

Committee	Dated
Community and Children's Services Committee	13/10/2017
Subject: Update on Rough Sleepers	Public
Report of: Andrew Carter, Director of Community and Children's Services	For Information
Report author: Davina Lilley, Manager of Homelessness and Rough Sleepers, Homelessness & Housing Options Team, Community and Children's Services	

Summary

This report articulates our work with rough sleepers to fulfil the City of London Corporation's (the City's) local authority function 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 at the Greater London Authority's (GLA's) operational leads meeting. The Mayor's Rough Sleeping Group has been replaced with the No First Night Out Tasking Group, which the Assistant Director People attends.

The counts of rough sleepers during the past three months are as follows: May – 30; July – 33; and August – 40. The counts continue to fluctuate but there is a noticeable trend across London that rough sleeping is increasing and it is high in the City. Rough sleeping is driven by a range of factors, many beyond the control of the City. The count does not reflect how long people are on the streets, what their complex needs are or the services they may have received. It is hoped that, as a result of the additional resources agreed by the Committee in July, the numbers will go down.

The City continues to be engaged in four partnership-based projects – Gold Standard, City Lodge, No First Night Out (NFNO) and the Pathway model – that all address rough sleeping.

Updates for these projects are as follows:

- The advice and homeless service has achieved the Silver standard for homeless prevention services, awarded by the National Practitioner Support Service, and is completing the challenges required to achieve the Gold award.
- Work on the City Lodge has now been completed and it was opened in June 2017.
- The NFNO project continues to attract interest on a regional and national level and the project has been extended for another two years with funding from central government.
- Regarding the Pathway model, the City has been negotiating access to accommodation in the adjacent borough and details are in the body of the report.

The outreach contract has now been extended for an additional two years.

Recommendation

Members are asked to

- Note the report.

Main Report

Background

Rough sleepers audit

1. The City outreach team continues to implement monthly audits. It is important to note that the audits 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 results for the City, as with all inner London boroughs, suggest that rough sleeping has increased between 2016 and 2017.

Month	No.	Month	No.	Month	No.
January 2015	32	January 2016	35	January 2017	31
February 2015	N/C	February 2016	36	February 2017	27
March 2015	39	March 2016	24	March 2017	31
April 2015	27	April 2016	28	April 2017	32
May 2015	25	May 2016	27	May 2017	30
June 2015	22	June 2016	33	June 2017	N/C
July 2015	26	July 2016	31	July 2017	33
August 2015	21	August 2016	29	August 2017	40
September 2015	29	September 2016	25	September 2017	
October 2015	21	October 2016	29	October 2017	
November 2015	48	November 2016*	50	November 2016*	
December 2015	N/C **	December 2016	N/C **	December 2017	

* Official count – the annual counts are reported to the Department for Communities and Local Government (DCLG) to measure local authorities' progress in meeting their targets.

** N/C – no count.

2. More details on the profile of rough sleepers for the first quarter (April to June 2017) is attached as Appendix 1. Key highlights for this period are:

136 people were recorded as sleeping rough, of which:

- 26 were new rough sleepers, a decrease of 50%
- 46 were longer-term rough sleepers described as living on the streets
- 64 were those who return to the streets intermittently.

Although new rough sleeping is reducing, the increase in figures is related to those who are living on the streets or returning to the streets. Comparisons with other boroughs are highlighted in Appendix 1.

Current Position

Member involvement

3. The Members' Rough Sleepers Group has met three times this year. At one meeting, they received a PowerPoint presentation outlining access to accommodation for City rough sleepers. It was noted that the City can only access limited accommodation. Officers were requested to do additional work on this and to bring it to the next meeting. This work was completed and was presented to the Court of Common Council, Policy and Resources Committee and the Community and Children's Services Committee. The outcome was an increase to the baseline budget. Further details on the accommodation pathway are included in this report.
4. The group also reviewed the report on the outreach contract and agreed with the recommendation of the Departmental Leadership Team (DLT) that the contract continue subject to changes in how the service is measured. The group requested that the new proposed outcome measures are presented to the next meeting for their agreement.
5. It was noted that the bed at Anchor House that had been commissioned by the City was being used.

City Lodge

6. The City Lodge is now completed and guests started to move in on 12 June. There is to be an official opening on 28 September 2017.

Pathway model

7. As already mentioned, the Homeless budget has increased by £197,000 for the rest of the financial year and £400,000 for 2018/19. This has enabled officers to approach other boroughs to purchase bed spaces. The diagram below illustrates where the bed spaces are and the associated costs:

Provision	Stage	Unit cost per annum	Proposed no. of beds	Proposed cost 2017/18	Proposed cost 2018/19
King George's Hostel Westminster	First stage: high support for men with chaotic Class A drug use	£9,226	2	£9,226	£18,452
Edward Alsop Court Westminster	First stage: men aged over 50 with complex needs	£6,103	2	£6,103	£12,206
Dellow Centre Tower Hamlets	First stage: medium support	£8,000	4	£16,000	£32,000
Great Guildford Street Hostel Southwark	Assessment/emergency beds: short stay	£3,000	5	£7,500	£15,000
Mare Street Hackney	First stage: complex needs	£9,600	1	£4,800	£9,600
Pop-up hub	Direct access	£13,000 per hub	10 per night	£26,000	£52,000
Total				£69,629	£139,258

Beds at Great Guildford Street and Dellow Centre are full. There have been four referrals to King George's. One client at King George's is a young ex-care leaver who is a very chaotic drug user and has been on the City streets for five years. This is the first time he has engaged with workers and is currently scripted. This is a really positive outcome and wouldn't have happened if we hadn't purchased the bed. There are referrals to Edward Alsop Court and we are just waiting for a vacancy.

Money has been allocated for Pop-up hubs: two for this financial year and four for the next financial year.

Other costs

Housing First:

The paper for the Housing First model has been approved by Housing. A client has been identified and the support package is in place. We are waiting for a studio, hopefully on Middlesex Street.

Private rented sector (PRS) access scheme:

This will be offered as an alternative to City social housing. Currently, the model is that the client has to find the accommodation and then certain documents from the landlord have to be obtained to demonstrate that they are compliant with gas, electrical tests etc. The package usually comprises about £1,000 deposit and one month's rent. A sum of £20,000 is available for this year. One client has already taken up the offer and has relocated to his family in the North of England.

Additional support services

A range of additional services will support the outreach teams to deal with those who require specialist professional intervention:

- Specialist mental health worker
- Outreach welfare specialist
- Detox and rehab treatment pathway
- Pause has been identified as a specialist agency to work with one of our most complex clients with a history of multiple pregnancies and complex drug needs.
- Parkguard has been approached and in principle has agreed the process of discussing the finer details of Parkguard pilots. It is hoping to start in September.
- The winter awareness campaign will run in December.

Pop-up hubs

8. The team in partnership with the police ran the first Pop-up hub in 18 months during the third week of September 2017. The hub was located at St Botolph's Aldgate, and had five police allocated. The hotel next door provided towels and toiletries.

It has been a huge success with some very positive outcomes:

- 17 people accessed the hub.
- 3 reconnected to other boroughs.
- 3 referred into accommodation.

- 1 reconnected to rehabilitation placement in Suffolk.

It is hoped to run another one soon, maybe in partnership with Tower Hamlets to target rough sleepers who oscillate between the two boroughs.

No First Night Out project

9. Since the last report to the Committee, additional staff have been employed for the NFNO project: a Project Manager and a Pathway Co-ordinator. The project will continue to run for approximately 18 months. The partnership, including the City, was involved in presentations at two national conferences in the summer.
10. The project has attracted attention for its pioneering model in that it tries to identify people at risk of rough sleeping via housing options, libraries, Jobcentre Plus, local day centres and advice services. During its pilot year 2016/17, 277 referrals were made to the case workers of which 98 were accepted onto the caseload, 68 were offered emergency housing solutions and 47 went on to longer-term housing solutions. A key partner in finding housing solutions has been Crisis, which offers a private landlord scheme. In total, 17 people have secured tenancies through this scheme.

Going for Gold

11. The Homelessness team has now achieved the Silver standard and was awarded this at the National Practitioner Support Service national conference in July. The team has completed two challenges towards the Gold standard. The City is the second borough to achieve this in London.

Corporate & Strategic Implications

12. 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

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

Conclusion

14. 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, the City of London police and other departments within the City of London. The buoyancy of the numbers identified in the counts continues to be a concern, and we are constantly reviewing the impact of the different methods we use to address the issue and trying new approaches.

Appendices

- Appendix 1 – April – June 2017 Rough Sleeper Performance Report

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Period: April – June 2017

Summary

- During April to June 2017 the number of rough sleepers in the City of London decreased to 136 people (7%) compared to the previous quarter. This compares to a 6.1% decrease across London as a whole.
- The number of new rough sleepers decreased substantially by 50% from 52 to 26 people when compared to the previous quarter. However this drop is mainly due a change in reporting.
- 69% of new rough sleepers spent just one night sleeping rough, this is lower than previous quarter (75%) and lower than the London average of 80%.
- The City also has a significantly higher proportion of longer term rough sleepers (34%), this compares to 14% across London as a whole. The City also has higher number of RS205, people identified as being the most entrenched rough sleepers with 10 people. However only one new rough sleeper joined living on the street cohort.

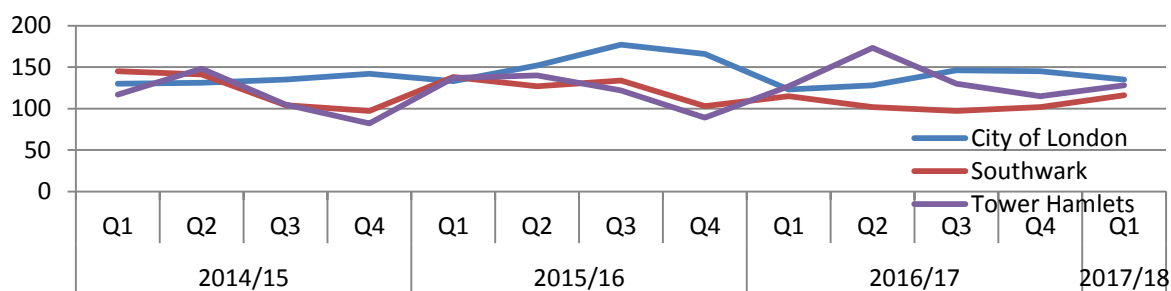
2 Total rough sleeping

During the period 1 April to 30 June 2017 a total of 135 individuals were recorded sleeping rough in the City of London. This is a decrease of 10 people from the previous quarter (7%), this compares to a 6.1% decrease in the overall total number of rough sleepers (2,584) across London, from the previous quarter.

The graph below compares the City of London to Tower Hamlets and Southwark these local authorities have a similar scale of rough sleeping. Southwark reported 116 rough sleepers in the quarter and Tower Hamlets reported 128.

In Southwark, the total number of rough sleepers increased by 13.7% and in Tower Hamlets increased by 11.3% on the previous quarter.

Graph 1: Number of Rough Sleepers

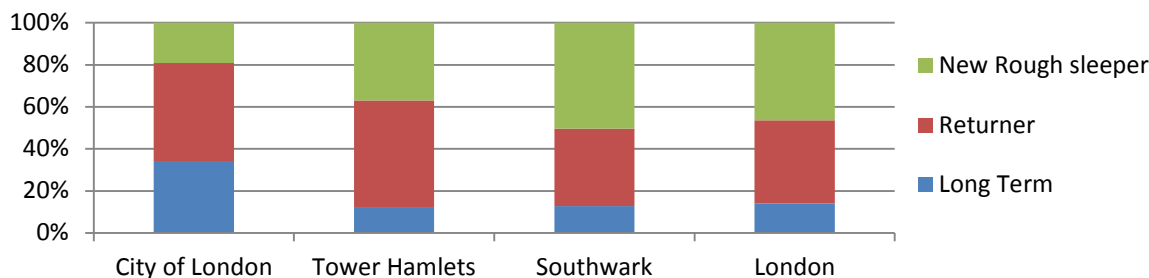


As exemplified in graph 1, the number of rough sleepers tends to fluctuate between the quarters.

The 135 people recorded sleeping rough in the City during the quarter can be broken down as:

- 26 people (19%) were new rough sleepers
- 46 (34%) were longer term rough sleepers described as living on the streets
- 64 (47%) were those who sleep rough intermittently have returned to the streets – either from accommodation or having spent a period outside of London

Graph 2: Composition of rough sleepers in 2017/18 Q1



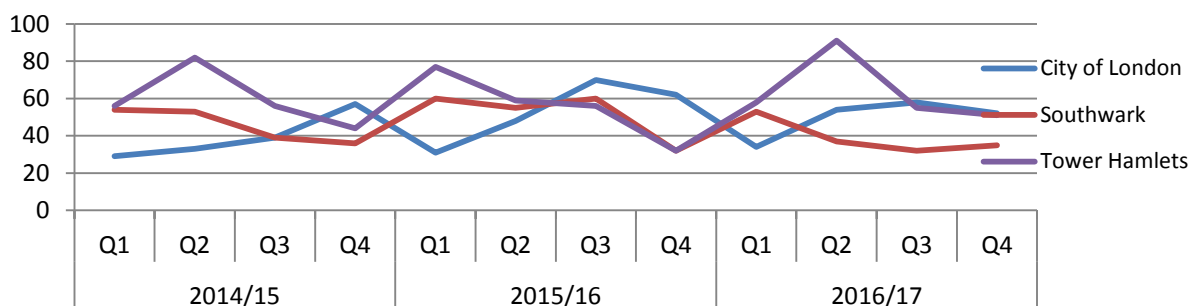
The graph above shows that for this quarter the City of London has much higher proportion of longer term sleepers, compared to its neighbours and London as whole. This composition is explored in more detail in the next three sections.

3 New rough sleepers

During the last quarter there was a 50% decrease in the number of new rough sleepers from 52 people to 26 people. This is also a 24% decrease from the same period last year. The drop is mainly due to having more robust checks in the how rough sleepers are being counted; previous quarters may have overestimated the number of new rough sleepers.

Across London as a whole there was a 12% decrease in the number of new rough sleepers in the past quarter.

Graph 3: Number of New Rough Sleepers

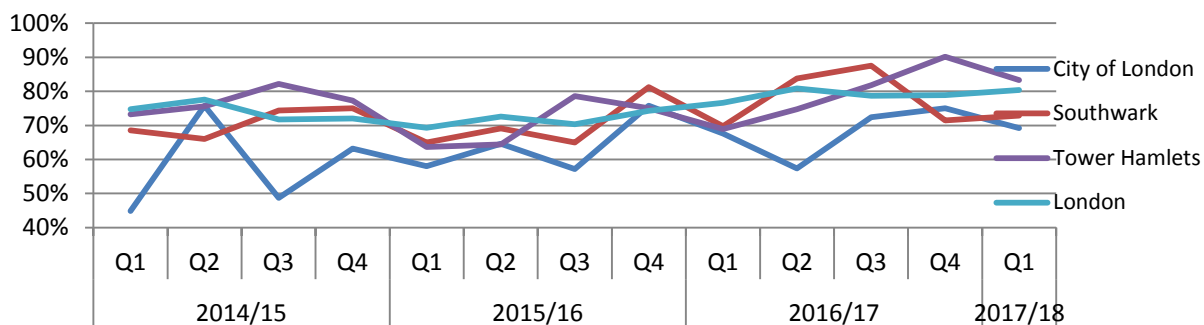


Tower Hamlets saw a decrease in the number of new rough sleepers by 6% but Southwark saw an increase of 69%.

Of the 26 new rough sleepers recorded in the City,

- 18 (69%) spent just one night sleeping rough
- 7 (27%) spent more than two night but not living on the streets
- 1 (4%) joined living on the streets

Chart 4: Percentage of new rough sleepers not spending a second night out



69% spent just one night sleeping rough; this lower than the previous quarter 75%. Across London 80% of new rough sleepers spent just one night out, in Tower Hamlets the proportion was 83% and in Southwark 72%.

Living on the streets (longer term rough sleepers)

The total number of people (46) recorded living on the streets increase from the last quarter (42 people), but fell from the same period last year by 8 people. The number of longer term rough sleepers is also considerably higher than its statistical neighbours, Tower Hamlets (16 people) and Southwark (15 people).

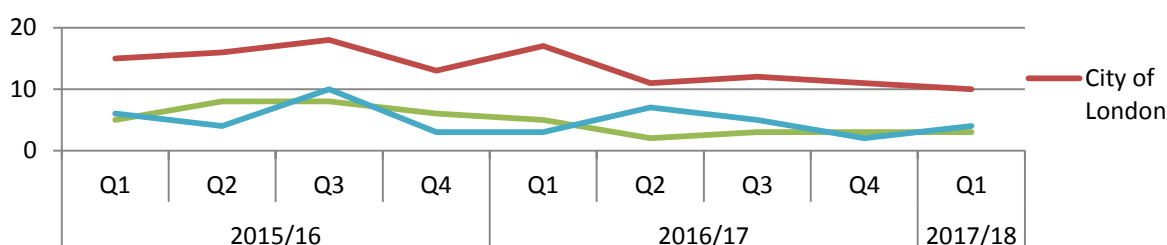
Table 1 Number of longer term rough sleepers

	Q1 2017/18	Change from last Quarter	Change on same period last year
City of London	46	4	-8
Tower Hamlets	16	7	1
Southwark	15	-2	1
London	362	-15	-27

Graph 2 shows that City of London has a higher proportion of longer term rough sleepers (34%). This compares to 14% across London as a whole, and its statistical neighbours Tower Hamlets (13%) and Southwark (13%)

Of those living on the streets 10 are identified among London's most entrenched rough sleepers (known as the RS205). Of which one person was a new rough sleepers. Graph 3, shows although the City of London has a higher number of RS205 compared to its statistical neighbours, this number has fallen since Q1 2016/17 (17 people).

Graph 3: Number of RS205



Intermittent rough sleepers (returner)

During the period 64 people recorded rough sleeping in the City had done so having returned to the streets after a period away. Southwark reported 43 intermittent rough sleepers in the quarter and Tower Hamlets reported 66.

In the City the number of intermittent rough sleepers increased by 23% compared to the last quarter. This increase is mainly due to having more robust checks in the how intermittent rough sleepers are being counted.

Tower Hamlets has also seen an increase in the number of intermittent rough sleepers 22%. In Southwark, there has been a drop of 10%.

Across London as a whole there was a 0.5% decrease in the number intermittent rough sleepers in the past quarter.

38% of this group had one contact, and further 23% had two contacts. London wide 50% of intermittent rough sleepers were seen just once. In Tower Hamlets 45% and Southwark 53% were seen once.

The proportion of City rough sleepers recorded as intermittent (47%) is higher than that of London as a whole (at 40%). In Southwark 37% of rough sleepers are intermittent, and in Tower Hamlets