

<b>Committee:</b> Safer City Partnership	<b>Date:</b> <b>14 November</b>
<b>Subject:</b> Rough Sleepers Update	<b>Public</b>
<b>Report of:</b> Davina Lilley Head of Homelessness and Rough Sleepers	<b>For Information</b>

### Summary

This report articulates our work with rough sleepers in fulfilment of the City's function as a local authority in accordance with the policy commitments of Central Government and the Mayor of London. The City continues to be part of a pan-London approach to addressing rough sleeping and is represented on the Mayor's Rough Sleepers Group and the Greater London Authority's (GLA's) operational leads meeting.

The counts of rough sleepers during the last four months were as follows: July: 30; August: 22; and September: 31, October: 27. The counts continue to fluctuate but it appears we are seeing on average 25 rough sleepers on any given night. The count total is driven by a range of factors, many beyond the control of the City, and in itself does not reflect how long people are on the streets, what their complex needs are or the services they may have received.

During the last quarter, there has been a range of activity in relation to the Lodge II project, Pan London Personalisation, the Pop-up Hubs initiative and the implementation of the Challenge Group.

### **Recommendation**

- It is recommended that your Committee notes this report.

## Main report

### Background

#### 1. Rough sleepers count

The City outreach team continues to implement monthly counts. These are just a snapshot picture of the City streets and provide an opportunity to gather intelligence of who is actually sleeping out on any given night. The indicators, as with all inner London boroughs, suggest that rough sleeping is on the rise. The City needs to address the increase.

Month	No.	Month	No.	Month	No.
January 2012	25	January 2013	N/C	January 2014	31
February 2012	25	February 2013	23	February 2014	34
March 2012	39	March 2013	19	March 2014	37
April 2012	36	April 2013	N/C	April 2014	25
May 2012	23	May 2013	N/C	May 2014	34
June 2012	19	June 2013	21	June 2014	24
July 2012	22	July 2013	22	July 2014	30
August 2012	15	August 2013	16	August 2014	22
September 2012	15	September 2013	27	September 2014	31
October 2012	20	October 2013	27	October 2014	27
November 2012*	21	November 2013*	35	November 2014	
December 2012	24	December 2013	33	December 2014	

- \*Official count – the annual counts are reported to the Department for Communities and Local Government in order to measure local authorities' progress in meeting their targets.
- N/C – no count.

This report also contains the quarterly update produced by the CHAIN (Combined Homelessness and Information Network) team. The report takes an overview of rough sleepers who are new to the City's streets, the number of those who become longer-term rough sleepers (living on the streets) and the 205 cohort (please see Appendix 1). This gives a more fluid picture of actual activity on the City's streets over a three-month period.

In the second quarter of this financial year (July to September 2014), has seen a positive improvement compared to April – July 2014 the first graph in Appendix 1 shows the new arrivals to rough sleeping in the City:

- 25 new rough sleepers were seen once and not seen again increase from 45% to 76%. The London average is 70%
- Eight new rough sleepers were seen for a second night out but not again.
- Four rough sleepers joined the living on the streets group compared with 7 in the first quarter.

The second graph in Appendix 1 shows the activity of people living on the City's streets in the period:

- Four transferred from new rough sleepers.
- 41 were known to the City outreach team.
- Five belong to the 205 cohort (long-term rough sleepers seen sleeping rough in five or more years out of the last 10, and/or been seen rough sleeping 50 times or more over that period).

## **Current position**

### 2. The Lodge and Lodge II

Since 2010 the City of London Corporation (CoLC) and St Mungo's Broadway (SMB) have been running a very successful specialist facility for 'entrenched' older rough sleepers called The Lodge. A group of residents at The Lodge have been identified who will require more permanent accommodation based on The Lodge model. It is proposed to develop a new 20 bed Lodge II in Middle Street, near Smithfield Market. The Middle Street building is currently occupied as a hostel, managed by Providence Row on behalf of the CoLC, and it requires refurbishment. To facilitate the new Lodge II the current Middle Street occupants will need to be relocated. SMB propose to provide relocation space for the current Middle Street occupants by constructing a new 12 unit building on their land in Southwark and they will also refurbish 9 existing annex units. SMB will then refurbish the proposed 20 unit Lodge II building in Middle Street. The total cost of all these works is estimated at £3 million and all 41 units will be for the benefit of CoLC residents / rough sleepers. There is a proposed phased plan as illustrated in the diagram below;



The current position is that £1million of Section 106 monies has been approved and the new build will begin in January 2014.

### 3. Work with the City of London Police

#### **Operation Acton**

Operation Acton was implemented in April 2014. The outreach team and the police have implemented 17 joint shifts and 12 tickets have been issued. The aim of Operation Acton is to focus on those rough sleepers who are refusing

all offers of help. There is always accommodation available but often this is refused. To date there have been three positive outcomes: two were placed in bed and breakfast and referred to The Lodge; and a third client, who was a young chaotic drug user, went back to their family, is now not using substances, and enrolled on a course to start in September.

### **Operation Fennel**

Operation Fennel is a police-led operation, in partnership with the City. It targets people begging in the City by issuing tickets. To date:

- 149 individuals have been stopped
- 324 tickets have been issued
- 22 ASBOs have been granted
- 70% of the offenders were male
- 71% are UK nationals
- 58% stated that they were homeless but this has not been verified.

The top locations for the first six months were as follows:

- Bishopsgate/Liverpool Street
- Tower Hill
- Fenchurch Street
- Middlesex Street

The most recent top locations are:

- Moorgate/Moorfields
- Tower Hill
- Holborn
- Bishopsgate

There has been a marked improvement in the Bishopsgate area since June 2014.

### **Hotspot areas**

Since the last quarterly report, three key areas have been identified which have become an attraction for rough sleeping and begging. The areas are as follows:

- Bishopsgate
- St Paul's Walkway
- Tower Hill

Bishopsgate has been quieter in the last quarter although there is a persistent rough sleeper at 222. There are plans in place to accommodate the person concerned in a hostel in Tower Hamlets.

St Paul's Walkway is fairly busy: the outreach team in partnership with the police and Immigration Compliance Enforcement (ICE) officers are targeting the area.

Tower Hill continues to be a magnet for rough sleepers and beggars and the outreach team are regularly carrying out shifts with police and ICE.

#### 4. Personalised budgets

Following the implementation of the pilot project in the City in 2009, this was expanded to a pan-London provision in 2011. 94 people have been offered a personalised budget, of which 49 have accessed accommodation which has included social and sheltered housing, clearing house flats and The Lodge. Of the 94, 29 are City of London rough sleepers of whom 19 are in accommodation. The project continues to work well with the long-term entrenched rough sleepers who often have been on the streets for over 10 years. It is a very slow process of engagement, but the one-to-one approach has proved to be very successful.

#### 5. Pop-up Hubs

The City of London, in partnership with St Mungo's Broadway, is now reaching the end of the second year of this innovative approach. There have been 10 Pop-up Hubs (PUHs), held in the following locations:

- St Botolph without Aldgate
- St Andrew-by-the-Wardrobe (twice)
- All Hallows by the Tower
- St Botolph's Aldersgate (twice)
- St Botolph without Bishopsgate
- The City Temple (three)

In total, 115 individual clients were seen:

- 38 accommodated
- 39 not seen again in the City
- 17 cases closed
- 21 cases on-going

Off this cohort:

- 109 were male
- 10 were reconnected back to Eastern Europe
- 22 reconnected back to other boroughs and different parts of the UK

The PUH has been a very useful approach to working with rough sleepers and those who have been resistant to working with the outreach team.

Funding from the Transitional Fund for the PUH ended in September 2014. The City is very keen to see this model continue and did submitted a bid to

Safer City Partnership for funding for an additional 10 hubs over a two- year period, and this has now been approved.

The next pop up Hub will be the last week in November 2014.

#### 6. Work with the clergy

A follow-up meeting is to be held on 4 November 2014. The outreach team and officers continue to be very grateful for the support from the clergy with the Pop-up Hubs.

#### 7. Member involvement

The members' group met again in October 2014. There was a full attendance and a lively debate about raising awareness in the City about rough sleepers and what services are provided and how that is communicated to the residents, businesses and the community. There is plan to hold breakfast seminar in the autumn; dates are yet to be finalised.

#### 8. Homelessness Strategy

The Homelessness Strategy has been approved and the delivery plan is being implemented by partners. The governance processes are in place to monitor delivery of the strategy.

#### 9. Challenge Group

This is a new group chaired by Chris Pelham with representation from St Mungo's Broadway and the City of London Police. The group was established to look at rough sleepers who have become part of the street population and those who have been living on the streets and have been resistant to any intervention. This group of identified rough sleepers has increased over the months and the GLA has been quite challenging to the City regarding the increase and what is being done to address this. The group will meet once every two months and will document action plans, and will review them to check that they have been implemented and, if not, what the blockages are. There are 44 rough sleepers in this cohort.

#### 10. Open Cinema

The first season of Open Cinema has finished with the final show being held at St Bartholomew the Great. The guests at The Lodge are currently filming a short film about A Day in the Life of The Lodge. The second season of Open Cinema has started in October.

#### 11. Financial and risk implications

There are no known financial implications.

#### 12. Legal implications

There are no known legal implications.

### 13. Property implications

There are no known property implications.

### 14. HR implications

There are no known HR implications.

### 15. Community Strategy and other significant implications

The aim of reducing the number of rough sleepers in the City links directly with the Inclusive and Outward Looking City theme of the Community Strategy as well as the Housing Business Plan.

### 16. Consultees

The Town Clerk, Chamberlain and Comptroller and City Solicitor have been consulted in the preparation of this report.

### 17. Conclusion

The work with rough sleepers continues to be challenging; however, there have been some real successes, none of which would have been achieved without the partnership approach with St Mungo's Broadway, the City of London Police and other departments within the City of London. The increase in numbers continues to be disappointing, and through the year we will be constantly reviewing the different methods of addressing this and trying new approaches.

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## Appendix 1

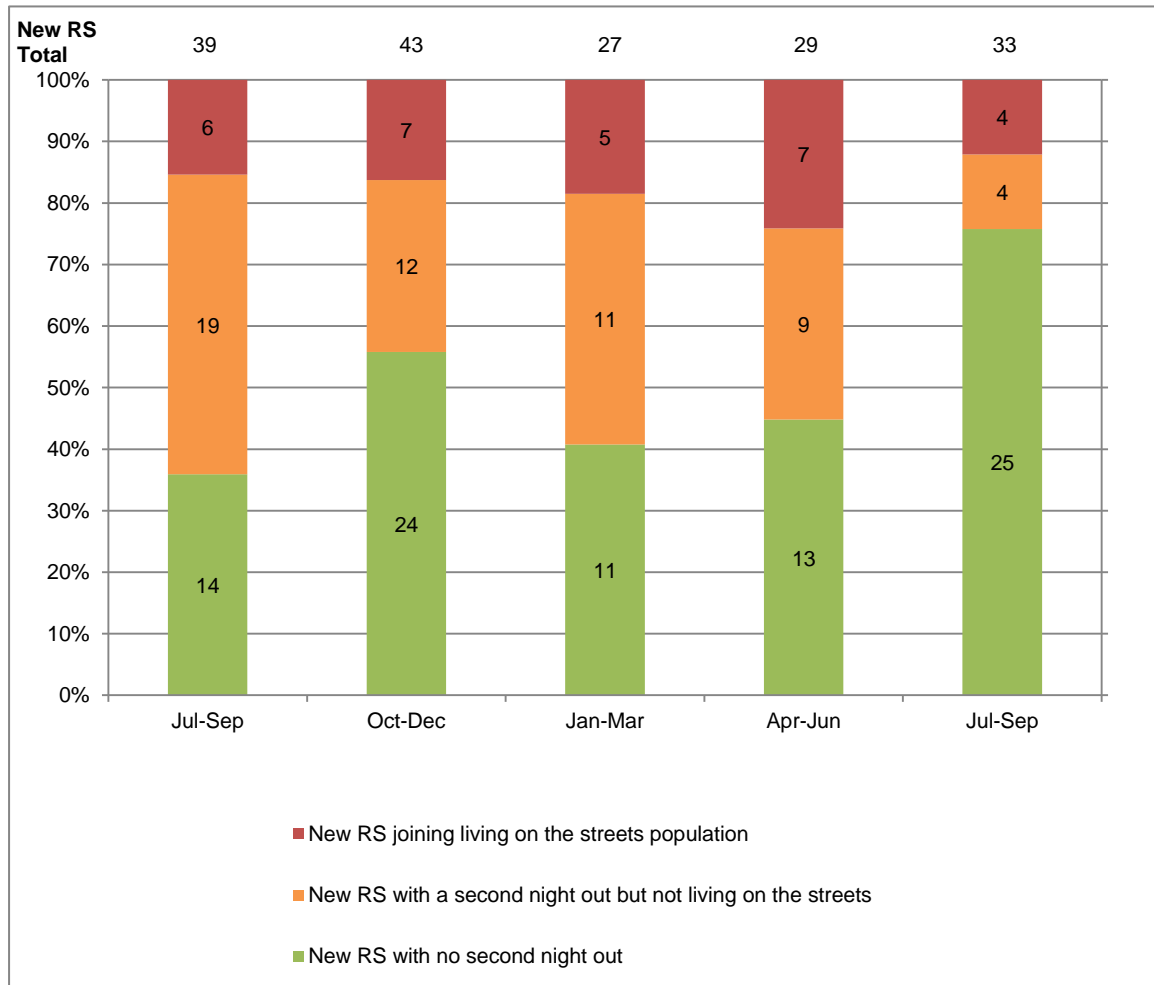
### City of London: Headlines

Volumes	No. Rough Sleepers	Change from last period	Change on same period last year
<b>New Rough Sleepers (All)</b>	<b>33</b>	<b>+4</b>	<b>-6</b>
New RS with no second night out	25	+12	+11
New RS with a second night out but not living on the streets	4	-5	-15
New RS joining living on the streets population*	4	-3	-2
<b>Living on the Streets (All)</b>	<b>50</b>	<b>-12</b>	<b>+9</b>
LOS - Transferred from new RS*	4	-3	-2
LOS - Known	41	-7	+16
LOS - RS205+	5	-2	-5
<b>Intermittent Rough Sleepers</b>	<b>52</b>	<b>+6</b>	<b>+9</b>
<b>Total</b>	<b>131</b>	<b>+1</b>	<b>+14</b>

\*This cohort is listed under both new RS and living on the streets headings, but is only counted once towards the overall total



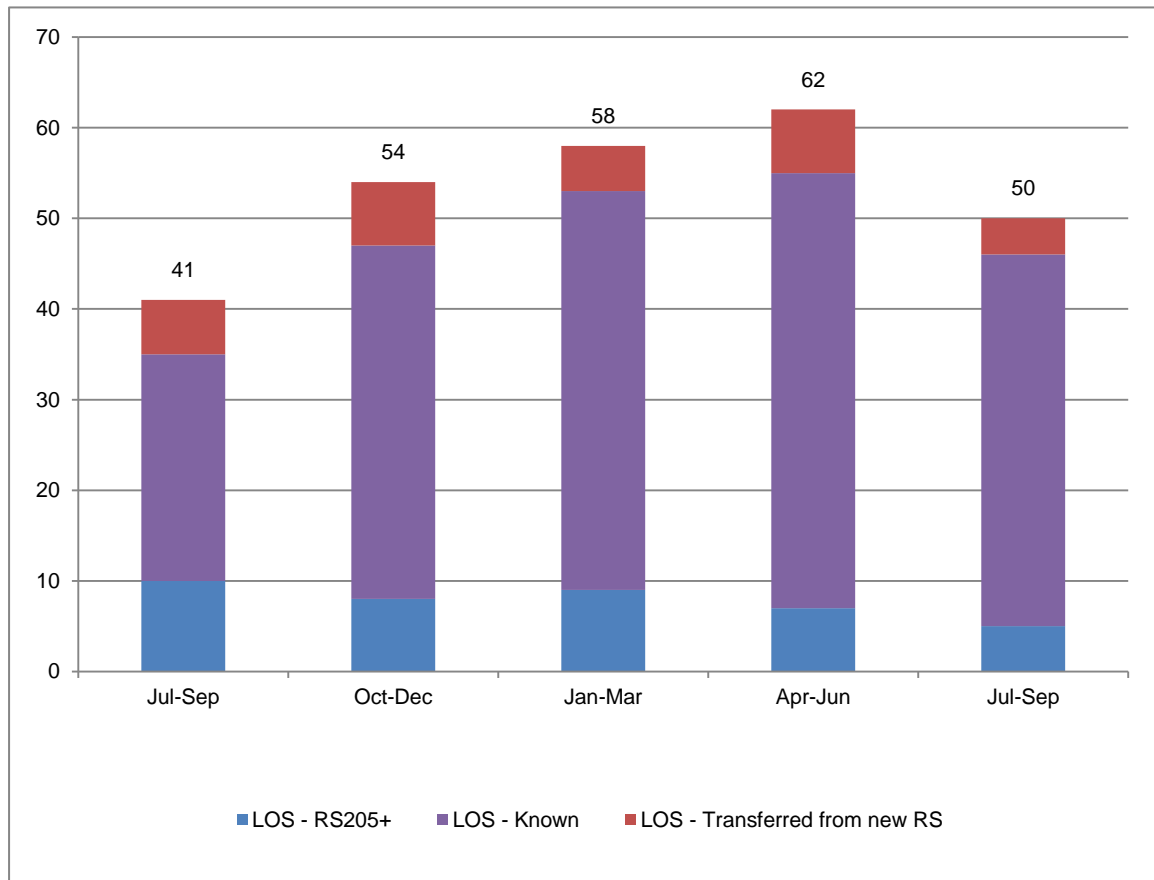
## City of London: Achieving No Second Night Out



Category	No. this period
New RS with no second night out	25
New RS with a second night out but not living on the streets	4
New RS joining living on the streets population	4
<b>Total</b>	<b>33</b>

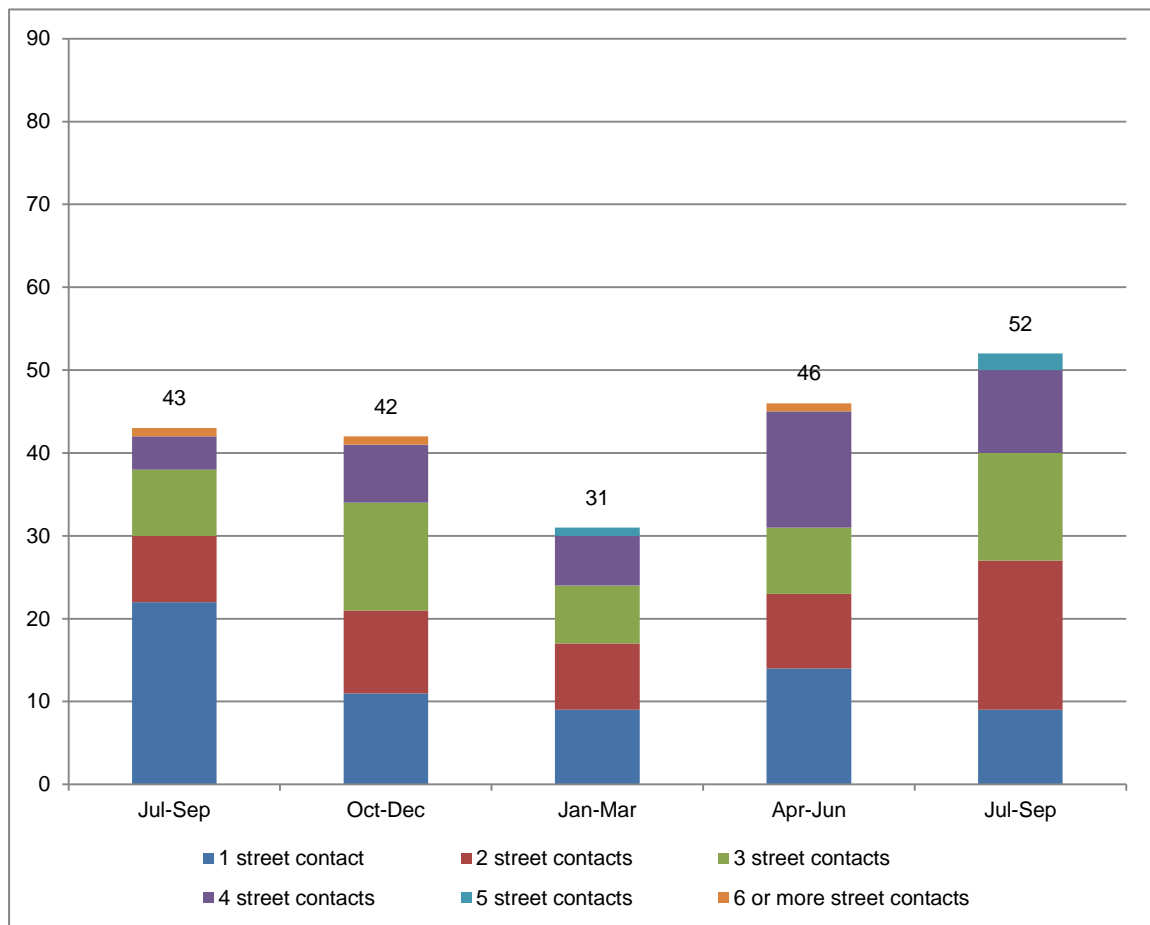
Note: New RS = New rough sleepers

## City of London: No One Living on the Streets



Category	No. this period
LOS - Transferred from new RS	4
LOS - Known	41
LOS - RS205+	5
<b>Total</b>	<b>50</b>

## City of London: Intermittent Rough Sleepers



No. bedded down street contacts during this period	No. intermittent rough sleepers
1 street contact	9
2 street contacts	18
3 street contacts	13
4 street contacts	10
5 street contacts	2
6 or more street contacts	0
<b>Total</b>	<b>52</b>