

Committee:	Date:
Community and Children's Services Committee	12 February 2016
Subject: Update on Rough Sleepers	Public
Report of: Director of Community and Children's Services	For Information

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 three months were as follows: October: 21; November: 48; and January: 35. The counts continue to fluctuate but there is a noticeable trend across London that rough sleeping is increasing. Rough sleeping 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.

The City is currently engaged in three partnership-based projects – Home for Good, No First Night Out and the Gold Standard. The most important highlight from these three projects is that the diagnostic peer review (DPR) for the advice and homeless service for the Gold Standard was completed in December 2015. The City of London scored 82% with the reviewers stating this was one of the highest scores nationally – additional details are included the body of this report.

Recommendation

Members are asked to note the report.

Main Report

Background

Rough sleepers count

1. The City outreach team continues to implement monthly counts. It is important to note that the counts are just a snapshot of the number of rough sleepers on the City's streets. They provide an opportunity to gather intelligence about 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, although the national count in November was slightly lower than the previous year. There was no count in December as the outreach team were running a pop-up hub and focused on referring clients to Crisis at Christmas.

Month	No.	Month	No.	Month	No.
January 2014	31	January 2015	32	January 2016	35
February 2014	34	February 2015	N/C	February 2016	
March 2014	37	March 2015	39	March 2016	
April 2014	25	April 2015	27	April 2016	
May 2014	34	May 2015	25	May 2016	
June 2014	24	June 2015	22	June 2016	
July 2014	30	July 2015	26	July 2016	
August 2014	22	August 2015	21	August 2016	
September 2014	31	September 2015	29	September 2016	
October 2014	27	October 2015	21	October 2016	
November 2014*	50	November 2015*	48	November 2016*	
December 2014	N/C	December 2015	N/C	December 2016	

*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.

2. The quarterly report produced by the CHAIN (Combined Homelessness and Information Network) team for the last quarter (October–December 2015) is as follows:

- There were 71 new rough sleepers in the City – an increase of 45% compared with the same quarter in the previous year. Many London boroughs have experienced an increase.
- 40 of the new rough sleepers did not spend a second night out.
- 22 new rough sleepers did spend a second night out but did not join living on the street.
- Nine joined living on the streets, the majority of whom were Eastern European.
- Seven of the original 205 were seen in this period. (The 'rough sleeping 205' are those who have been seen sleeping rough in five or more years out of the last 10, and/or have been seen rough sleeping 50 times or more over that period.)

Current Position

The Lodge and Lodge II

3. The work on the new build at Grange Road has progressed rapidly. The external structure for the new build is completed and works are taking place on the internal refurbishment. Completion is now scheduled for the end of March 2016.

4. The works on Middle Street will commence in April 2016 and completion is expected around January 2017. The legal agreement between St Mungo's Broadway, Providence Row Housing Association and the City of London is now in its final draft.

Work with the City of London Police

Operation Acton and Operation Fennel

5. Both operations are still in place. Since April 2015, 103 Operation Fennel tickets and 61 Operation Acton tickets have been issued. Key locations for both operations are as follows:
 - Bishopsgate/Liverpool Street area
 - Tower Hill
 - Fenchurch Street
 - Moorgate
 - Steelyard Passage
 - London Bridge.

Immigration Compliance Enforcement (ICE)

6. For three months (September to December 2015) there were no joint shifts with ICE. This was due to the ICE officers' time being diverted to Dover and activities in Westminster. There has been one shift in December and there is a shift expected in late January. The lack of ICE capacity during this period had a direct impact the ability to implement enforcement plans for several rough sleepers, including two who had been bedding down in Mansion House for some time.

Personalised budgets

7. This project continues; however, funding for the pan-London personalisation project, for which the City of London was the lead, will end in March 2016. The City of London will ensure that personalised budgets will continue to be available for rough sleepers after March 2016 as this is included in the grant given to St Mungo's Broadway.

Pop-up hubs

8. In total, 16 hubs have been held in different church locations in the City since 2013. The most recent hub was held at St Katharine Cree, Leadenhall Street. The hub is open during the night, and in the daytime all people who have accessed the hub will be taken to the Dellow Day Centre where intensive case work occurs. During the evenings and the early hours of the morning, there are at least three teams focusing on encouraging people to access the hub. Each team comprises an outreach worker and a police officer; one team has a car and the other two teams walk around the Square Mile. If any client refuses the hub they will be given an Operation Acton ticket.
9. The outcome of the last hub, held in December 2015, was as follows:
 - 12 accessed the hub
 - 11 male
 - one female
 - four were booked into No Second Night Out project (NSNO).

As a result of the hub, eight people are still in accommodation, three were reconnected back to their country of origin and one has not been seen. Other complex cases were also targeted during the hub week. Five were helped back to their accommodation and an additional six were referred to NSNO.

10. The hubs are proving to be very successful at targeting vulnerable people and ensuring that solutions are put in place quickly and effectively. They are a good example of partnership working and have had positive outcomes for both the outreach team and the police. There is funding in place for the hubs until March 2016; however, if the hubs are to continue, additional funding needs to be sourced. One potential source would be accessing Proceeds of Crime Act (POCA) funding. Discussions are being held and a funding bid is to be submitted.

Work with the clergy and the Home for Good project

11. The Home for Good project was presented to the rough sleepers' members group and was officially launched at St Stephen Walbrook in November 2015. Currently we are looking to recruit volunteers to the project. The uptake of volunteers has been quite slow.

Member involvement

12. The members group was held in October 2015. An overview of services available for rough sleepers was presented, looking at what happens to them along the pathways available in terms of accommodation, health and other services. The next members group is scheduled for April. We were very grateful that our champion for rough sleepers, Marianne Fredericks, was able to take part in the DPR for the Gold Standard. During this year, members will be visiting different types of facilities available for rough sleepers.

Health issues and outcomes

13. Health issues in the rough sleeping population continue to be monitored. Currently, there is a pilot looking at the complex needs of clients and in particular their mental health needs. The City has commissioned Enabling Assessment Service London (EASL) to run the pilot. EASL has a team of different professionals including a psychiatrist, social worker, psychologist, nurse and occupational therapist. A report on their work will be presented to committee in April 2016.
14. In tandem with EASL, there is also a service called Street Med working with the outreach team. Street Med is an innovative nurse-led project which combines the skills of nursing case management and homeless outreach to help clients overcome barriers to healthcare. The nurse will be doing two shifts a month, with an evening in the next pop-up hub, and will take referrals and visit clients on a case-by-case basis.
15. The service is funded by City and Hackney Clinical Commissioning Group (CCG) and is being delivered by St Mungo's Broadway. The funding is in place until 31 March 2016.

Challenge Group

16. This group has now met six times during the past year. There were 136 people on the initial list, of whom:

- 30% have been accommodated or reconnected
- 26% continued to sleep rough in the City of London
- 44% have not been seen in the last four months.

Of the original group, only 30 are left.

17. The group has found it really useful to focus on individuals and their needs and has seen positive outcomes. The group will continue to meet every two months during 2016 and to consider focusing not only on cases but to consider challenging trends and issues.

No First Night Out project (NFNO)

18. The NFNO project was launched in April and brought together the three boroughs of Tower Hamlets, Hackney and the City of London with voluntary sector organisations to discuss the preventative model. The research programme has now been completed and there is a draft report being issued for consideration by the steering group. The second stage of the project is the recruitment of four workers: two prevention workers and two reconnection workers. The City will have access to all four workers; however, it will be the reconnection workers who will be used the most. The reconnection workers will work with the entrenched street clients to reconnect them safely to their local connection.

Going for Gold

19. Underpinning the NFNO project, the tripartite partnership will be looking to achieve the Gold Standard which aims to ensure that an excellent housing and advice service is provided in all three boroughs. All three boroughs will need to initially complete a DPR with 60% as the pass mark. The DPR process is overseen by the National Practitioner Support Service, who also observed the DPR process as part of the quality assurance process. Once the DPR has been completed, there are 10 challenges to be completed to be awarded the Gold Standard. Only two boroughs have achieved gold – Wigan and Royal Borough of Greenwich.

20. The London Borough of Tower Hamlets was reviewed by reviewers from the City of London and the London Borough of Hackney in June 2015. They achieved a pass mark of 78%.

21. The City's DPR took place in December 2015 and the results were given on 14 January 2016. The result was an excellent 82%; all the indicators scored highly, demonstrating a very impressive result. The National Practitioner Support Service tweeted "congratulations to the City of London on their excellent score in the peer review of their unique housing options service". The following is a breakdown of the individual marks:

2	Strategy Overview	78%
3	Website review	71%
4	Reception and interview facilities	88%
5	Customer Interview Observation	71%
6	Housing Options File review	83%
7	Homelessness File Review	96%
8	Staff	90%
9	Managers	82%
10	Partners	78%
11	Visit	87%
12	Quality of Housing Options	82%

22. The next part of the process is to address the continuous improvement plan which outlines in detail areas that need to be addressed, for example the website. In tandem with the plan, we have been invited to complete the first challenge to achieve bronze. The challenge we have proposed is “to adopt a No Second Night model or an effective local alternative”. Documentary evidence will be completed online and completion date is expected to be 10 March 2016.

Corporate & Strategic Implications

23. 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.

Implications

24. There are no financial, legal, property or HR implications.

Conclusion

25. 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 buoyancy of the numbers continues to be a concern, and we will be constantly reviewing the different methods of addressing this and trying new approaches.

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