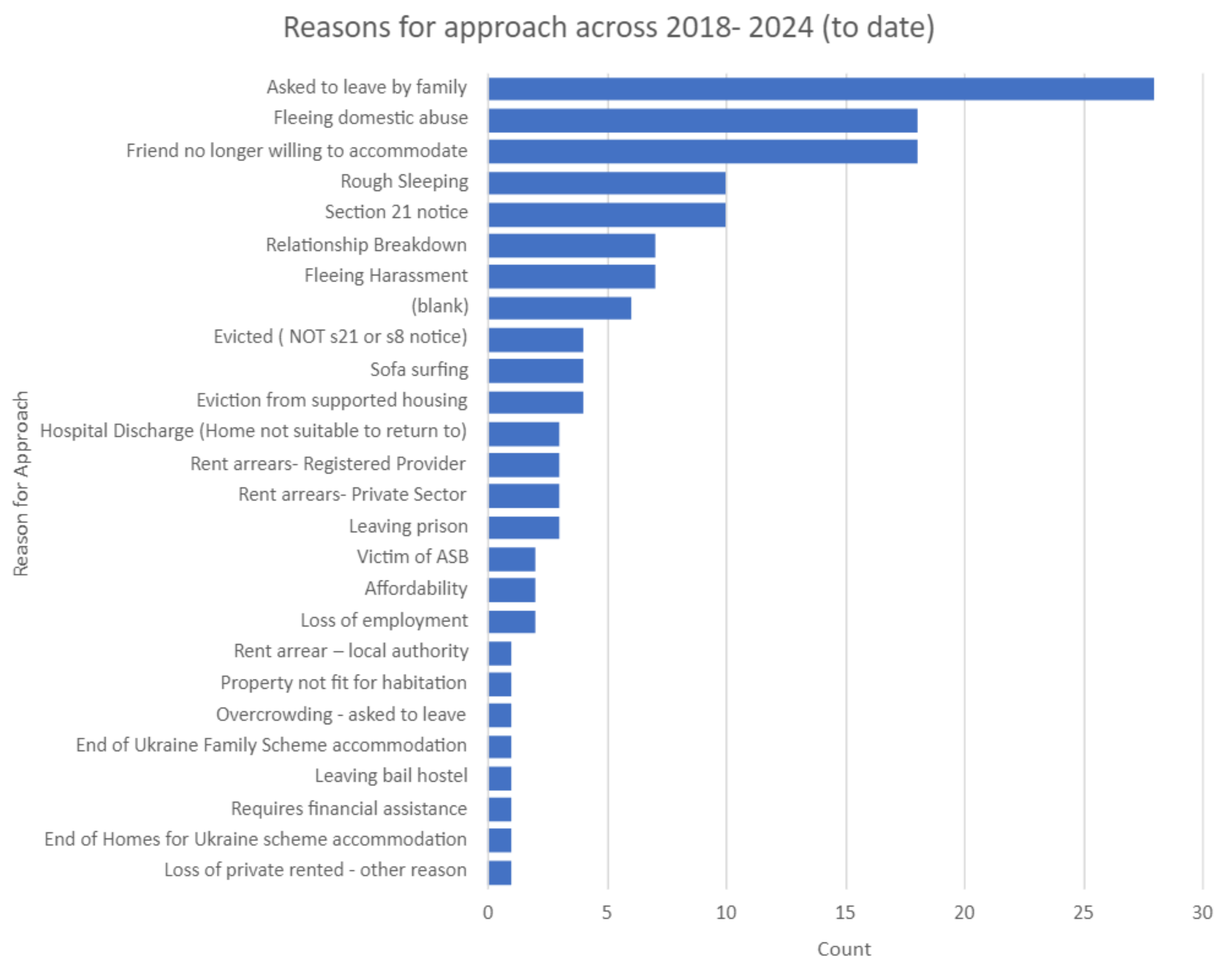


Figure 10: Reasons for homelessness for cases accepted as either a prevention or relief duty, across 2018 – 24 (to date)

Financial Year	Households with dependent children	Single applicants
2018/19	8	21
2019/20	8	20
2020/21	5	13
2021/22	6	17
2022/23	12	17

Table 4: Breakdown of household compositions accepted as either a prevention or relief duty, by year

Temporary accommodation

The following table provides an overview of homeless households placed in temporary accommodation by type of accommodation, across 2018 – 2023.

Year	Type		
	Shared accommodation/B&B	**Self-contained accommodation**	**Hostels and commercial hotels**
2018 - 19	19	50	2
2019 - 20	18	48	2
2020 - 21	6	63	0
2021 - 22	13	91	0
2022 - 23	20	77	32

Table 5: Homeless households placed in temporary accommodation by type of accommodation, across 2018 – 2023

Housing need

As of August 2023, the City of London Corporation housing waiting list was as follows:

Housing type	Waiting list
studio	362
1 bed	204
2 bed	250
3 bed	133
4 bed	028
total	977

Table 6: City of London Corporation waiting list, August 2023

Of the 977 on the waiting list, the following are existing tenants on City of London Corporation estates across the capital.

Housing type	transfer
studio	0
1 bed	32
2 bed	63
3 bed	48
4 bed	14
total	175

Table 7: Existing tenants on City of London Corporation waiting list, August 2023

Most households on the Housing Register do not live in the City of London "Square Mile" but do have a local connection through working in the City of London.

Overcrowding in the City of London is determined as follows:

- If a household has one bedroom less than their assessed need (e.g., they have two-bedroom need and are in a one-bedroom property) they will be moderately overcrowded as they are lacking one bedroom.
- If they have a three bedroom need and are in a one-bedroom property, they would be severely overcrowded and get severe overcrowding priority.

It is not possible to report from current statistics on whether or not any overcrowding in the City of London is due to children or adult family members. Further, analysis can only be done on households who are registered and eligible. There may be households in owner occupied properties who are overcrowded but would not be eligible as homeowners. This is also true for households which are not eligible due to no recourse to public funds.

The table below is an analysis completed on 6th June 2023 of overcrowded households living in the City of London, “Square Mile”, on the Housing Register:

Summary by estate	**Building**	**Moderate = lacking one bedroom**	**Severe = lacking two or more bedrooms**	**Total**
Golden Lane:	Crescent House	2	2	4
	Cullum Welch House	0	1	1
	Basterfield House	2	0	2
	Hatfield House	2	0	2
	Great Arthur House	4	0	4
	Bayer House	1	0	1
	Stanley Cohen House	1	0	0
	Bowater House	2	0	2
Middlesex St	Petticoat Square	14	1	15
	Petticoat Tower	4	0	4
Guinness Trust	Iveagh Court	2	0	2
	Mansell St	8	2	10
Private rent	Fetter Lane	1	0	1
	Bishopsgate	0	1	1
Overall Total:		**43**	**7**	**50**

Table 8: Overcrowding in Estates across City of London, June 2023