



Homelessness and Rough Sleeping Sub Committee

Date: MONDAY, 1 JULY 2019

Time: 1.45 pm

Venue: COMMITTEE ROOM - 2ND FLOOR WEST WING, GUILDHALL

Members:

Randall Anderson, Chairman - Community and Children's Services	David MacKintosh, Safer City Strategic Partnership
Tijs Broeke, Police Committee	Alderman Bronek Masojada, Court of Common Council
Mary Durcan, Community and Children's Services Committee	Benjamin Murphy, Community and Children's Services
Marianne Fredericks, Community and Children's Services	Ruby Sayed, Deputy Chairman - Community and Children's Services
Alderman & Sheriff Vincent Keaveny, Court of Common Council	William Pimlott, Community and Children's Services
Paul Kennedy, City Church	Henrika Priest, Community and Children's Services
Natasha Maria Cabrera Lloyd-Owen, Community and Children's Services	Jason Pritchard, Community and Children's Services

Enquiries: Julie Mayer: 02073321410
julie.mayer@cityoflondon.gov.uk

Lunch will be served in Guildhall Club at 1pm

NB: Part of this meeting could be the subject of audio or video recording

**John Barradell
Town Clerk and Chief Executive**

AGENDA

1. **APOLOGIES**

2. **MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT**

3. **MINUTES**

To agree the public minutes and non-public summary of the meeting held on 1st May 2019.

For Decision
(Pages 1 - 8)

4. **ELECTION OF CHAIRMAN**

To elect a Chairman in accordance with Standing Order 29.

For Decision

5. **ELECTION OF DEPUTY CHAIRMAN**

To elect a Deputy Chairman in accordance with Standing Order 30.

For Decision

6. **OUTSTANDING ACTIONS LIST**

Members are asked to note the Committee's Outstanding Actions list.

For Information
(Pages 9 - 10)

7. **PRESENTATION: ST MUNGO'S RECOVERY COLLEGE**

For Information

8. **ROUGH SLEEPING BUDGET 2019/20**

Joint report of the Chamberlain and the Director of Community and Children's Services.

For Information
(Pages 11 - 14)

9. **QUARTER 4 2018/19 ROUGH SLEEPING OUTCOMES REPORT**

Report of the Director of Community and Children's Services.

For Information
(Pages 15 - 20)

10. **DRAFT HOMELESSNESS STRATEGY 2019-23**

Report of the Director of Community and Children's Services.

For Information
(Pages 21 - 62)

11. **'NO FIRST NIGHT OUT' - HOMELESSNESS PREVENTION PROJECT**
Report of the Director of Community and Children's Services.
- For Information**
(Pages 63 - 68)
12. **WARDMOTE RESOLUTIONS AND RESPONSES: HOMELESSNESS AND ROUGH SLEEPING**
Report of the Director of Community and Children's Services.
- For Information**
(Pages 69 - 70)
13. **OPERATION LUSCOMBE UPDATE**
Report of the Commissioner, City of London Police.
- For Information**
(Pages 71 - 74)
14. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**
15. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**
16. **EXCLUSION OF THE PUBLIC**
MOTION – that, under Section 100(a) of the Local Government Act 1972, the public be excluded from the meeting for the following items on the grounds that they involve the likely disclosure of exempt information as defined in Part 1 of Schedule 12A of the Local Government Act
- For Decision**
17. **NEW INTERVENTIONS AND APPROACHES FOR ROUGH SLEEPERS: INTERIM REPORT**
Report of the Director of Community and Children's Services.
- For Information**
(Pages 75 - 92)
18. **QUESTIONS RELATING TO THE WORK OF THE SUB-COMMITTEE WHILE THE PUBLIC ARE EXCLUDED**
19. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT WHILST THE PUBLIC ARE EXCLUDED**

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HOMELESSNESS AND ROUGH SLEEPING SUB COMMITTEE

Wednesday, 1 May 2019

Minutes of the meeting held at the Guildhall EC2 at 11.30 am

Present

Members:

Marianne Fredericks (Chairman)
Tijs Broeke (Deputy Chairman)
Randall Anderson
Mary Durcan
Rev Paul Kennedy
David Mackintosh

Benjamin Murphy
William Pimlott
Henrika Priest
Mark Wheatley

Officers:

Chris Pelham	- Community and Children's Services
Simon Cribbens	- Community and Children's Services
Will Norman	- Community and Children's Services
Simon Young	- Community and Children's Services
Sofia Sadiq	- Community and Children's Services
Tinu Williamson-Taylor	- Community and Children's Services
Russell Pengelly	- City of London Police
Jess Wynne	- City of London Police
Philip Saunders	- Remembrancers

1. APOLOGIES

Apologies were received from Alderman Ian Luder and Dhruv Patel.

2. MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA

There were no declarations.

3. MINUTES

RESOLVED, that – the public minutes and non-public summary of the meeting held on 18th February 2019 be approved.

4. OUTSTANDING ACTIONS

Members received the Sub Committee's outstanding actions list and noted those items which had either been, or would be, discharged on this and future agendas. Members also noted the following updates:

The visits to Dellow, the Lodge and Anchor House had been very insightful and the Chairman asked if they could be repeated, once the new Sub Committee had been elected at the Community and Children's Services Committee on 8th May 2019.

Members had welcomed the briefings to the Ward Motes in March and their resolutions would be presented to Court and Grand Committees for action, in the usual manner.

The Chairman was pleased to report the good response to the Members Breakfast on 18th June at 8.30 am. The Police would also be attending to provide an update on Operation Luscombe.

5. A PRESENTATION FROM PARKGUARD LTD

Members received a presentation from Parkguard Ltd, who provide a community safety patrol service for local authorities and social landlords. Members noted the company's ethos to educate; with enforcement as a last resort, and they had no private sector clients.

The officer explained that, since the Neighbourhoods and Housing Patrol Service had started in the City of London Corporation in 2015, there had been one dedicated officer (with back-up during leave etc.) who had built an excellent relationship with residents, City Corporation staff and the City of London Police. In 2018, this work had extended to accompanying St Mungo's homelessness and rough sleeping outreach workers. The Chairman of the Homelessness and Rough Sleeping Sub Committee had also attended Parkguard patrols.

The Outreach Workers had welcomed Parkguard's support in high risk areas, as had the Police in data gathering. The Parkguard officer also attended multi-agency meetings. The van contained a device for inputting reports at the end of shifts, which also linked to Combined Homelessness and Information Network (CHAIN) data. Members noted that Parkguard officers were vetted and trained by the Police and plans were underway to give them full Community Safety Accreditation Scheme accreditation. Members noted that this accreditation could also be given to similar organisations.

During questions, Members noted the following:

- Police reports would be available by the end of this week, mapping intelligence gathered by Parkguard. Members asked if they could see this data and whether it could be appended in a non-public appendix to future Performance Reports?
- Parkguard's findings had been very similar to those of Operation Luscombe (at agenda item 9 on this agenda); i.e. - in most cases, beggars were not rough sleepers.
- Parkguard had been working with Transport for London in respect of Old Street Station and Members asked if this could be rolled out to Cannon Street?
- The Housing Estates had benefitted from the joint work with St Mungo's outreach workers and the number of rough sleepers in blocks had declined considerably. Following the last extended Severe Weather

Emergency Plan (SWEP), many genuine cases had been given placements.

- The Parkguard Officer was trained in Safeguarding. Intelligence gained on vulnerable clients could be captured in their reports and escalated to the City Police and/or Housing officers in urgent cases.

The Chairman and Members thanked Parkguard for this insightful presentation and their excellent work.

6. **A VERBAL UPDATE ON THE VAGRANCY ACT**

Members received an update on measures related to begging and rough sleeping. The Assistant Directors (Community and Children's Services) had met with the Senior Civil Servant leading on the legislation change and spoken to the Minister for Homelessness. The Directors advised that the Government were keen to consult and engage but, at this time, could not commit to a timescale.

During the discussion the following points were noted:

- Some Members expressed strong views about the need for legal change and modernisation in relation to rough sleeping. Members noted how Operation Luscombe had been successful in taking a longer term view and other forces had expressed an interest in this initiative. However, Police Officers present felt that some form of enforcement powers were necessary in order to protect individuals and the public.
- The City Corporation would benefit from working in partnership with London Councils, who have a strong evidence base. Members noted a debate in the Commons last week and looked forward to future opportunities for the City Corporation to participate in the debate.
- Members noted that the Crisis Charity had considerable evidence and would launch their repeal campaign after the Summer 2019 recess.
- The City Corporation would need to consider its position on begging and rough sleeping prior to gathering documentation about any difficulties with the current arrangements, including on the Vagrancy Act and other Acts. Members accepted that this work could be very resource intensive and suggested that the City Corporation should work in partnership with other agencies, who have been collating evidence, and particularly London Councils. Officers were asked to review and report back on the positioning of boroughs and other parties in London.
- Members accepted that, whilst this was an important piece of work, it should not take precedence over the options appraisal work set out in the following item on the agenda.

7. **OPTIONS APPRAISAL UPDATE REPORT**

Members received a report of the Director of Community and Children's Services which provided an update on the options appraisal work package advertised commercially for the consideration of specialist consultants.

The Chairman asked if officers could consider moving the date of the meeting scheduled for October, to early September, in order to consider the final version of this report at the earliest opportunity.

RESOLVED, that – the report be noted.

8. **ROUGH SLEEPING WINTER CAMPAIGN/ALTERNATIVE GIVING AWARENESS RAISING CAMPAIGN**

Members received a report of the Director of Community and Children's Services which provided an update on the Winter Awareness Campaign and plans for the Alternative Giving Campaign. During the discussion on this item the following points were noted:

Cheapside had been chosen for the 'tap' pilot, given the number of issues in this area. The data from Parkguards, as discussed earlier on this agenda, would help to inform the location of future devices.

This pilot would not be an extension of the GLA's and unique to the City Corporation. The message from the promotion would be to encourage rough sleepers to move off the street.

Officers were engaging with one large Supermarket and Members suggested that this extend to others, once the pilot had concluded.

A PR campaign was planned for the installation and rollout and this would include City Matters; City AM and the Cheapside Business Alliance. Members suggested using local press as much as possible.

RESOLVED, that – the report be noted.

9. **OPERATION LUSCOMBE**

Members received a report of the Chief Inspector, Communities and Partnerships, City of London Police, in respect of Operation Luscombe, which had been developed to tackle begging. Member noted that, in the City of London Corporation, 90% of beggars were not rough sleepers. During the discussion and questions the following points were noted:

- The first Criminal Behaviour Order (CBO) for 3 years had been issued for begging. Although rehabilitation could not be enforced, the individual had engaged with services as a result. Officers asked to be kept advised of any future CBOs. The Police stressed that, whilst CBOs were a resort, sometimes enforcement was the only option available to safeguard an individual and members of the public.

- The hub was most effective when it opened every two weeks and officers were looking at permanent locations.
- There was a new British Transport Police (BTP) Inspector in post at Liverpool Street and collaborative work was continuing. The Chairman asked if the Inspector could be invited to the next meeting.
- The National Standard of Incident Report, as set by the Home Office, placed rough sleeping and begging in the same category.

RESOLVED, that – the report be noted.

10. **ROUGH SLEEPING INITIATIVE WORKSTREAMS UPDATE**

Members received a report of the Director of Community and Children's Services in respect of outcomes related to Central Government funded increases in rough sleeping provision within the City of London.

Members asked if future reports could provide more detail in respect of outcomes; i.e. how many rough sleeping clients had moved off the street and into accommodation.

RESOLVED, that – the report be noted.

11. **DRAFT SAFER CITY PARTNERSHIP STRATEGY 2019-22**

Members received a report of the Town Clerk which provided a context for the draft Safer City Partnership Strategy for 2019-22, currently under development by the Safer City Partnership (SCP). Members noted that, at the time of submission, a number of requested changes and additions were being incorporated into the plan. It was intended that the final version would be approved by the Safer City Partnership on 20 May 2019 and Members' comments and views were invited.

The officer advised that many of the discussions from today's meeting would be captured in the workstreams below the Strategy and an additional resource was in place to co-ordinate the work. The officer advised that the reference to begging and rough sleeping, in the context of anti-social behaviour, would be tweaked to ensure it was factual and not perception-based. Members noted that the Licensing Team were contributing to the Strategy in terms of the night-time economy and the new Alcohol Strategy. Finally, Members were assured that, in line with other City of London Corporation Policies and Strategies, the document would be reviewed regularly.

RESOLVED, that – the report be noted.

12. **Q4 PERFORMANCE REPORT - HOMELESSNESS AND ROUGH SLEEPING**
Members received a report of the Director of Community and Children's Services in respect of the level and nature of homelessness and rough sleeping activity within the City of London during the fourth quarter (Q4) of 2018/19.

Members noted that, whilst the report reflected a turbulent period, the commissioned services were working well. The Assistant Director explained that the number of rough sleepers had seen its largest increase in periods 2 and 3, and had slightly reduced in quarter 4, but this was twice the rate at the same time last year. Members noted that the data included those sleeping in tents and, as CHAIN data covered the whole of London, it would include those not seen again in London. Furthermore, the unwillingness of some clients to identify themselves made them very difficult to track. Members were pleased to note success at Anchor House with some clients without recourse to public funds.

RESOLVED, That – the report be noted.

13. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

There were no questions

14. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

The Chairman thanked Members and Officers for their support and hard work in progressing the objectives of the Sub Committee, since it was established in September 2018.

15. **EXCLUSION OF THE PUBLIC**

RESOLVED, that – Under Section 100(A) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraph 3 of Part 1 (Schedule 12 A) of the Local Government Act.

Item no
16-18

Paragraph no
1,2 & 3

16. **NON-PUBLIC MINUTES**

RESOLVED, That the public minutes of the meeting held on 18 February 2019 be approved.

17. **QUESTIONS RELATING TO THE WORK OF THE SUB COMMITTEE WHILE THE PUBLIC ARE EXCLUDED**

There were no questions

18. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT WHILST THE PUBLIC ARE EXCLUDED**

There were no items.

The meeting closed at 1.10 pm

Chairman

**Contact Officer: Julie Mayer 020 7 332 1410
julie.mayer@cityoflondon.gov.uk**

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Homelessness and Rough Sleeping Sub Committee – Outstanding Actions

May/June 2019 Update

Date added/item	Action	PROGRESS UPDATE /OFFICER
01/05/2019 Visits	To be arranged for the Lodge, Dellow and Anchor House	<i>Invites will start going out after July Sub-committee</i>
18/02/2019 Service Options Appraisal	Officers to proceed with the scoping and research for a bespoke City approach.	<i>Interim report and summary paper submitted to July Sub-committee</i>
01/05/2019 Parkguard	Could Parkguard data be appended in a non-public appendix to future Performance Reports?	<i>Will be appended to October Sub-committee. No performance report at July meeting</i>
01/05/2019 Vagrancy Act	Officers were asked to review and report back on the positioning of boroughs and other parties in London.	<i>Meeting with central Government arranged for 20 June 2019.</i> <i>Simon Cribbens/Philip Saunders</i>
01/05/2019 British Transport Police	Invite new Inspector to a future meeting	<i>Jess Wynne/Russell Pengelly</i>
01/05/2019 Workstreams Update	Members asked if future reports could provide more detail in respect of outcomes; i.e. how many rough sleeping clients had moved off the street and into accommodation.	<i>Outcomes report submitted to July Sub-committee</i>
01/05/2019 Draft Safer City Partnership Strategy – 2019-22	Reference to begging and rough sleeping, in the context of anti-social behaviour, would be tweaked to ensure it was factual and not perception-based.	<i>David Mackintosh</i>

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Committee:	Dated:
Homelessness and Rough Sleeping Sub-Committee	01/07/2019
Subject: Rough Sleeping Budget 2019/20	Public
Report of: The Director of Community and Children's Services and The Chamberlain	For Information
Report authors: Will Norman, Community and Children's Services Louise Said, Chamberlain's Department	

Summary

This report sets out the 2019/20 annual revenue budget for Rough Sleeping and identifies the income streams and costs related to the service. This is summarised in the table below.

Summary of Rough Sleepers Revenue Budget			
	Actual 2018/19 £000	Budget 2019/20 £000	Actual to P2 2019/20 £000
Income	429	718	173
Expenditure	(1,135)	(1,506)	(666)
Net Budget	(706)	(788)	(493)

Recommendation

Members are asked to note the report.

Main Report

Revenue Budget for 2019/20

1. This report sets out the 2019/20 annual revenue budget for Rough Sleeping alongside the 2018/19 actual figures and the amount spent and received in the two-month period to the end of May 2019. The budget is broken down into the various income streams (government grants) and expenditure is explained in terms of major contracts and services in the table below.

Rough Sleeping Budget 2019/20 to Period 2					
	Actual 2018/19	Budget 2019/20	Actual to P2 2019/20	Forecast Outturn 2019/20	Paragraph
	£000	£000	£000	£000	
Local Risk					
Employee expenses	(312)	(371)	(51)	(371)	2
Premises-related expenses	(7)	(0)	(0)	(7)	3
Transport-related expenses	(1)	(3)	(0)	(3)	
Supplies & Services:					
<i>EASL Mental Health</i>	(11)	(14)	(1)	(14)	
<i>Detox/Rehab Pathway</i>	(13)	(40)	(0)	(40)	
<i>Outreach contract</i>	(275)	(275)	(275)	(275)	
<i>Other Commissioned</i>	(78)	(127)	(75)	(127)	
<i>Services</i>	(25)	(25)	(0)	(25)	
<i>Security</i>	(61)	(102)	(13)	(102)	
<i>Professional Fees</i>	(102)	(108)	(40)	(108)	
<i>Grants</i>	(17)	(20)	(0)	(20)	
<i>Winter Campaign</i>	(16)	(11)	(3)	(11)	
<i>Other Supplies & Services</i>	(598)	(722)	(407)	(722)	4
Third Party Payments:					
<i>Hostel Placements</i>	(17)	(15)	(0)	(15)	
<i>SWEP</i>	(123)	(290)	(167)	(290)	
<i>Accommodation</i>	(2)	(15)	(2)	(15)	
<i>Client subsistence</i>	(1)	(13)	(0)	(13)	
<i>Other Third Party Payments</i>	(217)	(410)	(169)	(410)	5
Government Grants:					
<i>Rough sleeping Grant</i>	170	126	126	126	6
<i>Rough Sleeping Initiative</i>	209	367	22	367	7
	379	493	148	493	
Other Grants	50	225	25	225	8
	(706)	(788)	(493)	(795)	
Total Local Risk					

Reasons for significant variations

- Actuals for 2018/19 were less than the anticipated outturn for the current year due to staff vacancies. The 2019/20 budget includes six full-time staff employed via the Rough Sleeping Grant and the Rough Sleeping Initiative Fund.
- This cost relates to accommodation charges for those staff situated in the Barbican Estate Office. These are met from the Rough Sleeping Grant.

4. This budget includes the contracts for Outreach, Enabling Assessment Service London (EASL) Mental Health, Detox/Rehab pathway, security, grants to Providence Row Housing Association/Providence Row /The Lodge and the Winter campaign. The actual for period 2 includes a large commitment of £275,000 in relation to the Outreach Contract that has not yet been paid.
5. Third party payments include the cost of Hostel places, Severe Weather Emergency Protocol (SWEP), Accommodation and subsistence for Rough Sleeping clients. 2019/20 includes a full year cost whereas the 2018/19 actual was for part year only.
6. The budget includes £126,000 unspent grant carried forward from 2018/19 in relation to the Rough Sleeping Grant. This grant was given to enable the City to continue to be a Homelessness Prevention Rough Sleeping Grant area, including: commitment to working closely with the Department to improve the homelessness data and evidence base, which may include participation in the Complex Needs Evaluation and cost research; and working alongside the MHCLG to achieve their commitment to halve rough sleeping by 2022 and eliminate it by 2027.
7. The £22,000 unspent Rough Sleeping Initiative grant was carried forward from 2018/19 along with the current year's allocation of £345,000. This grant is received from the MHCLG and is ring-fenced. The City is required to provide progress reports against outputs, activities, milestones and targets set out in the proposals agreed by the MHCLG.
8. Other grant income comprises £200,000 from Tower Hamlets in relation to the Private Rental Scheme Access Fund and £25,000 contribution towards the No First Night Out project.

Peter Kane
Chamberlain

Andrew Carter
Director of Community and
Children's Services

Contact officers:

Community and Children's Services: Will Norman, Homelessness and Rough Sleepers Service Manager

T: 020 7332 1994
E: will.norman@cityoflondon.gov.uk

Chamberlain's: Louise Said, Senior Accountant

T: 020 7332 1917
E: louise.said@cityoflondon.gov.uk

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Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 01/07/2019
Subject: Quarter 4 2018/19 Rough Sleeping Outcomes Report	Public
Report of: Andrew Carter, Director of Community and Children's Services	For Information
Report author: Will Norman, Head of Homelessness Prevention and Rough Sleeping, Department of Community and Children's Services	

Summary

This report provides outcomes data for rough sleepers in the City of London for Quarter 4 (Q4) 2018/19. The report includes the total number of outcomes as well as the number of individual people assisted. Summary information for the range of services utilised is also included.

All data in this report is derived from the Combined Homelessness and Information Network (CHAIN).

Recommendation

Members are asked to note the report.

Main Report

Background

1. In 2017 the City of London increased its supported accommodation stock for rough sleepers through the introduction of new monies secured by Members. Prior to this, options for rough sleepers were limited to Crimscott St in Southwark, the two Lodge projects and four beds spot-purchased from Tower Hamlets.
2. Rough sleeping numbers in the City of London have increased over the last 12 months, as they have in many areas of Greater London. Table 1 below provides a brief summary:
3. Table 1.

	2017/18	2018/19
Q1	135	125
Q2	140	113
Q3	149	212
Q4	135	213

After recording an initial reduction in rough sleeping over the previous year, we recorded a significant increase in Q3. To some extent this was supported by data returned at our annual Street Count in November (67 compared with 36 in November 2017), although it should be noted that 36 was one of the lowest annual count figures ever returned by the City of London. Subsequent data analysis revealed that significantly more new rough sleepers were arriving in the City, and more people than ever before were refusing to engage with the Outreach team.

Current Position

4. In Q4, 213 individual rough sleepers were recorded in the City. A single individual more than the previous quarter. Despite this static position, monthly data for the same period indicates a minor decrease in the number of individuals recorded, which is further supported if April is included. See Table 2 below. Despite this welcome downturn, it is too early to predict a trend.

5. Table 2.

Jan-19	120
Feb-19	114
Mar-19	113
Apr-19	99

Note that individuals may be seen in more than one month in any given quarter, therefore the monthly figures cannot be totalled.

6. Since August 2018 when the Ministry of Housing, Communities and Local Government (MHCLG) investment arrived through the Rough Sleeping Initiative (RSI) Fund, we have been operating our Assessment Hub at an increased tempo of monthly, up from quarterly. This, along with our existing workstreams helped us achieve outcomes at a greater rate than ever before.
7. Table 3 provides a brief summary of our outcomes, and the following sections break this down into more detail.
8. Table 3.

	Outcomes
Assessment Hubs	41
B&B/temporary accommodation	31
Winter night shelters	5
Hostels	10
No Second Night Out	7
Severe Weather Emergency Provision	29
Total outcomes	123
Individuals helped	62

9. It is important to note that Q4 2018/19 included several Severe Weather Emergency Protocol (SWEP) activations and some rough sleepers are assisted more than once in any given period.
10. **Short-term or 'route off the street' outcomes** – the primary intention is to ensure that the City has an immediate offer of assistance for all rough sleepers. This could be because they are new to the service and we need to assess them, or because the team are seizing an opportunity to work with someone who had previously declined. Placements of this nature can be found in the B&B and temporary accommodation figure, as well as the City Assessment Hubs, No Second Night Out, and for this quarter, SWEP. During Q4 we recorded 81¹ 'off the street' outcomes.
11. We operate an 'in for good' principle, meaning that anyone who we assist, into any form of accommodation, we seek to maintain in accommodation or safely connect to another area.
12. **Mid-term arrangements** – these actions are often the 'move-on' offer from an immediate 'route off the street' outcome. Our preference is usually to source and secure longer-term or settled accommodation directly from the initial offer, but this is not always available in the timeframe and the assessment may not be complete.
13. Destinations for mid-term outcomes will often be Great Guildford St hostel in Southwark, which we use for ongoing assessment or B&B and temporary accommodation placements. As with 'route off the street' outcomes, the Outreach team remain the lead agency for the case.
14. In Q4, 36 people moved into mid-term accommodation, all from a 'route off the street' placement.
15. **Longer-term and settled accommodation outcomes** – this will include referrals into our supported accommodation pathway, assisting people to access the private rented sector (PRS), non-homelessness oriented supported placements such as sheltered living and safely connecting people to areas beyond the City where we expect their homelessness to be resolved.
16. In Q4 six people moved into settled accommodation or were safely connected to another area.
17. **Other service interventions**
 - a. **Street Impact Team (Social Impact Bond Service)** – The Street Impact Team were involved in five of the outcomes achieved in Q4. All five clients remained booked into accommodation at the end of the period.

¹ One person may have more than one 'off the street' outcome in any period

- b. Navigator Service** – This new service is funded by the MHCLG’s RSI Fund and shared with London Borough of Tower Hamlets. Two caseworkers are focusing on long-term rough sleepers across the two areas, with attention to individuals who have been resistant to service offers in the past and/or who are known to services in both areas. This service commenced in April and, although the service has achieved some success, this will be reported in future quarters.
- c. No First Night Out (NFNO)** – The introduction of new funding from the MHCLG RSI Fund has seen the project shift position slightly by reviewing how their successful model can be applied to rough sleepers. NFNO is a homelessness prevention service (a more detailed paper is provided to this Sub-Committee); however, we’re interested in using NFNO to fast-track rough sleepers through a temporary accommodation placement and then on to a PRS tenancy. NFNO’s network of accommodation providers have experience of working with a range of support needs and can provide tenancy preparation, as well as tenancy support. Q4 saw two individuals move from temporary accommodation pending an onward move into the PRS.
- d. No Second Night Out (NSNO)** – The Outreach team made use of three different NSNO Assessment Hubs in the period and transferred seven rough sleepers directly there from the street. At the end of the period, three clients had left the hub in an unplanned way, and four were accessing ongoing support and accommodation.

It should be noted that the Outreach team face challenges in accessing NSNO on a regular basis due to the current demand on these services. Across the seven projects that form the NSNO service, on average, they were open 39% of the time in Q4.

- 18. Safe connections and reconnections** – three people were safely connected or reconnected to another area in the quarter. Two people were reconnected by our Outreach service and a third person was reconnected indirectly via the NSNO Assessment Hub.
- 19. Long-term rough sleepers** – four RS205 (the highest priority designation for rough sleepers) were accommodated in the period. Three accessed hostel accommodation and a fourth is currently placed in temporary accommodation.
- 20. Use of the City Accommodation pathway** – Table 3 showed how the 123 accommodation outcomes were sourced. Table 4 looks at non-SWEP outcomes in more detail, focusing on the performance of the accommodation pathway.

21. Table 4.

Hostels	
St Mungo's Great Guildford St	4
Other supported accommodation ²	2
The Lodge	2
Caritas Anchor House	2
St Mungo's Mare St	0
Riverside King George's	0
Providence Row Dellow Hostel	0
Providence Row Crimscott St	0
Look Ahead Edward Alsop Court	0
Unsupported accommodation³	
B&B	25
Temporary accommodation	6

22. Table 4 demonstrates that we are drawing from alternative supported accommodation providers and B&B in order to provide an 'off the street' offer as well as moving people into mid-term accommodation stays. There was no available capacity in four of our commissioned services, Crimscott St being the exception. This option was not used as the team was unable to match a rough sleeper to the low support specification of the service.

23. **Unplanned exits from accommodation** – we rely on our accommodation provider colleagues to record the reason for departure on CHAIN. This sometimes results in gaps in our data; however, the available data still indicates that there were 33 unplanned exits from accommodation stays. This is usually due to a client abandoning or being evicted. There were 50 planned exits.

24. CHAIN confirms that, on 26 occasions, someone returned to rough sleeping after an accommodation stay. In all 26 cases this followed SWEP or another 'off the street' outcome such as a stay at the Assessment Hub.

Conclusion

25. There was a high degree of achievement in Q4 with the City Assessment Hub and our SWEP provision all functioning well.

26. Due to the expected seasonal fluctuations that we see during winter, Q4 was a typically busy time. The total of 123 accommodation actions is the highest number recorded and is testament to the impact that a monthly Assessment Hub is having, and this coincided with a period of cold weather where SWEP was activated.

² Services not commissioned by the City of London

³ Meaning no on-site support and outreach team remain the lead agency supporting the client

27. Data seems to indicate that, while our services are very effective at providing an initial 'route off the street' for rough sleepers, translating this into sustainable options is more challenging. While we make every effort to ensure that every rough sleeper has an accommodation plan, the timeframe in delivering these and the range of options available does not always meet the expectations of the client.
28. Our more recently procured hostel beds were underutilised this quarter. Beds at King George's, Edward Alsop Court, the Dellow Hostel and St Mungo's Mare St were not accessed, and all remained 100% occupied in the period.

Appendices

- None

Will Norman

Head of Homelessness Prevention and Rough Sleeping
Department of Community and Children's Services

T: 020 7332 1994

E: will.norman@cityoflondon.gov.uk

Committee:	Dated:
Homelessness and Rough Sleeping Sub Committee	01/07/2019
Subject: Draft Homelessness Strategy 2019–23	Public
Report of: Andrew Carter, Director of Community and Children's Services	For Information
Report author: Zoe Dhami, Strategy Officer, Department of Community and Children's Services	

Summary

This report presents the City of London Corporation's draft Homelessness Strategy 2019–23 for endorsement.

This strategy sets out the vision, approach and commitment to tackle homelessness in the Square Mile in all its forms. It aligns to and delivers the aim of our Corporate Plan 2018–23 for a flourishing society in which people are safe, enjoy good health and wellbeing and can enrich their lives and reach their full potential.

The strategy defines the outcomes we will deliver, and these will shape our decision-making, service design, partnerships and resourcing.

Recommendation

Members are asked to:

- endorse the draft Homelessness Strategy 2019–23 set out in Appendix 1.

Main Report

Background

1. Homelessness describes being without a place to call home – whether that means sleeping on the streets, a friend's sofa or in a squat, or occupying accommodation that is temporary, unsuitable, or in which it is not safe to remain.
2. Homelessness presents most obviously in the City of London among those seen sleeping rough on the streets. However, our services also support those at risk of homelessness or who have lost their homes and who seek our help.
3. The scale and nature of homelessness in the Square Mile is driven by and echoes the issues beyond its boundaries. Many of those who seek our help are connected to the City of London through their employment. Those who sleep on our streets have invariably come to the City – whether from other parts of London or the UK, or from outside of the UK.

4. The Draft Homelessness Strategy Supplement (Appendix 2) provides a detailed overview of homelessness in all its forms across England, London and the City of London.
5. The City Corporation is committed to a flourishing society, where people are safe and feel safe, and where they enjoy good health and wellbeing as outlined in our Corporate Plan for 2018–23. Our commitment is backed by a legal duty to prevent and relieve homelessness for some groups, and to secure a home for others. Its delivery draws on our public, private and charitable roles – and the strength of our partnerships across those sectors. Our strategy commits to tackling all forms of homelessness.
6. Operational and strategic partnerships across and beyond the City Corporation are essential to realising the ambitions of this strategy. Internally this includes the work of the Department of Community and Children’s Services (DCCS), the Department of the Built Environment, the Town Clerk’s Department, the City of London Police and City Bridge Trust. Externally, we will work with our resident and worker population, businesses in the City, the health sector, services and policy-makers in local, regional and central government, and the charities, philanthropists and good causes we work with to tackle homelessness.

Draft Homeless Strategy 2019–23

7. The draft Homelessness Strategy explains:
 - what the issues are for homeless and rough sleepers in the Square Mile
 - how we plan to address these issues
 - what we hope to achieve.
8. To develop this draft strategy we engaged and consulted with internal and external stakeholders. Within the DCCS, Homeless and Rough Sleepers, Adult Social Care and Public Health service teams all contributed. Across the City Corporation, City Bridge Trust, Safer City Partnership and the Department of the Built Environment were involved. Partners consulted with outside of the City Corporation include St Mungo’s, the Dellow Centre, City of London Police, Westminster Drug Project, Department for Work and Pensions and faith groups.
9. Those with lived experience were also engaged. A group meeting was set up and facilitated by St Mungo’s in winter 2018.
10. An Equality Impact Assessment has been drafted and is awaiting sign-off.

Vision, aim and outcomes

11. The strategy sets out the City Corporation’s vision, overarching aim and the four outcomes that we will focus on.
12. **The Vision is that:** Homelessness is prevented and, where it occurs, its impact is minimised and the resolution is rapid and sustainable.

13. **The Aim is:** To provide the interventions, services and cross-sectoral partnerships to tackle the causes and impacts of homelessness in the Square Mile, and to deliver the range of effective and rapid responses necessary to secure a sustainable end to homelessness.

14. **The four outcomes that the strategy will deliver on are:**

- Homelessness is prevented
- Everyone has a route away from homelessness
- The impact of homelessness is reduced
- Nobody needs to return to homelessness.

Delivery

15. The City's Homelessness Strategy will govern our approach until 2023. However, in a period of emerging policies and economic change, it is vital that it remains responsive. For that reason, it will be underpinned by a separate action plan that will be refreshed annually.

16. Implementation will be overseen by the Rough Sleeping Strategy Group and reported to the City Corporation's Homelessness and Rough Sleeping Sub Committee.

Next Steps

17. The Draft Homelessness Strategy was endorsed by the Health and Wellbeing Board on 19 June 2019 and Summit Group on 25 June 2019.

18. The strategy will be sent for approval to the Community and Children's Services Committee on 12 July 2019.

Corporate Implications

19. This strategy is a key driver through which the City of London Corporation can fulfil its vision, as outlined in our Corporate Plan for 2018–23, of a 'vibrant and thriving City, supporting a diverse and sustainable London within a globally-successful UK'. The Homelessness Strategy will make a key contribution to delivering the following outcomes of the *City of London Corporate Plan 2018–23*:

- People are safe and feel safe
- People enjoy good health and wellbeing
- People have equal opportunities to enrich their lives and reach their full potential
- Communities are cohesive and have the facilities they need
- Businesses are trusted and socially and environmentally responsible.

20. This plan sits below the DCCS business plan. It contributes to the plan's delivery by mirroring its five priorities and applying them to the specific needs of our population.

21. This strategy also links to the following City Corporation strategies: Housing, Social Mobility, Joint Health and Wellbeing, Social Wellbeing, Alcohol, Safer City Partnership and the Local Plan.

Conclusion

22. The draft Homelessness Strategy 2019–23 is the overarching strategic document that guides services and activities for approaching homelessness in all its forms in the City of London. It outlines the values and principles that guide our work, our vision, and how we intend to achieve it. This report asks members to endorse the draft Homelessness Strategy 2019–23.

Appendices

- Appendix 1 – Draft Homelessness Strategy 2019–23
- Appendix 2 – Draft Homelessness Strategy Supplement

Zoe Dhami

Strategy Officer – Department of Community and Children's Services

T: 020 7332 3002

E: zoe.dhami@cityoflondon.gov.uk

Homelessness Strategy, 2019-23: *Joining the fight to end homelessness*

Definition of homelessness:

Homelessness describes being without a place to call home – whether that means sleeping on the streets, a friend's sofa or in a squat, or occupying accommodation which is temporary, unsuitable, or in which it is not safe to remain.

Why homelessness matters to the City of London Corporation:

The City Corporation is committed to a flourishing society, where people are safe and feel safe, and where they enjoy good health and well-being as outlined in our Corporate Plan for 2018-23. Our commitment is backed by a legal duty to prevent and relieve homelessness for some groups, and to secure a home for others. Its delivery draws on our public, private and charitable roles – and the strength of our partnerships across those sectors. Consequently this strategy commits to tackling all forms of homelessness.

Who we will work with:

Operational and strategic partnerships across and beyond the City Corporation are essential to realising the ambitions of this strategy. Internally this includes the work of the Department of Community and Children's Services, the Department of the Built Environment, Town Clerk's Department, the City of London Police and City Bridge Trust. Externally, we will work with our resident and worker population, businesses in the City, the health sector, services and policy makers in local, regional and central government and the charities, philanthropists and good causes we work with to tackle homelessness.

Our Vision			
<i>Homelessness is prevented, and where it does occur its impact is minimised and the resolution is rapid and sustainable</i>			
Our Aim			
<i>To provide the interventions, services and cross-sectoral partnerships to tackle the causes and impacts of homelessness in the Square Mile, and to deliver the range of effective and rapid responses necessary to secure a sustainable end to homelessness</i>			
Our Outcomes			
Homelessness is prevented <i>Links to Corporate Plan outcomes: 1, 2, 3, 4</i>	Everyone has a route away from homelessness <i>Links to Corporate Plan outcomes: 1, 2, 3</i>	The impact of homelessness is reduced <i>Links to Corporate Plan outcomes: 1, 2, 3, 4, 5, 10</i>	Nobody needs to return to homelessness <i>Links to Corporate Plan outcomes: 1, 2, 3, 4, 5, 10</i>
Our Activities			
<ul style="list-style-type: none"> Deliver specialist advice and prevention services Support social and private sector tenancies at risk Increase supply of and access to homes Address trigger points – e.g. hospital and prison discharge, domestic abuse (DA) 	<ul style="list-style-type: none"> Delivery of specialist outreach services Safe connections to places where homelessness can be resolved Provision of a pathway of emergency, hostel and other temporary accommodation Lobby government re unmet need (NRPF etc) 	<ul style="list-style-type: none"> Review current service provision to ensure it is relevant and a commissioning approach is used to meet unmet need Lower the threshold for access to substance misuse treatment Health services are relevant and accessible Provide alternative giving 	<ul style="list-style-type: none"> Provide specialist accommodation Ensure employment support Ensure tenancy sustainment
What success looks like			
<ul style="list-style-type: none"> No-one who seeks our support when at risk becomes homeless All those who are homeless on our streets have an offer that will end their homelessness No one has to live on the streets of the Square Mile Advice, information and support services enable prevention and access to secure homes A well-resourced strategy delivered in partnership with internal and external partners 			

Introduction

The purpose of this strategy

This strategy sets out the City of London Corporation's (City Corporation) vision, approach and commitment to tackle homelessness in the Square Mile in all its forms.

It aligns to and delivers the aim of our Corporate Plan 2018-23 for a flourishing society in which people are safe, enjoy good health and wellbeing and can enrich their lives and reach their full potential.

The strategy defines the outcomes we will deliver, and these will shape our decision making, service design, partnerships and resourcing. It will ensure our focus – and that of our partners and providers – remains on our vision that:

Homelessness is prevented, and where it occurs its impact is minimised and the resolution is rapid and sustainable.

The homelessness context

Homelessness describes being without a place to call home – whether that means sleeping on the streets, a friend's sofa or in a squat, or occupying accommodation which is temporary, unsuitable, or in which it is not safe to remain.

It is experienced by single people, couples and families with children. It can be a consequence of personal circumstances such as ill health and family breakdown, or wider issues such as unemployment, housing shortage and high housing costs.

It can have significant negative impacts on employment, education, health and wellbeing. In its worst manifestation – rough sleeping – homelessness can result in lasting damage to physical and mental health, and premature death. Homelessness also has significant costs to society and the public purse.

Homelessness presents most obviously in the City of London among those seen sleeping rough on the streets. However, our services also support those at risk of homelessness or who have lost their homes and who seek our help.

The scale and nature of homelessness in the Square Mile is driven by and echoes the issues beyond its boundaries. Many of those who seek our help are connected to the City of London through their employment. Those who sleep on our streets have invariably come to the City – whether from other parts of London or the UK, or from outside of the UK.

The opportunities to prevent and resolve homelessness, and the factors that drive this issue often lie outside of our direct control. Many of the solutions – most notably affordable housing – remain scarce.

Homelessness has increased nationally and regionally with the number of families and individuals approaching their councils for help because they are homeless or threatened with homelessness. At just over 59,000, the number of annual homelessness acceptances were some 19,000 higher across England in 2016/17 than in 2009/10. With a rise of 2 per cent over the past year, acceptances now stand 48 per cent above their 2009/10 low point.

Due to the City of London's small resident community the number of applications for statutory support are few in comparison to other boroughs. In 2018-19 there were 87 approaches made to the City Corporation. Three households were prevented from homelessness and 4 households were

relieved of homelessness by ensuring they had suitable accommodation with a reasonable prospect of it being available for 6 months. There are currently 21 households living in temporary accommodation (TA)¹.

The number of people who sleep rough has also increased. The MHCLG Autumn 2018 Rough Sleeping Statistics report estimated 1,263 people sleeping rough across London on a single night – an increase of 13% on the previous year.

CHAIN² data reported that within the City of London there were 212 people sleeping rough in the quarter three of 2018/19. This is an increase of 41% since the first quarter 1 count.

Homelessness and safeguarding

It is important that the risks of living on the streets are not compounded by agencies failing to provide a timely and appropriate service response in the locality where a person is sleeping rough and is at risk of harm or abuse. There are a range of risks experienced by people living on the streets that expose them to a higher level of vulnerability to harm and abuse, these include: self-neglect, human trafficking and modern slavery.

People who sleep rough may have tenuous links with the locality where they sleep rough and if they have been moving around for some time, or are non-UK nationals, may not be able to evidence that they are ordinarily resident³ in any particular local authority. However, this does not detract from local authority responsibilities under the Care Act to make safeguarding enquiries irrespective of ordinary residence. Further, It is unlawful to refuse to assist a person who for reasons of immigration status may not be eligible for Local Authority services without undertaking a human rights assessment.

What we will do

Working in partnership

The City Corporation can only tackle homelessness by harnessing the strength of its relationships across public, community, charitable and private sectors. Therefore, in pursuing the delivery of our outcomes, the “we” refers to City Corporation services, outreach services, health services, the City of London Police, businesses and others. The City of London Corporation is uniquely positioned, as the financial and commercial heart of the UK, to extend our influence outside of the Square Mile’s boundaries. Where the City Corporation can use its influence to bridge gaps between organisations to support the City Corporation in fulfilling the strategy outcomes, it will do.

However, the work in delivering these outcomes must also be set within regional and national actions being undertaken. The Mayor of London’s aim set out in the London Housing Strategy for 2018 - 22, is to ensure ‘*a route off the streets for everyone who sleeps rough in London*’. The Mayor runs an £8.45m core programme of services, as well as major new services funded by £4.2m of additional investment secured from the Government in late 2016, and a further £3.3m in 2018⁴. These complement the services, including outreach and hostels, provided by many local authorities, and the work of those from the charitable, community, and faith-based sectors.

¹ Figure accurate as of May 2019.

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

³ Ordinary residence is not defined under the Care Act 2014, but usually means where a person lives. Sometimes a person is deemed to remain ordinarily resident in the area where they previously lived.

⁴ Mayor of London, Rough Sleeping Plan of Action, 2018, Appendix 2.

The 2018 Government Rough Sleeping Strategy underpins the national target to halve rough sleeping during this parliament and eliminate it altogether by 2027. The Government's initial funding of £30m (of which London has secured over a third) and £100m secured in total for the next two years is a welcome step. The Government's strategy recognises the need to look beyond rough sleeping to ensure the entire system is working to prevent all forms of homelessness. This has been demonstrated so far through the implementation of the Homelessness Reduction Act. This Act fundamentally changes the way local authorities work to support homeless people in their areas, giving them new prevention responsibilities towards more people⁵.

The Mayor of London has also used the Rough Sleeping Plan of Action to call on Government to look again at some of its policies and legislation, such as welfare reform, and also to address funding gaps in services that are not specific to rough sleeping but have a significant impact on it.

Where the City Corporation is responsible, it will lead on the delivery of actions, and where partners are responsible, then it will work to co-ordinate and support delivery where necessary. The City Corporation will lead on monitoring the implementation of this strategy and reporting its progress.

Our outcomes

Outcome 1: Homelessness is prevented

Prevention ranges from early identification and intervention to crisis responses. Identifying those at risk can be challenging, as some may not approach specialist services or recognise the potential to lose their home. For that reason, it is imperative that the partners collaborating in the delivery of this strategy are able to identify risk and respond or signpost appropriately as early as possible.

It also requires the delivery of the enablers of prevention – stable and affordable housing, improved and increased employability, the ability to afford services such as transport, better health and wellbeing, and access to timely and effective information and advice.

This acknowledges that mental ill health, drug and alcohol support needs, prevalent within the rough sleeping community, can also be the reason a person faces homelessness to begin with.

Our activities

- provide a free, confidential and independent advice and information service for residents, workers and students in the City who need support with issues such as employment, relationships, benefits and housing.
- support and deliver approaches that address the risks of homelessness arising from safeguarding issues, hospital discharge and leaving care or prison.
- work collaboratively to support those with complex and multiple needs.
- support people to stay in their homes – whether in the social or private sector, including help to mitigate the impact of welfare reform.
- support investment, such as through the Local Plan delivery of s106 monies, to deliver new and affordable housing.
- increase access to housing of other tenures.
- increase availability of and access to a range of accommodation options to prevent homelessness.
- improve and increase employability through training, volunteering and employment opportunities, and providing specialist support to those most distant from the labour market.

⁵ See Homelessness Strategy 2019-23 Supplement for details on the HRA.

Outcome 2: Everyone has a route away from homelessness

For those whose homelessness is not prevented, it is imperative there is an offer of service and support that ensures homelessness is a temporary crisis. This requires rapid assessment and identification of the needs and circumstances of individuals and families in order to identify a relevant and effective response.

Not all of those who approach the City Corporation for assistance, or who end up on the streets of the Square Mile, will be able to access our long term services or accommodation. Their homelessness may be best addressed in an area where they have entitlement and connections. In all circumstances we will be clear about the support we can and will offer to provide a route off the streets, and ensure our partners work with us to enable that outcome.

Our activities

- improve access to and increase the range of assessment and temporary accommodation options.
- support reconnection into local services, and develop a clear service offer and approach focused on voluntary reconnection for those from European countries.
- collaborate with the charitable, community and voluntary sectors to maximise the range and impact of services to support those who are homeless.
- deliver local responses to prevent new rough sleepers spending a second night on the streets and work proactively and co-operatively with City of London assessment service and the pan-London No Second Night Out service.
- work with the business, faith and resident community to improve their knowledge of services, provide opportunities to support services, and develop shared solutions to rough sleeping and other homelessness.
- promote Street Link to provide an opportunity for the public and business to report concerns about rough sleepers.
- provide outreach coverage in the City with the capacity to respond every day of the week.

Outcome 3: The impact of homelessness is reduced

Those who find themselves homeless on the streets are intensely vulnerable to crime, drugs and alcohol and at high risk of physical and mental illness, and premature death (these can also be issues for those living in temporary accommodation for long periods of time). Rough sleeping can also have negative impacts on the wider community.

Individuals and households in temporary accommodation can be separated from formal and informal support networks. It can impact negatively on schooling, employment and access to health and support services. For local authorities the cost of temporary accommodation often far exceeds the financial support available to deliver it.

Our activities

- collaborate with partners to deliver physical and mental health services, substance misuse services and adult social care designed around the needs and challenges of those sleeping rough.
- deliver an accommodation pathway, including move-on options, with the capacity and ability to meet the varying and complex needs of rough sleepers.
- maintain an assertive and consistent approach to outreach working.
- discourage and disrupt begging and other behaviours that may sustain people on the streets, and those that cause nuisance.

- support those in temporary accommodation to participate fully in their community and access the support and services they require.
- commission temporary accommodation that provide quality, support and value.

Outcome 4: Nobody needs to return to homelessness

For people with specific needs (mental health or substance misuse), being away from their support system – whether that is formal or informal networks – can be a driving factor to return to the streets.

Good health, employment, social networks and community can contribute to the resilience that ensure people do not return to homelessness. As does the ability to secure and maintain a home that is affordable - especially for those on low incomes, or in receipt of welfare.

Our activities

- work with partner services, including local day centres, to ensure that those who have slept rough develop the skills, such as those focused on employment, to sustain life away from the streets.
- deliver a “housing first” pilot providing a route straight into housing for those entrenched on the streets.
- deliver on-going support through appropriate resettlement services, day centre provision or other interventions.
- work with faith groups and other communities to develop support structures.

Implementation

The City’s Homelessness Strategy will govern our approach until 2023. However, in a period of emerging policies and economic change, it is vital that it remains responsive. For that reason it will be underpinned by a separate action plan that will be refreshed annually.

It’s implementation will be overseen by the Rough Sleeping Strategy Group and reported to the City Corporation’s Homelessness and Rough Sleeping Sub Committee.

There is a Commitment to data collection to develop baselines and measures to track progress against. We aim to measure the impact of this strategy over the short and long term, by collecting real-time feedback and high-quality data from those we work with, in order to assess fully their experience and perceptions of the quality of the interventions and activities they have been involved in.

TO BE INSERTED: HOMELESSNESS STRATEGY PERFORMANCE FRAMEWORK

Links to other strategies

This strategy is a key driver through which the City of London Corporation can fulfil its vision, as outlined in our Corporate Plan for 2018-23, of a ‘vibrant and thriving City, supporting a diverse and sustainable London within a globally-successful UK’. The Homelessness Strategy will make key contribution to delivering the following outcomes of the *City of London Corporate Plan 2018-23*:

1. People are safe and feel safe.
2. People enjoy good health and wellbeing.
3. People have equal opportunities to enrich their lives and reach their full potential.
4. Communities are cohesive and have the facilities they need.
5. Businesses are trusted and socially and environmentally responsible.

This strategy also links to the following City Corporation strategies: Housing, Social Mobility, Joint Health and Wellbeing, Social Wellbeing, Alcohol, Safer City Partnership and the Local Plan.

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HOMELESSNESS STRATEGY 2019-23 SUPPLEMENT



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1. England homelessness policy and legislation

1.1 Homelessness Reduction Act 2017

The Homelessness Reduction Act (HRA) 2017 commenced on 3rd April 2018. The HRA amended the Housing Act 1996, creating new duties on local authorities in England.

The HRA significantly amended homelessness legislation. The Act introduced a number of changes including:

- A strengthened duty to provide advisory services
- An extension to the period during which an applicant considered 'threatened with homelessness'¹ from 28 to 56 days.
- New duties to assess all² applicants (now including those who are not in priority need) and to take reasonable steps to prevent and relieve homelessness.
- These steps will be set out in a personalised housing plan that, wherever possible, must be agreed between the local authority and the applicant.

New legal duties

Households who are statutorily homeless are owed legal duties that fall into three main categories:

1. **Prevention duties** include any activities aimed at preventing a household threatened with homelessness from becoming homeless. This would involve activities to enable an applicant to remain in their current home or find alternative accommodation in order to prevent them from becoming homeless. The duty lasts for 56 days but may be extended if the local authority is continuing with efforts to prevent homelessness.
2. **Relief duties** are owed to households that are already homeless and require help to secure settled accommodation. The duty lasts 56 days and can only be extended by a local authority if the households would not be owed the main homelessness duty.
3. **Main homelessness duty** describes the duty a local authority has towards an applicant who is unintentionally homeless, eligible for assistance and has priority need. This definition has not been changed by the 2017 HRA. However, these households are now only owed a main duty if their homelessness has not been successfully prevented or relieved.

2. Homelessness statistics

The definition of homelessness means not having a home. You are homeless if you have nowhere to stay and are living on the streets, but you can be homeless even if you have a roof over your head.

Types of homelessness are:

1. **Statutory homelessness** - covers all households who are owed a homelessness duty by a local authority. A household is considered statutorily homeless if a local authority decides that they do not have a legal right to occupy accommodation that is accessible, physically available and which would be reasonable for the household to continue to live in. The Housing Act 1996 (as amended by the Homelessness Act 2002, Localism Act 2011 and the Homelessness Reduction Act 2017) determines the legal duties on local authorities towards homeless households and households threatened with homelessness.
2. **Rough sleeping** – the most visible form of homelessness.

¹ See Section 5: Definitions

² Ibid

3. **Hidden homelessness** – those who are not eligible for assistance or have not approached their council.

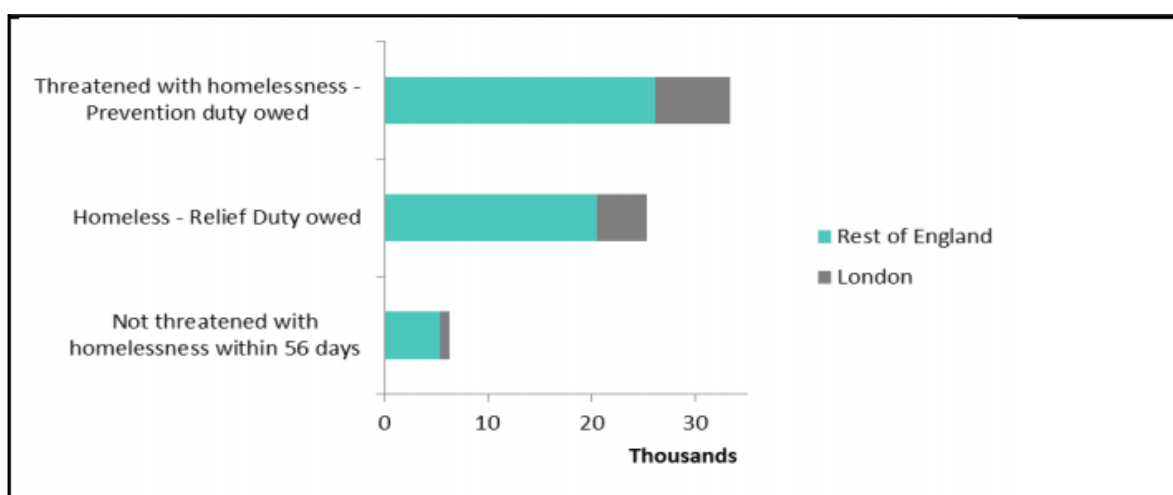
2.1 England and London

2.1.1 Statutory homelessness

Between April to June 2018, 64,960 homelessness assessments were made under the new HRA duties³, and 58,660 households were assessed as being owed a statutory homelessness duty. Of the 58,660 households, 33,330 or 57% were owed a prevention duty, 25,330 or 43% were owed a relief duty. A further 6,300 households were assessed as being not homeless or threatened with homelessness within 56 days⁴.

Total households owed a new prevention or relief duty between April to June 2018 is greater than those owed a main duty between January to March 2018. This is because of the expansion of the definition of statutory homelessness to include those threatened with homelessness within 56 days and the addition of the new duties that are owed irrespective of priority need or intentional homelessness.

Figure 1: Initial assessment of homeless duties owed to households, April to June 2018, England



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

Main homelessness duty

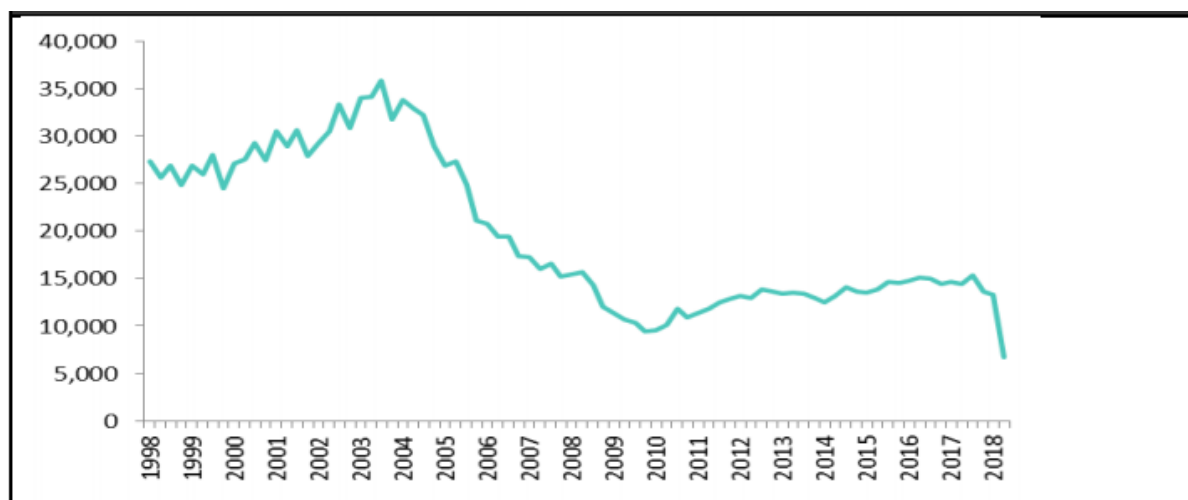
Eligible households who were homeless or threatened with homelessness and assessed as having priority needs before 3rd April 2018 were issued with a decision that they were owed a main duty. After this date, a household is first owed a relief duty or a prevention then relief duty rather than the main duty⁵.

³ [Ministry of Housing, Community and Local Government \(MHCLG\) statutory homelessness April – June 2018: England](#). The statistics in this report are published as Experimental Official Statistics. They are the first set of statistics since commencement of the Homelessness Reduction Act (HRA) on 3rd April 2018 and the first statistical release using Homelessness Case Level Information Collection (H-CLIC) data. The figures in this release are not directly comparable with previously published figures.

⁴ This figure must be treated with caution because 25 local authorities have advised that their data submission includes households who sought local authority help for other reasons than homelessness, and it has not been possible to identify the homeless applicants from within these.

⁵ A main duty decision may be issued on these households, but this decision is only being reported after the relief duty ends in this release. The 56 days required for the relief duty to end before a main duty decision takes effect is significant for this quarter as it will mean the figures on decisions will be lower than expected and in future quarters these are likely to change.

Figure 2: Main duty homelessness acceptances: 1998 to Q2 2018, quarterly England



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

The total number of households owed a main homelessness duty has changed over time from Q1 1998 to Q2 2018. Local authorities made 11,630 main homelessness duty decisions in April to June 2018. This is 57.7% less than in the same quarter 2017. Local authorities accepted 6,670 households as owed a main homelessness duty between April to June 2018 this was 50% lower than January to March 2018. Of the 6,670 owed a main homelessness duty, 1,760 were in London, accounting for 26% of the England total.

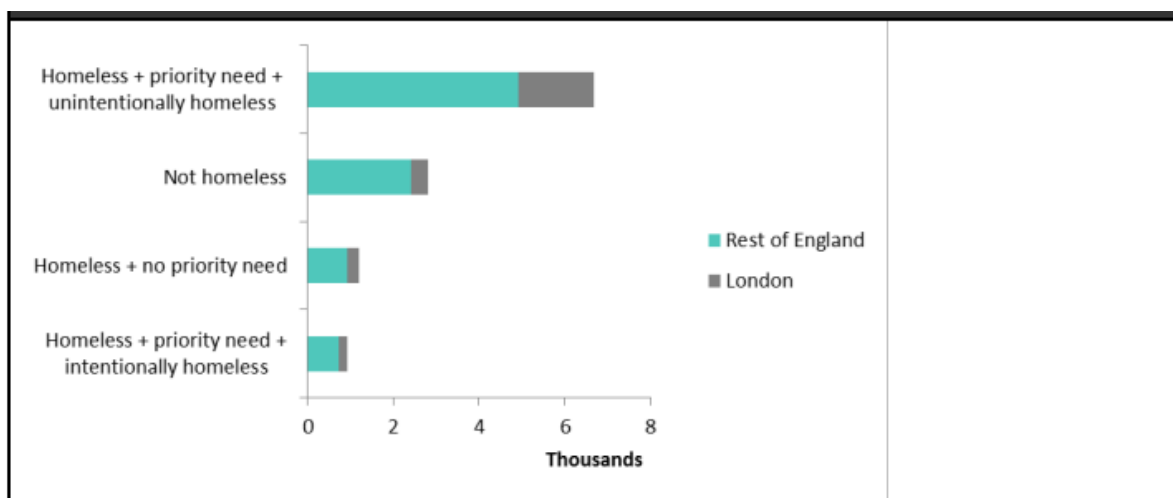
Table 1: Households accepted as owed a main homelessness duty during April to June 2018 with comparisons to previous quarter and year, England, London and Rest of England

	April - June 2018	Previous quarter: Jan – March 2018		April - June 2017	
	Households Accepted	Households Accepted	Percentage change	Households Accepted	Percentage change
England	6,670	13,320	-50%	14,360	-54%
London	1,760	3,380	-48%	4,010	-56%
Rest of England	4,910	9,950	-51%	10,350	-51%

Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

This quarter the number of main duty acceptances is 6,670, which is a new low. However, caution should be taken before using this number as this number is likely to change in future quarters as the new legislation and reporting systems are established.

Figure 3: Main duty decisions: April – June 2018



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

Support needs

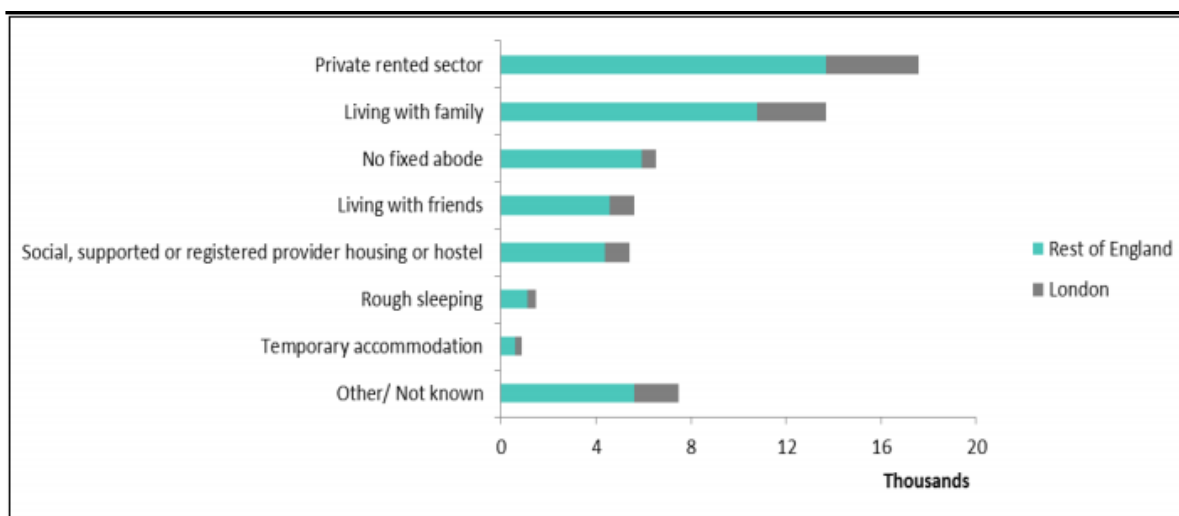
The amended legislation requires local authorities to assess the support needs of homeless households, and consider how these needs might be met as part of their personalised housing plan. Support needs are not characteristics of the household, but instead are areas of additional needs that mean the household requires support to have and sustain accommodation. Where support needs are identified, the local authority should identify the steps to be taken to provide the necessary support as part of the personalised housing plan. Support needs are reported at the household level and more than one support need could be reported per household. Therefore the total number of households receiving support will not match the total number of support needs.

Of the 58,660 households who were owed a homelessness duty, 27,580 households were identified as having support needs. Of these households 40,110 support needs were identified - an average of 1.5 support needs per household. The most common support need identified was a history of mental health problems which was reported by 12,700 of households with support needs. The second largest group was those with physical ill health or disability, identified by 8,190 households. Other notable groups included those with experience of domestic abuse (5,500 households), those with drug (3,090 households) and alcohol dependency needs (2,510 households). Those with a history of homelessness or rough sleeping were identified in 3,960 and 3,240 households respectively.

Accommodation type

The most common accommodation type at the time of approach was private renting (17,570 households), followed by living with family (13,700 households). Private renting represented 30% of all current accommodation types of households assessed as homeless, and living with family represented 23% of households.

Figure 4: Accommodation type at the time of the first local authority approach, April to June 2018, England



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

This holds for both households in London and the rest of England. ‘No fixed abode’ was less commonly used outside of London (only 5,910 out of 6,530 households). Other notable groups included living with friends (5,620 households) and social housing (5,410 households). 1,480 households were rough sleeping at time of application, 340 of which were in London and 1,130 in the rest of England.

Temporary accommodation

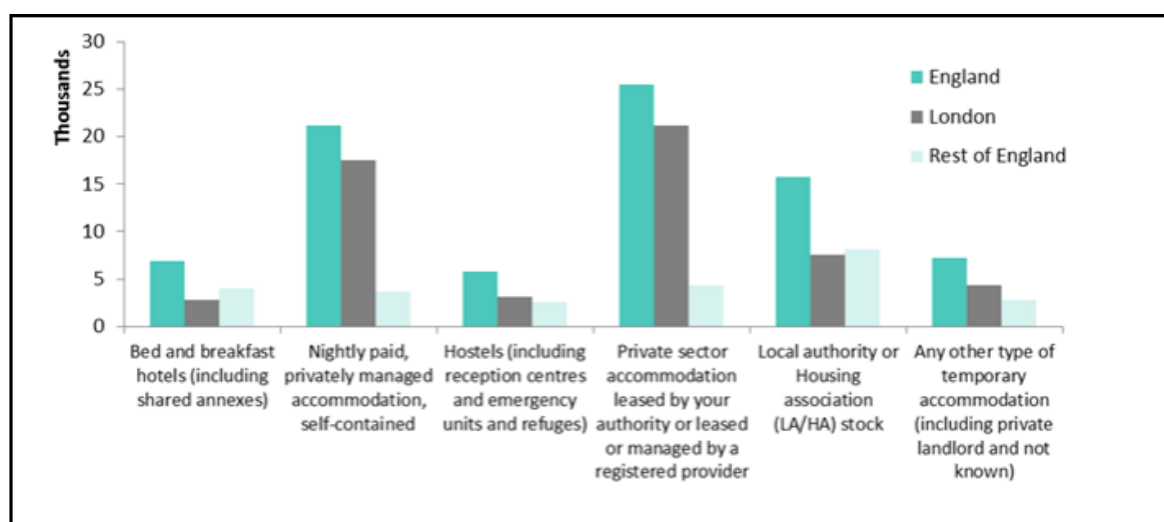
The number of households in temporary accommodation is calculated at the end of the quarter. The number represents a snapshot in time (and not the cumulative total over the quarter). This allows for effective comparison between different quarters. The number of households in temporary accommodation includes households which are:

- Provided with interim accommodation until a decision is reached on whether a main duty is owed under a new application or reapplication
- awaiting a decision on whether a referral has been accepted under local connection arrangements
- undergoing a local authority review or county court appeal
- under a relief duty and priority need so eligible for temporary accommodation under amended 2017 HRA legislation.
- Homeless, eligible for assistance and in priority need and owed the main housing duty under 1996 Housing Act
- intentionally homeless and in priority need who are being accommodated for a limited period.

On 30 June 2018, the total number of households in temporary accommodation arranged by local authorities under homelessness legislation was 82,310. This was 5% higher than a year earlier and up 71% on the low of 48,010 on 31 December 2010. In London the number of households in temporary accommodation at 30 June 2018 was 56,560, 69% of the total England figure.

Comparing the number of households in temporary accommodation to the population size in an area gives a measure of its use. In England there were approximately 3.5 households living in temporary accommodation per 1,000 households at the end of June 2018. There were approximately 15.5 cases per 1,000 households in London and 1.3 cases per 1,000 households in the Rest of England.

Figure 5: Households in temporary accommodation by type of temporary accommodation, 30 June 2018, England, London, Rest of England



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

Of the 82,310 households in temporary accommodation on 30 June 2018, 61,480 households included dependent children. Of the 61,480 households with children, 55,480 (90%) were in self-contained accommodation.

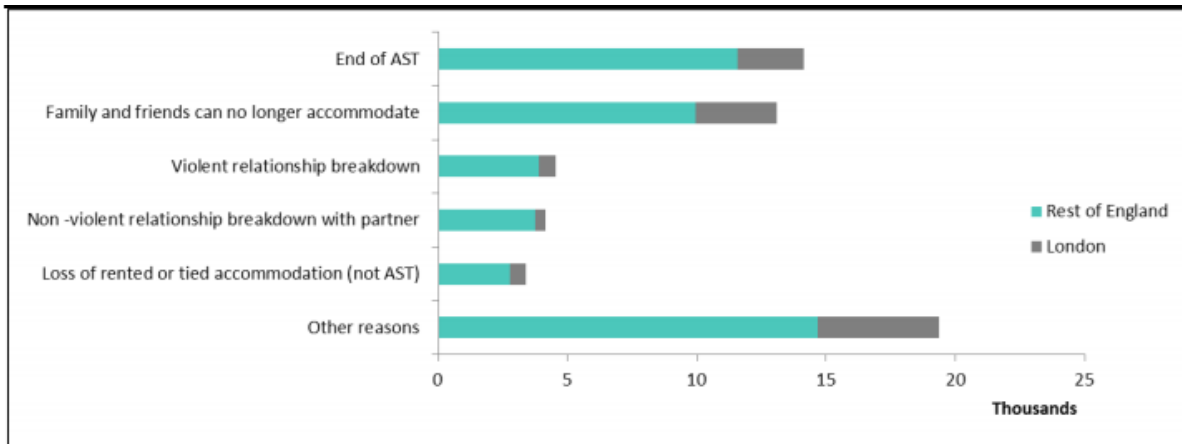
There were 2,560 households in B&B with dependent children, 37% of all households in B&B accommodation. The number of households with children in B&B is down 3% from 2,640 in the same quarter last year and as a proportion of households, this has reduced by 3 percentage points from 40% in the second quarter of 2017. Of the 2,560 households with children in B&B, 900 had been resident for more than the statutory limit of 6 weeks. This is up 14% from 790 on the 31 March 2018 and down 25% from 1,200 on 30 June 2017.

Loss of accommodation

One of the most common reasons for loss of last settled home is the end of an assured shorthold tenancy (AST). ASTs can end for a range of reasons, such as tenant difficulty budgeting, rent increase, reduction in employment income, changes to benefit entitlement, and changes to personal circumstances⁶.

⁶ Caution should be taken when comparing any breakdowns to previous quarters as any changes will reflect the expanded population owed a homelessness duty and the nature of those duties, as well as any change in external pressures impacting on the reasons for people becoming homeless or threatened with homelessness.

Figure 6: Reason for loss of last settled home, April to June 2018, England

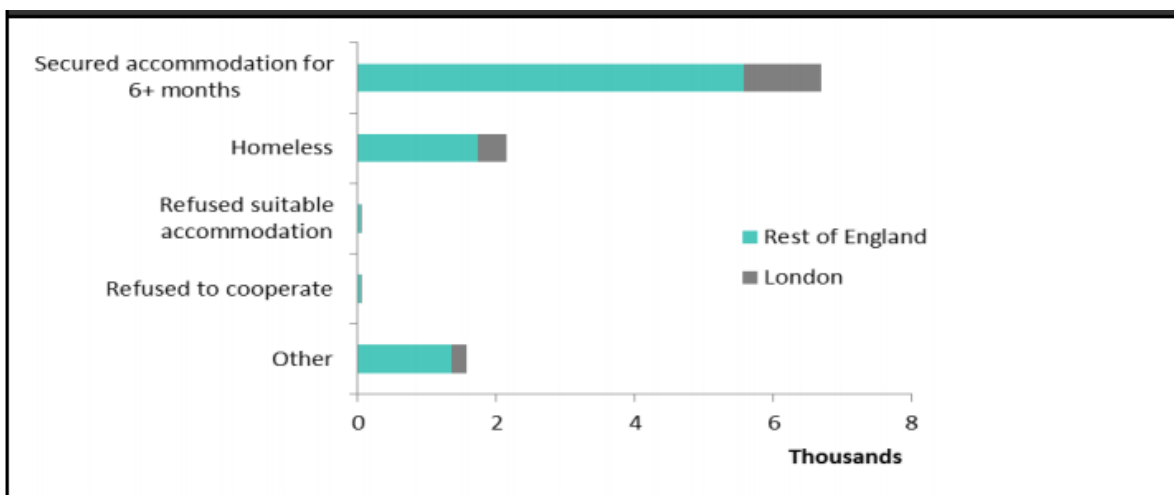


Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

The second largest category for was friends or family no longer willing or able to accommodate the household, which was the reason given for 13,090 households or 22% found to be homeless. Family no longer willing to accommodate was the largest of the two categories with 10,490 households in this category.

Duties ended

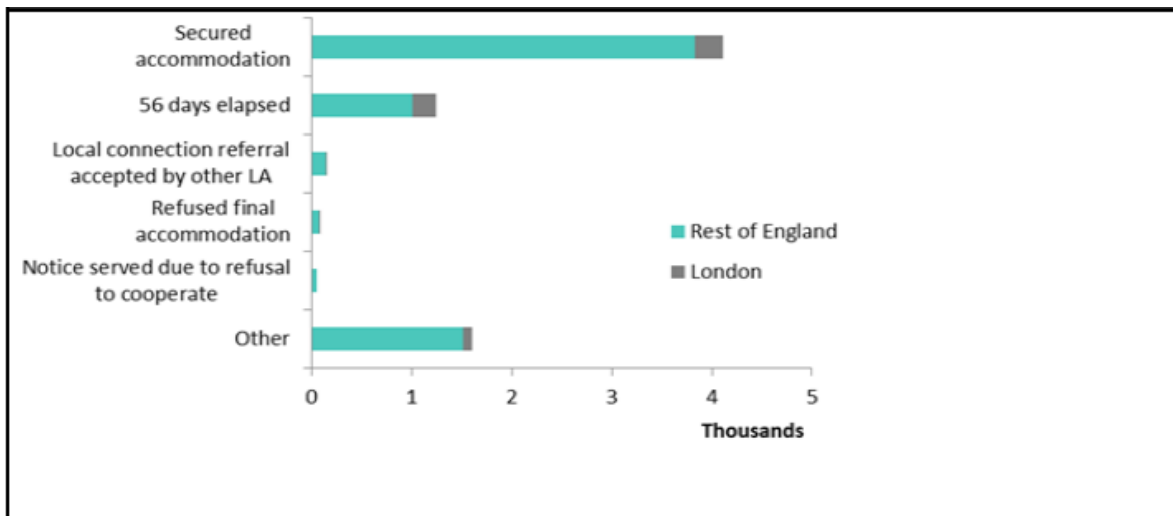
Figure 7: Outcome of prevention duty⁷



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

⁷ A number of local authorities have reported issues collecting or reporting accurately on prevention duties. This also means the overall England total is underreported and should be used with caution.

Figure 8: Reasons for relief duty ended⁸



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

A main homelessness duty was ended for 7,830 households in between April to June 2018. This includes those who had previously been in temporary accommodation or had remained, with consent, in their existing accommodation while awaiting alternative accommodation. This is a 22% decrease from 10,070 in the previous quarter and a 18% decrease from 9,530, during April to June 2017.

Of the 7,830 households, 5,840 were provided settled accommodation (75%). Of these 5,080 accepted a “part 6” offer of a tenancy in local authority or housing authority accommodation and 760 accepted a private rented sector offer, made under the Localism Act power. This is down 24% from the figure of 6,710 in the previous quarter. There were 300 households who became intentionally homeless from temporary accommodation while 840 households (11%) voluntarily ceased to occupy temporary accommodation.

2.1.2 Rough sleeping

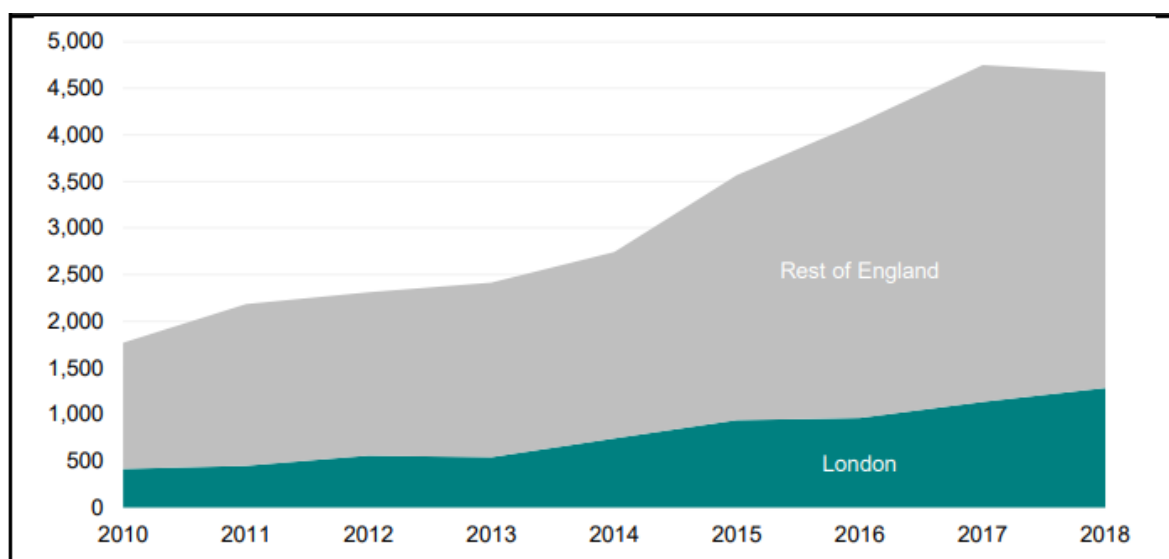
Rough sleeping street counts and estimates are single night snapshots of the number of people sleeping rough in local authority areas. Based on what is most appropriate in their area, local authorities decide whether to carry out a street count of visible rough sleeping, an evidence-based estimate, or an estimate informed by a spotlight street count, where a street count is undertaken in particular locations on the chosen night. All of the available methods record only those people seen, or thought to be, sleeping rough on a single ‘typical’ night.

⁸ As this is a new duty and the data systems on which this information is collected and reported is new a number of local authorities have reported issues recording information. These issues range from local authorities recording this information incorrectly, software issues that mean local authorities are unable to report this data or do not export all relevant cases. This also means the overall England total is underreported and should be used with caution.

Local authorities use a specific definition to identify people sleeping rough. This includes people sleeping or who are about to bed down in open air locations and other places including tents, cars, and makeshift shelters⁹.

Local authorities' street counts and estimates show that 4,677 people were found sleeping rough in England on a single night in autumn 2018. This is down by 74 (2%) from the autumn 2017 total of 4,751, and up by 2,909 (165%) from the autumn 2010 total of 1,768. Of this total, 1,283 people were sleeping rough in London in autumn 2018. This is an increase of 13% from 1,137 in autumn 2017. London accounted for 27% of the total figure for England, compared to 24% in 2017, and 23% in 2016. There were 3,394 people sleeping rough in the rest of England, a decrease of 220 or 6% from 3,614 in autumn 2017 figure. Across the 293 local authorities in the rest of England, 134 or 46% reported an increase, 117 or 40% reported a decrease, and 42 or 14% reported no change, since 2017.

Figure 9: Number of people rough sleeping, England, London and Rest of England, autumn 2010 to autumn 2018



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

Within London boroughs there were larger changes in the number of people sleeping rough than the increase in London as a whole. People sleeping rough in London are likely to move across borough boundaries. Across the 33 boroughs of London, 19 or 58% of local authorities reported increases, 13 or 39% reported decreases, and 1 or 3% reported no change in the number of people sleeping rough since autumn 2017.

⁹ Ibid 3

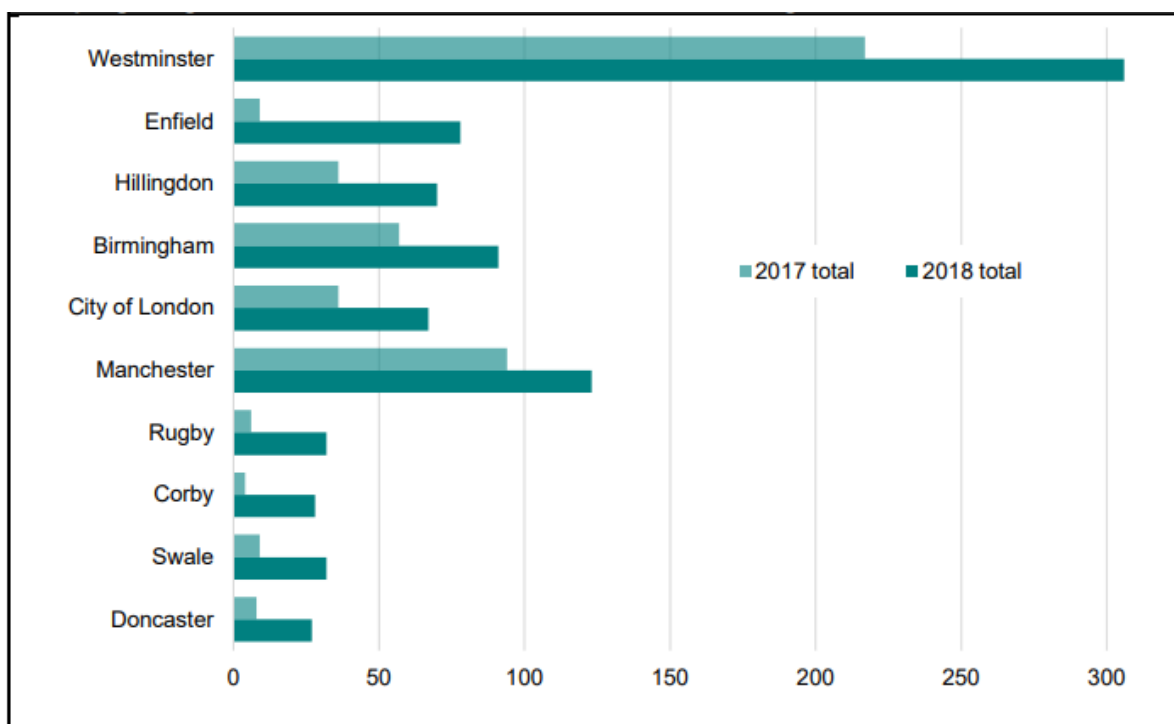
Table 2: Top ten local authorities with the highest number of people sleeping rough England, autumn 2018

Local Authority	Total	Difference since last year	% change since last year	Rate per 10,000 households
Westminster	306	89	41%	26.4
Camden	141	14	11%	13.0
Manchester	123	29	31%	5.7
Birmingham	91	34	60%	2.1
Bristol	82	-4	-5%	4.2
Newham	79	3	4%	7.0
Enfield	78	69	767%	6.0
Hillingdon	70	34	94%	6.4
City of London	67	31	86%	189.6
Brighton & Hove	64	-114	-64%	5.1
England	4,677	-74	-2%	2.0

Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

When comparing across years and between local authorities, there are a range of factors that may impact on the number of people sleeping rough including the weather, where people choose to sleep, movement across local authority boundaries particularly in London, the date and time chosen, and the availability of alternatives such as night shelters.

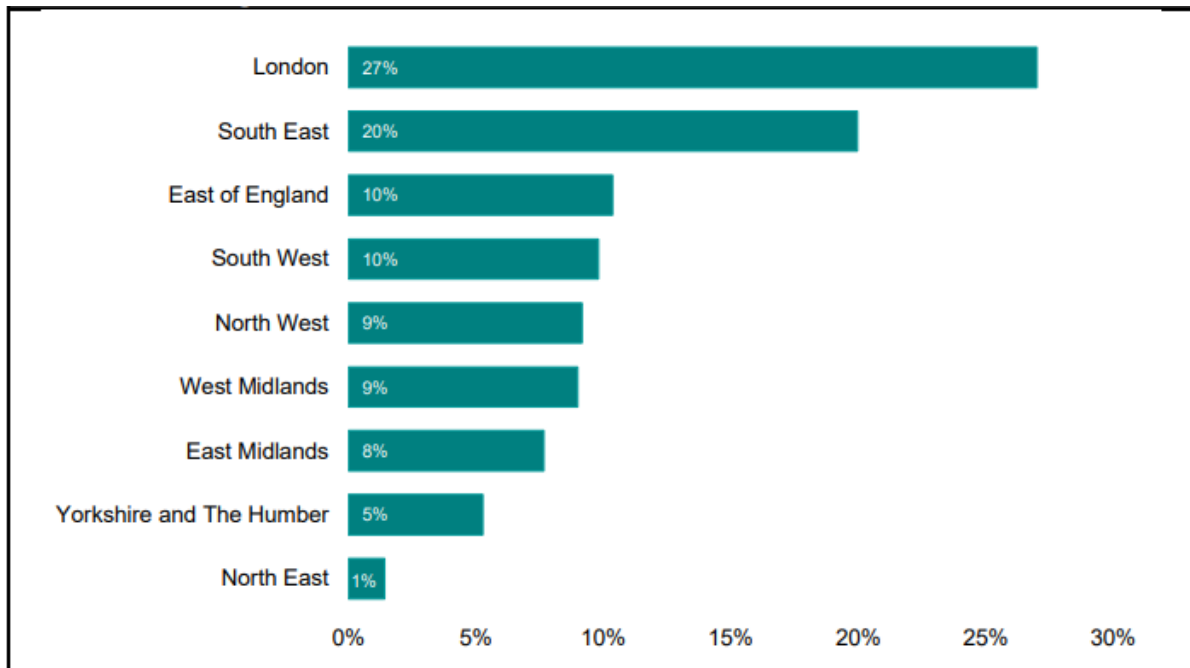
Figure 10: Top ten local authorities with the largest increases in the number of people sleeping rough between autumn 2017 and autumn 2018, England



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

London and the West Midlands were the regions that saw the largest increases in the number of people sleeping rough from 2017. In 2018 there were 1,283 people sleeping rough in London, up 146 (13%) from 2017. In the West Midlands, there were 420 people sleeping rough, up 125 (42%) from 2017. The largest decreases were in the South East and East of England, down by 185 (17%) and 131 (21%) since 2017 respectively. London and the South East accounted for nearly half (2,217, 47%) of all the people recorded sleeping rough in England in the autumn 2018 snapshot.

Figure 11: Percentage of the total number of people sleeping rough by region, autumn 2018, England



Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

Gender, age and nationality

Table 3: Demographics of the people sleeping rough, England, London, and the Rest of England, autumn 2018

	England		London		Rest of England	
Demographics	No.	% of total	No.	% of total	No.	% of total
Gender						
Male	3,937	84%	1,081	84%	2,856	84%
Female	642	14%	162	13%	480	14%
Gender unknown	98	2%	40	3%	58	2%
Age						
25 years or under	296	6%	49	4%	247	7%
26 years or over	3,744	80%	969	76%	2,775	82%
Age unknown	637	14%	265	21%	372	11%
Nationality						
UK nationals	3,013	64%	417	33%	2,596	76%
EU, non-UK nationals	1,048	22%	610	48%	438	13%
Non-EU nationals	153	3%	93	7%	60	2%
Nationality unknown	463	10%	163	13%	300	9%
All	4,677		1,283		3,394	

Source: Ministry of Housing, Community and Local Government (MHCLG) statutory homelessness April – June 2018: England.

2.1.3 Hidden homelessness

Many people who become homeless do not show up in official figures. This is known as hidden homelessness. This includes people who become homeless but find a temporary solution by staying with family members or friends, living in squats or other insecure accommodation. By its very nature, it is difficult to assess the scale and trends in hidden homelessness. Crisis has estimated that there are as many as 380,000¹⁰ hidden homeless people in Britain today. That is almost equivalent to a population the size of Manchester, and one that looks likely to grow, with current trends indicating that it could reach the one million mark by 2020.

Some particular elements of hidden homelessness are amenable to statistical analysis. This includes 'overcrowded' households, and also 'concealed' households and 'sharing' households¹¹.

Concealed households are family units or single adults living within other households, who may be regarded as potential separate households that may wish to form given appropriate opportunity. The English Housing Survey (EHS), Understanding Society Survey and the Labour Force Survey (LFS) ask questions about the composition of the household which enable the presence of 'additional family/single units' to be identified¹².

The numbers of concealed households remain high in England. There were 2.32 million households containing concealed single adults in England in early 2017, in addition to 282,000 concealed couples

¹⁰ The number of single homeless people is estimated to be in the hundreds of thousands at any one time. Only a tiny proportion of these are rough sleepers. Around a quarter are single people staying either in hostels, bed and breakfast accommodation or facing imminent threat of eviction on the grounds of debt. The remaining three quarters form what are known as concealed households, residing with friends or family, but without any explicit right to do so and in accommodation, which is in some way unsatisfactory.

¹¹ [The Homelessness Monitor, England 2018.](#)

¹² These surveys only approximate to the ideal definition of 'concealed households', as they do not necessarily distinguish those who would currently prefer to remain living with others from those who would really prefer to live separately. However, both EHS and USS do enable single adults wishing or expecting to live separately to be identified. Moreover, they may not fully capture all concealed households reliably. For example people staying temporarily and informally with others may not be recorded in household surveys (like EHS) nor respond to individual surveys (like LFS).

and lone parents. The number of adults in these concealed household units is estimated at 3.38 million.

‘Sharing households’ are those households who live together in the same dwelling but who do not share either a living room or regular meals together. Sharing can be considered similar to concealed households, namely an arrangement people make when there is not enough affordable separate accommodation. For example, some ‘flatsharers’ will be recorded as concealed households, and some will be recorded as sharing households, depending on the room sizes and descriptions. That said, shared accommodation may be desired or appropriate for certain groups in the population, including some single young people, and innovative models of ‘managed’ sharing are evolving in a context where welfare cuts and housing pressures are making it likely that sharing will become more ‘normalised’ well into adulthood¹³

A previous long-term decline in shared housing has now been decisively reversed, with sharing now at its highest rate for 20 years. According to the Labour Force Survey, 1.83 per cent of households in England shared in 2017 (Q2), a significant increase on the 1.46 per cent recorded one year earlier. Sharing was most common for single person households (4.2%), but was also found amongst couples (2.1%), and lone parent households (1.6%). Increases in sharing were most marked for families and (single) pensioners.

Sharing is particularly concentrated in private renting (4.8%) but has grown sharply in the social rented sector (from 1.7% to 3.4% in one year). It is much more prevalent (and growing) in London (6.1%), as one would expect, and the next highest regions are the South West (2.6%) and North West (1.6%).

On the most recent figures, 678,000 households (3.0%) were **overcrowded**¹⁴ in England. Overcrowding has remained at a high level since 2009. Overcrowding is less common and declining in owner occupation (1.3%) but much more common in social renting (6.8%) and private renting (5.3%). As with the other housing pressure indicators considered here, there is a much higher incidence in London (across all tenures), with a rate of 7.2 per cent in 2014/15. The next worst region for overcrowding is the West Midlands (2.9%), followed by the South East (2.6%).

Hidden homeless in London

The Hidden Homelessness In London¹⁵ report cited the following groups as likely to be affected:

- Those who aren’t eligible for homelessness support from local authorities but cannot afford housing – young, single people without dependent children, especially young LGBT people.
- Those who are eligible for homelessness support under local authorities’ duty but who don’t apply, or whose applications are turned down because they can’t prove their eligibility – primarily victims of domestic violence and abuse, often women.
- Those with no recourse to public funds, especially asylum seekers.

The Hidden Homelessness in London report has estimated 225,000 young people in London have stayed in an insecure or unsafe place because they had no where else they could call home. There are estimated to be 13 times more people hidden homeless than sleeping rough in London.

¹³ Crisis’ Sharing Solutions Schemes (<http://www.crisis.org.uk/pages/sharing-solutionsschemes.html>) and Thames Reach’s Peer Landlords Scheme (<http://www.commonwealhousing.org.uk/our-projects/peer-landlord-london>).

¹⁴ This is the most widely used official standard for overcrowding. Essentially, this allocates one bedroom to each couple or lone parent, one to each pair of children under 10, one to each pair of children of the same sex over 10, with additional bedrooms for individual children over 10 of different sex and for additional adult household members.

¹⁵ London Assembly, Hidden Homelessness in London, September 2017.

The UK Statistics Authority has consistently expressed concern that the Department's presentation of its measures of homelessness lack clarity about which people are being measured.

2.2 City of London

2.2.1 Statutory homelessness

TO BE INSERTED

- Number residents in private housing
- Number residents in social housing
- Number owner occupied
- Number on housing register
- Number in overcrowded household
- Number applications of households homeless risk of homeless
- Number of acceptances
- Number owed stat duty
- Number owed prevention duty
- Number owed relief duty
- Number of households in TA
- Length of TA stays

2.2.2 Rough sleeping

The following activity data is taken from Combined Homelessness and Information Network (CHAIN)¹⁶ quarterly reports. According to CHAIN 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')"*.

Table 4: 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

Quarter's 3 and 4 of 2018/19 saw an increase in the number of rough sleepers in comparison to quarter's 1 and 2. The total number of rough sleepers in the City remains high at 213. This is largely due to increases in the number of longer term and intermittent rough sleepers reported in the period.

¹⁶ CHAIN is a multi-agency database recording information about rough sleepers and the wider street population in London.

Table 5: Number of rough sleepers' trend - 2018/19

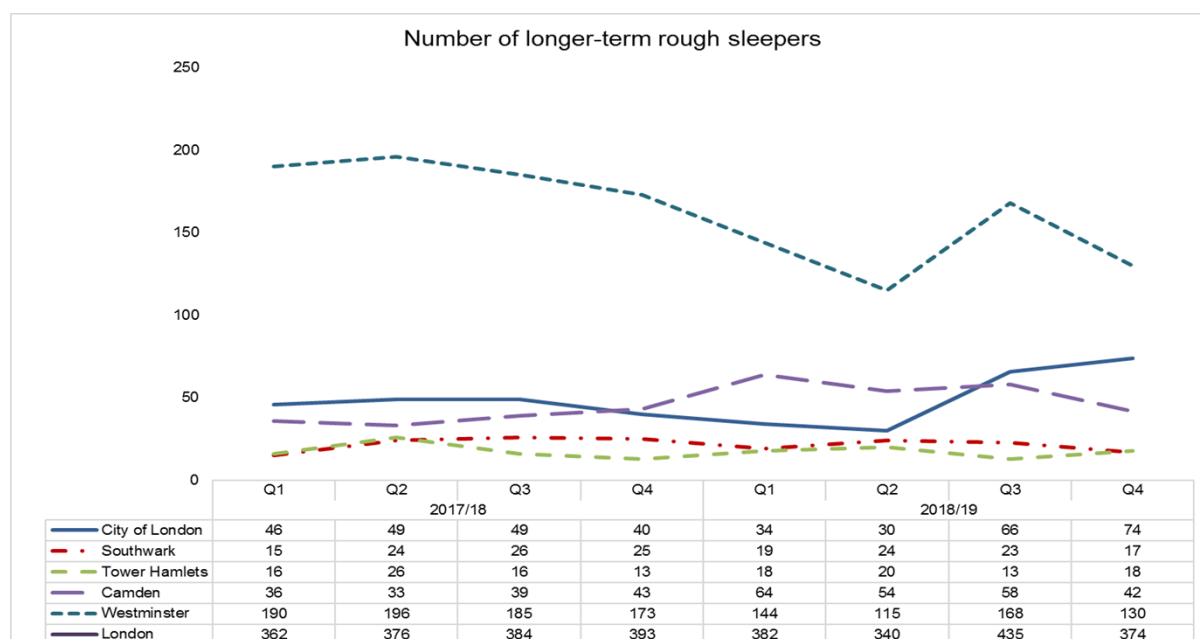
	2018/19				
	Q1	Q2	Q3	Q4	Q3 to Q4 % change
City of London	125	113	212	213	0.5%
Southwark	135	171	152	131	-13.8%
Tower Hamlets	98	137	76	104	36.8%
Camden	248	281	298	298	0.0%
Westminster	774	836	905	986	9.0%
London	2595	3103	3289	3217	-2.2%

Living on the streets (longer-term rough sleepers)

The total number of people encountered who qualify for the Living on the Street cohort increased in quarter four to 74, indicating a 12% increment from quarter three. The number of longer-term rough sleepers is also above that reported for the same period in 2018 (40), indicating an 85% increment in one year.

All other benchmark authorities, bar Tower Hamlets experienced decreases in the proportionate size of this cohort. The number of longer-term rough sleepers is also noticeably higher in the City compared with geographical neighbours, apart from Westminster (Graph 6).

Figure 12: Number of longer-term rough sleepers



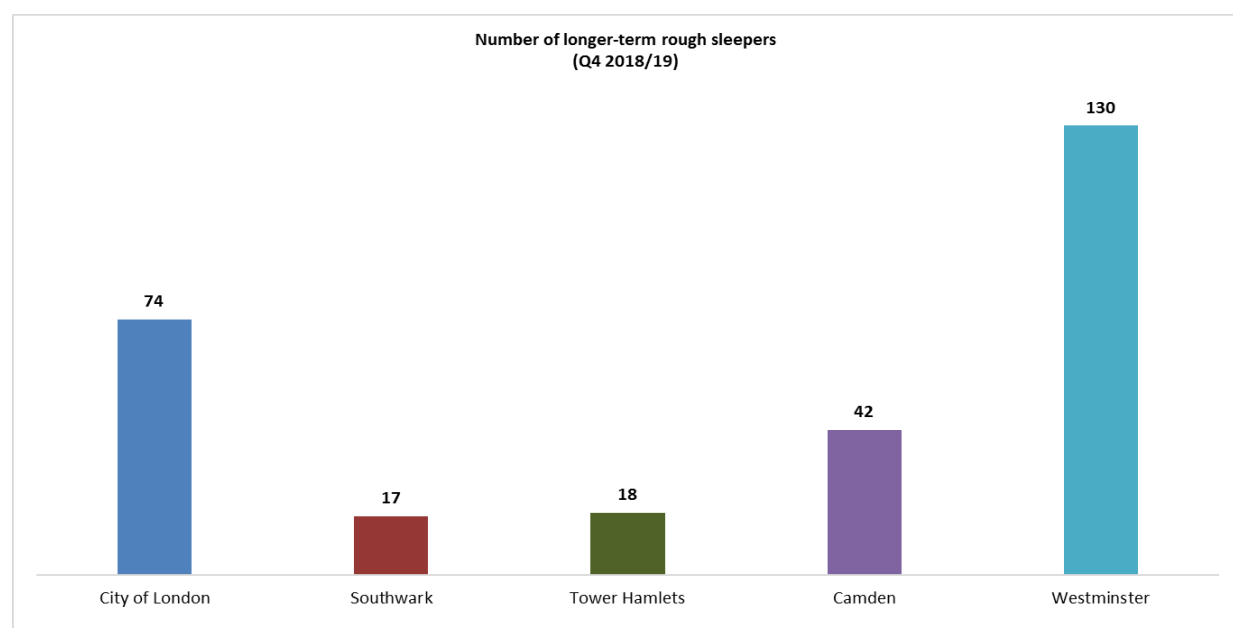
The proportion of longer-term rough sleepers in the City remains higher than benchmark groups. In quarter four this is 35% compared with the London average (12%) and is also above the quarter three average of 31%.

Eleven RS205¹⁷ clients were recorded by CHAIN as sleeping rough in the City during quarter four. This is slightly more than nine reported in quarter two and is the same as that reported in quarter 3 (11). This consistent number is a sign of a good achievement given the number of challenges with this group.

Table 6: Number of longer-term rough sleepers compared with previous period

	Living on the Streets (All) Longer Term	Change from last period	Change on same period last year	Living on the Streets (All) Longer Term	Change from last period	Change on same period last year
	Q3			Q4		
City of London	66	36	17	74	8	34
Southwark	23	-1	-3	17	-6	-8
Tower Hamlets	13	-7	-3	18	5	5
Camden	58	4	19	42	-16	-1
Westminster	168	53	-17	130	-38	-43
London	435	28%	13%	374	-14%	-5%

Figure 13: Number of longer-term rough sleepers reported in Q4



¹⁷ Most entrenched and hard-to-help 205 identified rough sleepers

Intermittent rough sleepers (returner)

Sixty-eight people sleeping rough in the City were not seen regularly on the street and had not returned to the streets over the period of January to March 2019. This represents a 26% increase from the number reported in the previous quarter.

Table 7: Number of intermittent rough sleepers compared with previous period

	Q1	Q2	Q3	Q4	Q3 to Q4 % change
City of London	62	63	54	68	26%
Southwark	63	78	75	63	-16%
Tower Hamlets	49	59	41	44	7%
Camden	114	130	145	152	5%
Westminster	340	433	381	361	-5%
London	1159	1406	1330	1309	-2%

Twenty-seven (46.3%) intermittent rough sleepers had one 'bedded down' contact with outreach workers. Forty-one people had two or more contacts, of which 11 (16%) had two contacts and one person had five contacts during the same period.

The City's 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 8: Proportion of 'bedded down' street contacts made with intermittent rough sleepers – Q4

	City of London	London Average
1 street contact	39.7%	51.3%
2 street contacts	16.2%	25.3%
3 street contacts	22.1%	13.7%
4 street contacts	19.1%	9.2%
5 street contacts	2.9%	0.3%
6 or more street contacts	0.0%	0.2%
Total	68	1309

New rough sleepers

During the earlier part of 2018/19 the City had seen a reduction in the number of new rough sleepers. This changed suddenly in quarter 3, but has dropped again in quarter 4 (99 to 73). Levels of new rough sleepers are still higher than earlier in the year.

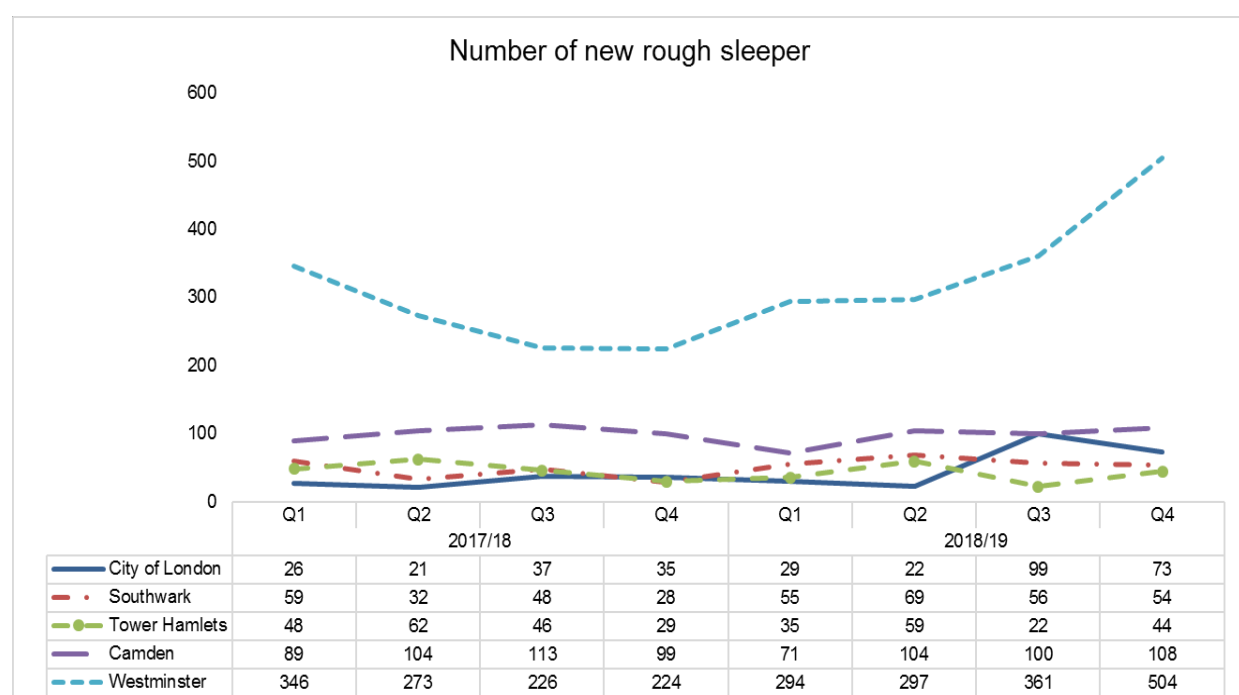
The proportion of rough sleepers who are new remains high in this quarter (Table 4). However, The City also reported the fastest proportionate decrease when compared with other benchmark groups (Graph 5).

Table 9: Proportion of rough sleepers that are new over time

	2017/18				2018/19			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
City of London	19.3%	15.0%	24.8%	25.9%	23.2%	19.5%	46.7%	34.3%

Twenty-two new rough sleepers out of 73 were reported to have spent a second night out, compared with twenty-four in the previous quarter. Two of the 73 new rough sleepers during quarter joined the longer-term living on the street cohort.

Figure 14: Number of new rough sleepers



Rough sleepers not spending a second night out

Fifty-one out of the total of 73 (70%) new rough sleepers did not spend a second night out¹⁸. This indicates that 70% of new rough sleepers did not spend a second night or were not seen again in the period. City's performance for this measure is below the London average (81%), Tower Hamlets (82%) and Westminster (83%). Performance is however in line with that of Southwark (69%) and Camden (70%).

Only two out of the 22 new rough sleepers that spent more than one night out, joined the 'living on the streets' cohort. This is better than 7 reported in quarter 3.

Table 10: Percentage of new rough sleepers not spending a second night out

	2017/18				2018/19			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
City of London	69%	71%	81%	77%	76%	59%	76%	70%
Southwark	73%	75%	69%	64%	62%	78%	77%	69%
Tower Hamlets	83%	81%	76%	83%	71%	76%	64%	82%
Camden	73%	77%	61%	69%	79%	75%	82%	70%
Westminster	75%	78%	75%	71%	82%	78%	83%	83%
London	80%	82%	77%	79%	80%	80%	83%	81%

Detailed trend graphs covering an extended period

Figure 15: Number of rough sleepers

¹⁸ Those who spent a single night out but were not seen rough sleeping again during this period.

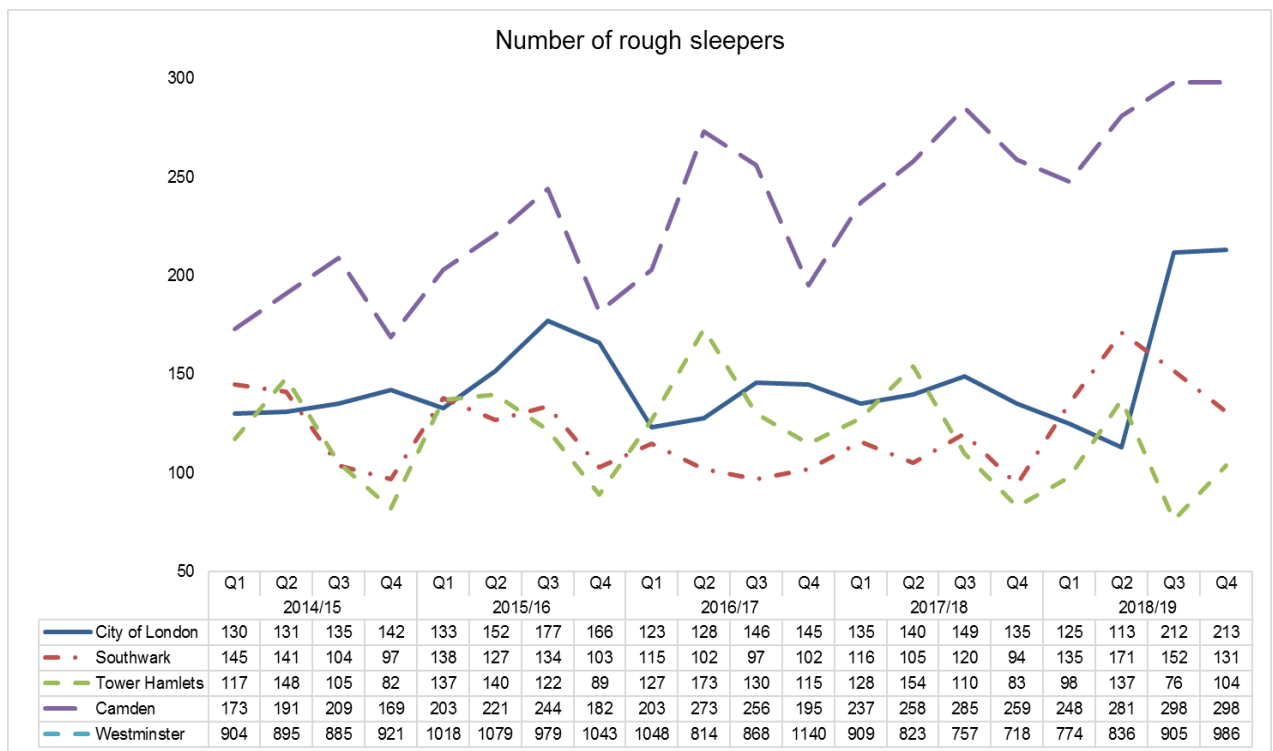


Figure 16: Number of new rough sleepers

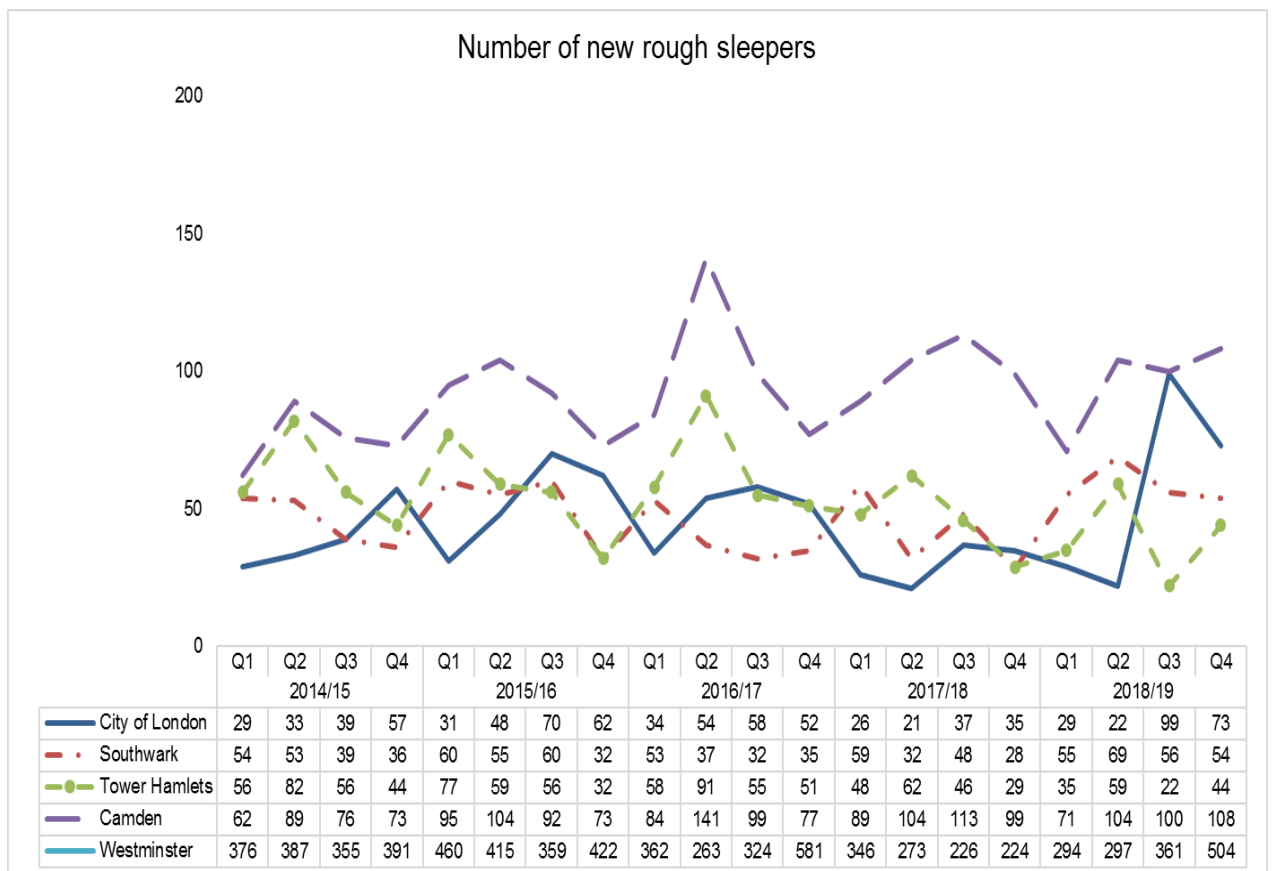


Figure 17: Percentage of new rough sleepers not spending a second night out

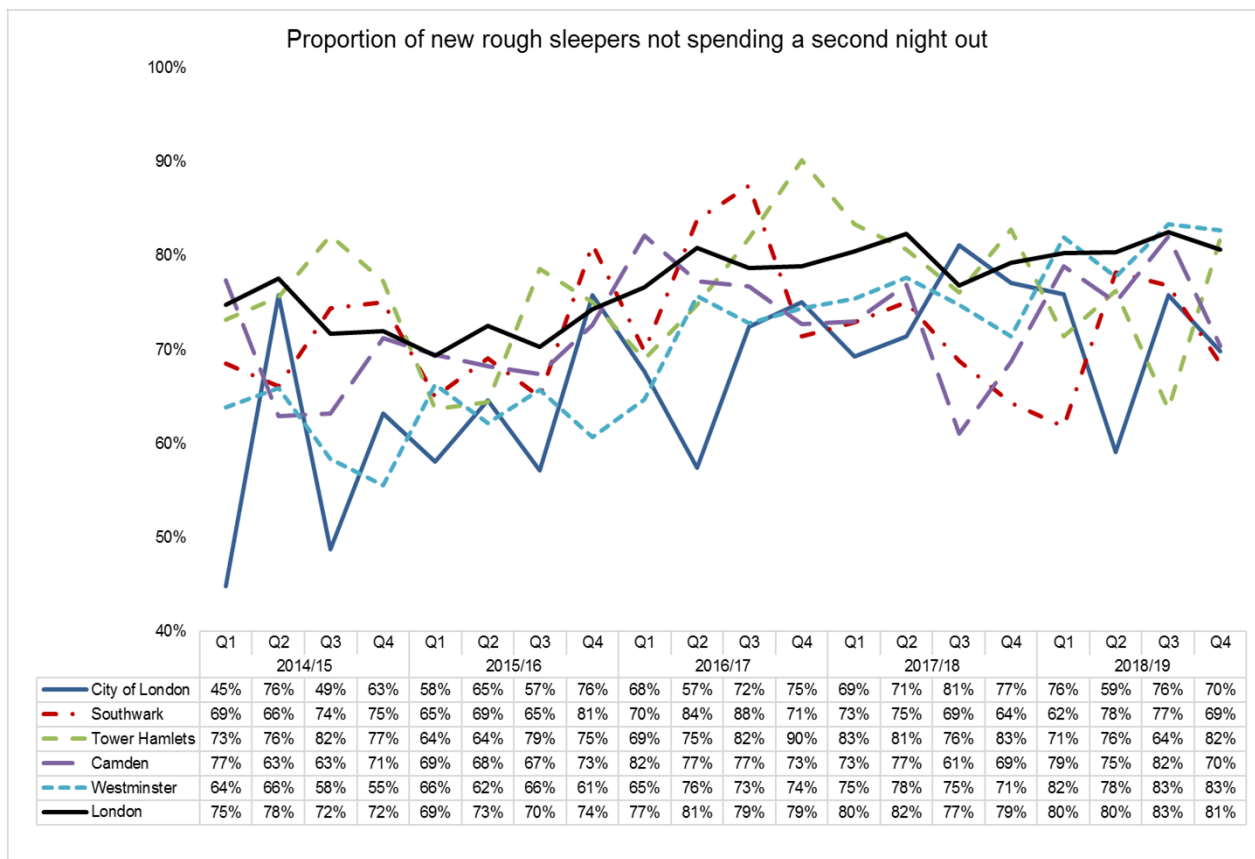
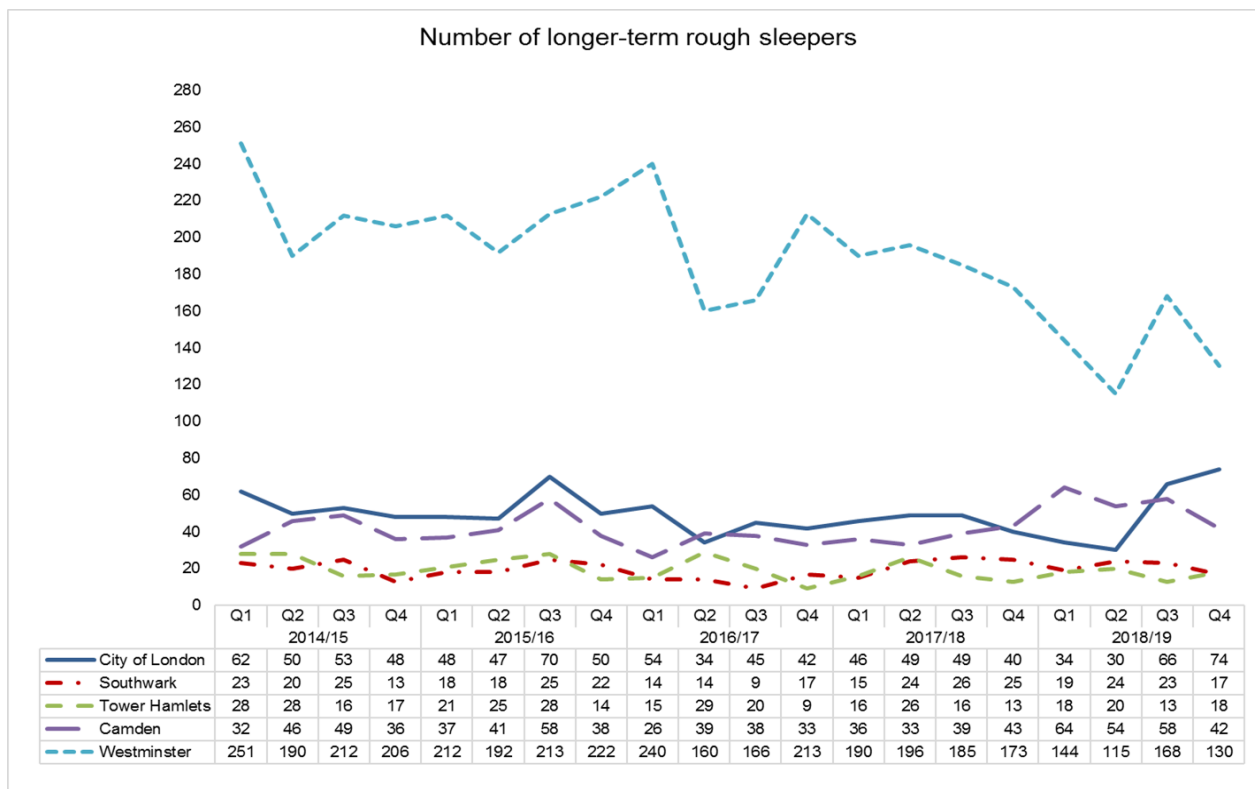


Figure 18: Number of longer-term rough sleepers



2.2.3 Hidden homelessness

TO BE INSERTED – possible to estimate?

3. City of London homelessness provisions

3.1 Current statutory homelessness provision

TO BE INSERTED

- Number of TA available to City
- Location of TA
- Private rental arrangements available
- Prevention and relief services available

3.2 Current rough sleeping provision

Outreach

The City of London commissions St Mungos to provide a specialist rough sleeper outreach service. St Mungos are one of the largest and most experienced providers in their sector who hold several similar outreach contracts with Local Authorities across London and the South East of England.

The current model utilises six outreach workers. One of these is extra to the substantive contract and is funded by the Rough Sleeping Initiative (RSI). There is a further post that coordinates the accommodation pathway, manages the Housing First placement and assists with the organisation of the monthly Assessment Hub. There is a team manager and, since November 2018, a full-time service development manager to assist with the team through the transition to new ways of working. This latter post is an interim measure.

The team undertakes outreach shifts at dawn, during the day and at night. Early shifts start at 6am and late shifts finish around 2am. Shifts take place Monday to Friday and six to nine shifts are undertaken in a typical week.

Referrals are received through Streetlink, but also informally from City of London Officers. New rough sleepers are assisted to access the No Second Night Out hub. The monthly City Assessment Hub week provides further 'off the street' options. On any given night the team has the financial resource and systems in place to guarantee a rough sleeper always has a route into accommodation.

Accommodation

The options available combine existing provision as well as extra arrangements procured after the introduction on new monies in 2017. Table 11 below sets out the current provision.

Table 11: Current City of London accommodation provision

Service	Provision	Detail	Location	Provider	Notes
Great Guildford St	Assessment beds	6 beds	Southwark	St Mungos	High support
Crimscott St	Hostel	22 beds	Southwark	Providence Row Housing Assoc.	Low support
King Georges	Hostel	2 beds	Westminster	Riverside Care & Support	Med-high support
Edward Alsop Court	Hostel	1 bed	Westminster	Look Ahead	Med-high support

Dellow Hostel	Hostel	4 beds	Tower Hamlets	Providence Row Housing Assoc.	Med-high support
Mare St	Hostel	1 bed	Hackney	St Mungos	Low-med support
Anchor House	Hostel	4 beds	Newham	Caritas	Low-med support

The City accommodation pathway currently holds a total of 40 spaces. Three of the four beds at Anchor House are funded in the short term with Cold Weather Funding provided by the RSI. Twenty seven of the available beds can be categorised as low or low/medium support beds. Seven are med/high support and only the six beds at Great Guildford St are currently considered high support. The latter two categories are the only ones suitable for housing complex needs individuals.

The six beds at Great Guildford St are used for assessment purposes. They are an initial route away from the street and a safe and stable situation from which the outreach team can conduct fuller assessments and design service offers. The projects in Southwark and Tower Hamlets are the closest to the Square Mile.

Assessment Hub

Our current position is the provision of a monthly assessment hub. Three hubs per quarter are funded by the RSI until April 2019. As with all RSI funding, a further award for 2019/20 is dependent upon the performance reported during 2018/19.

The Hubs have the capacity to accommodate 10 rough sleepers per night. Successful stays are converted into referrals into the City accommodation pathway, supported reconnections or short-term placements into temporary accommodation pending the delivery of future plans.

St Mungos is responsible for the delivery of the Hubs, with the support of the Providence Row Dellow Centre.

Daytime services

A grant is paid to the Providence Row Dellow Centre to support their work in supporting City rough sleepers.

The RSI currently funds a worker at the Dellow Centre who links in with the Assessment Hub and continues casework with City clients between hubs. City rough sleepers who visit the Dellow Centre have access to the wider service offer available at the centre. This includes meals, bathing, benefits advice and access to computers.

Specialist input

This area covers professional disciplines not delivered by the outreach team.

Substance misuse services are provided by Westminster Drug Project (WDP) as part of its contract with Public Health. Substance misuse professionals undertake outreach shifts alongside St Mungos workers and attend Tasking & Action meetings where referrals can be made. The main options are substitute prescribing or referrals into detox/rehab programmes. There are currently no low threshold prescribing services available to rough sleepers in the City. Needle exchange is available at the Dellow Centre and a single pharmacy within the Square Mile.

Mental health needs have been met for some time by collaboration with East London Foundation Trust (ELFT), so the outreach team have access to a nurse practitioner. Referrals can be made through Tasking & Action meetings and the practitioner undertakes a regular shift with the St Mungos team. Clients in need of assessment or treatment are linked into an Approved Mental Health Professional

(AMHP) or consultant who can arrange referral or admission under the Mental Health Act. The outreach team will also refer to the City of London Police mental health Triage Service for rough sleepers in need of a more immediate response.

Physical health needs are currently met by mainstream primary care services. Outreach workers will assist clients with accessing GP's, A&E or outpatient appointments as required. There is a single GP practice within the Square Mile.

4. Strategy development

4.1 Engagement

Group or individual meetings were held with the following stakeholders:

- DCCS Homelessness and Rough Sleepers
 - Service Manager
 - Rough Sleeper Coordinator
 - Advice & Homelessness Officers
 - NO First Night out Project Manager
 - NO First Night out Pathway Coordinator
- DCCS Adult Social Care, Service Manager
- DCCS Public Health, Public Health Consultant
- Built Environment
- City Bridge Trust
- City of London Police
- Westminster Drug Project, Service Manager
- Department of Work and Pensions, Partnership Manager
- Faith group, Reverend, Diocese of London
- St Mungo's
 - Service Development Manager
 - Head of Outreach
- Dellow Centre
 - Head of Advice and Support Services
 - Enterprise and Training Manager
- Lived experience
 - Arranged and led by St Mungo's

4.2 National evidence informing and confirming local engagement

Desk research was conducted to inform the strategy and support stakeholder findings. This included:

- Rough Sleeping, England, Briefing Paper, House of Commons, 2019
- Hidden Homelessness in London, London Assembly, Housing Committee, 2017
- Homelessness Reduction Act 2017, Policy and Briefing, Shelter, 2018
- Rough Sleeping Strategy, Ministry of Housing, Communities and Local Government, 2018
- Creating the Change, Homeless Link, 2018
- Everybody in: How to end homelessness in Great Britain, Crisis, 2018
- Rough Sleeping Plan of Action, Mayor of London, Greater London Authority, 2018
- London Housing Strategy, Mayor of London, Greater London Authority, 2018

4.3 Consultation

A task and finish group met regularly through the development of the strategy. The group included:

- Assistant Director Partnerships & Commissioning
- Homelessness & Rough Sleepers Service Manager
- Head of Strategy & Performance
- Corporate Strategy Manager
- Assistant Director (People)
- Head of Community Safety
- Strategy Officer

5. Definitions

Eligibility: An ineligible applicant is excluded from homelessness assistance because they are a person from abroad who is subject to immigration control, who does not fall within a category of people from abroad prescribed within regulations made by the Secretary of State as being eligible. Eligibility is an extremely complex aspect of the legislation, and more information is available in Chapter 7 of the Homelessness Code of Guidance.

The Homelessness Reduction Act (HRA) 2017: This act commenced on April 3 2018, and amended Part 7 of the Housing Act 1996 ("the 1996 Act"), and the Homelessness (Suitability of Accommodation) (England) Order 2012. It placed duties on local housing authorities to intervene at earlier stages to prevent homelessness and to take reasonable steps to help those who become homeless to secure accommodation. The HRA provisions require local housing authorities to provide homelessness advice services to all residents in their area and expands the categories of people who they have to help to find accommodation. A Code of Guidance on the homelessness legislation, updated to incorporate the requirements of the Homelessness Reduction Act 2017, is available at: <https://www.gov.uk/guidance/homelessness-code-of-guidance-for-local-authorities>.

Threatened with homelessness: Following the introduction of the HRA, an applicant is threatened with homelessness if it is likely they will become homeless within 56 days, or if they have been served with a valid Section 21 notice to end an Assured Shorthold Tenancy which expires within 56 days. Prior to the introduction of the HRA an applicant was accepted as owed duties if they were threatened with homelessness within 28 days.

Prevention Duty: The new prevention duty is owed to eligible households threatened with becoming homeless within 56 days, The duty is owed irrespective of local connection, priority need (see below) or intentional homelessness, and lasts for up to 56 days. The local authority may choose to extend the prevention duty beyond 56 days if the applicant has not yet become homeless, in order to continue activities to prevent their homelessness. The duty is to take reasonable steps to prevent the applicant from becoming homeless. These steps are set out in a personalised housing plan which is, wherever possible, agreed with the applicant.

Relief Duty: The new relief duty is owed to eligible households who are actually homeless, irrespective of priority need or intentional homelessness, and lasts for up to 56 days. The local authority may only extend the relief duty beyond 56 days if the household is not owed the main homelessness duty. The duty is to take reasonable steps to relieve the applicant's homelessness by taking reasonable steps to help secure suitable accommodation that will be available for at least 6

months. These steps are set out in a personalised housing plan which is, wherever possible, agreed with the applicant.

Main homelessness duty acceptance: A household who is accepted by the LA as eligible for assistance, unintentionally homeless and falling within a priority need group (as defined by homelessness legislation - see below) during the quarter are referred to as “main duty acceptances”. The main homelessness duty is to secure accommodation until such time as the duty ends, usually through an offer of settled accommodation.

Priority need: The legislation provides that some categories of applicants have a priority need for accommodation if homeless, whereas others do not. Applicants who have priority need include households with dependent children or a pregnant woman, people homeless due to fire, flood or other emergency, and people who are particularly vulnerable due to ill health, disability, old age, having been in care or as a result of having been in custody or care, or having become homeless due to violence or the threat of violence. A full explanation of priority need groups and assessments is contained in Chapter 8 of the Homelessness Code of Guidance.

Households for whom a duty is owed, but no accommodation has been secured: these are households who have been accepted as being owed a homelessness accommodation duty and for whom arrangements have been made for them, with consent, to remain in their existing accommodation (or to make their own arrangements) for the immediate future. This was previously referred to as “Homeless at Home”. Before the second quarter of 2005, figures were also collected on those potentially in this category but whose application was still under consideration pending a decision.

Self-contained accommodation: this includes all temporary accommodation where the household has sole use of kitchen and bathroom facilities, including property held by local housing authorities, registered social landlords and private sector landlords. A distinction is made between this type of accommodation and accommodation where such facilities are shared with other households (i.e. bed and breakfast, hostels and women's refuges).

Temporary accommodation: households in temporary accommodation (secured by a local housing authority under their statutory homelessness functions). The majority of households in temporary accommodation have been placed under the main homelessness duty to secure suitable accommodation until the duty ends, usually through an offer of a settled home. However, the numbers also include households owed a relief duty and provided with interim accommodation, households provided with accommodation pending a decision on their homelessness application, households pending a review or appeal to the county court of the decision on their case, or possible referral to another local authority, and households found to be intentionally homeless and in priority need who were being accommodated for such period as would give them a reasonable opportunity to find accommodation for themselves.

People sleeping rough: are defined as follows for the purposes of rough sleeping street counts, evidence-based estimates, and estimates informed by a spotlight street count:

People sleeping, about to bed down (sitting on/in or standing next to their bedding) or actually bedded down in the open air (such as on the streets, in tents, doorways, parks, bus shelters or encampments). People in buildings or other places not designed for habitation (such as stairwells, barns, sheds, car parks, cars, derelict boats, stations, or “bashes” which are makeshift shelters, often comprised of cardboard boxes). The definition does not include people in hostels or shelters, people in campsites or other sites used for recreational purposes or organised protest, squatters or travellers.

Bedded down: is taken to mean either lying down or sleeping.

About to bed down: includes those who are sitting in/on or near a sleeping bag or other bedding.

Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 01/07/2019
Subject: No First Night Out Homelessness Prevention Project	Public
Report of: Andrew Carter, Director of Community and Children's Services	For Information
Report author: Kirsty Lowe, No First Night Out Project Manager, Department of Community and Children's Services	

Summary

The purpose of this report is to update members on the City of London (City) led homelessness prevention service, No First Night Out (NFNO), funded by the Ministry of Housing, Communities and Local Government (MHCLG) Rough Sleeping Grant, Rough Sleeping Initiative and, most recently, Private Rented Sector (PRS) Access fund. NFNO provides a service to City and London Borough of Tower Hamlets (Tower Hamlets) residents who are at risk of homelessness or who are currently rough sleeping, and assist clients into secure accommodation.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. The NFNO project was first commissioned by the MHCLG in April 2016 through the Rough Sleeping Grant.
2. City of London, Tower Hamlets, London Borough of Hackney (Hackney) and St Mungo's financed an independent researcher, Becky Rice, to investigate characteristics of rough sleepers from the three boroughs, noting commonalities of the rough sleeper cohort and events that led the individual to rough sleep for the first time.
3. The research showed that several of the interviewees had attempted to seek help from a statutory or support service prior to rough sleeping. Interviewees had

spoken about their impending homelessness before it occurred to several services, however, the opportunity to intervene was often missed.

4. The research concluded that, with the right support and early intervention from services, many residents would have been spared the traumatic and often irreversible impact of rough sleeping.
5. Following recommendations from the research, it was agreed the NFNO project would position two highly skilled NFNO caseworkers in the local authority housing teams and prevent 120 people each year from rough sleeping for the first time. The caseworkers achieved this through outreach to other gateway services, intense casework management of clients and improving working relationships with partners across the three boroughs.
6. MHCLG awarded further funding to the NFNO project in 2018/19 and 2019/20. The tri-borough group also made a yearly financial contribution to service costs.
7. Each year has seen a shift in focus, whether in response to local needs of clients or the housing teams, a change in staffing and duties, or due to the ever-increasing complexity of the homelessness landscape, and the introduction of the Homelessness Reduction Act 2017 (HRA).
8. Clarity on future funding, or at times a lack of clarity, has impacted throughout NFNO's lifetime on the project's ability to consistently deliver an effective service. However, overall the team has still achieved well against its commitments, exceeded its funded target in 2018/19, and exceeded Steering Group members' expectations.

Current Position

9. NFNO has to date prevented 328 individuals from going on to rough sleep in the City, Tower Hamlets and Hackney combined. The NFNO team has supported 73% of its caseload into medium- to long-term accommodation through intense casework management and integrated partnership work with local authorities, accommodation providers and third sector services.
10. The need for the NFNO service remains high. The NFNO team receive approximately 30 referrals each month. Most referrals come from the local authorities' homelessness and housing teams as part of the HRA duty to prevent or relieve a person's homelessness.
11. Single homeless approaches to Tower Hamlets Housing Options Service team continue to pose a real challenge to housing officers who are often carrying caseloads between 50 to 60 people at any one time.
12. Similarly, St Mungo's City Outreach team is in contact with high numbers of rough sleepers, a large proportion of which are not able to access the City's supported accommodation pathway or housing stock.

13. NFNO provides a much-needed resource to both teams, leading on clients' cases at the point of crisis, providing temporary accommodation and developing a personalised support plan leading to PRS accommodation.
14. The project was notified in March 2019 that it would be receiving PRS Access funds from MHCLG for a further year of service delivery, which alongside existing funds and underspend meant the project could again finance the required staffing structure of:
 - 1 x project manager
 - 1 x pathway manager
 - 3 x caseworkers.
15. The recruitment of a project manager, a pathway coordinator and a third caseworker has enabled NFNO's output to increase year on year, enabling the project to work with more clients and partners to provide a diverse and personalised service. This year we will be aiming to prevent 192 people from going on to rough sleep (in the City of London and Tower Hamlets) and house a minimum of 74 people into PRS.
16. NFNO is now piloting a new way of working with St Mungo's City Outreach team. Rough sleepers identified as being ready to move into PRS with the right amount of support are referred to NFNO. The NFNO team works with clients from City temporary accommodation with the intention of sourcing PRS through the NFNO accommodation pathway.
17. The NFNO project aim is to support 36 City clients, and 12 City rough sleepers will be housed into PRS by March 2020. Though it is too early to predict the likelihood of achieving these figures, as of June 2019 the project is on track, having placed two City rough sleepers in PRS. The team remains optimistic.
18. In addition to providing an effective service, the NFNO project is also leading on the conversation and promotion of homelessness prevention on a broad scale.
19. NFNO has hosted partnership meetings attended by City, Tower Hamlets and Hackney referral and accommodation partners for the past two years. These meetings give NFNO the opportunity to update partners on service development and achievements while enabling attendees to network and build closer working relationships with one another.
20. NFNO is the founding member and continues to lead in the development of the London Homelessness Prevention and Trailblazer Working Group, which is now in its second year.
21. More recently, NFNO developed a network of national local authority homelessness prevention leads and hosted the first ever National Homelessness Prevention and Trailblazer event. This event was held in the City, attended by more than 30 different councils and senior officers from the MHCLG.

22. The NFNO 2019/20 project plan sets out the team and Steering Group legacy commitments for its final year of service.

- **Legacy: Accommodation Pathway**

- Grow the accommodation pathway to ensure there is a personalised accommodation provider for every NFNO client.
- Negotiate contracts with all current and new accommodation partners at a competitive rate. Ensure these contracts are in line with Commissioning and Procurement standards with the potential for contracts to continue post March 2020.
- Commission an accommodation provider that specialises in housing victims of domestic violence and young adults on low incomes.
- Complete the NFNO accommodation pathway report and disseminate this to the Ministry and other local authorities as guidance on how to develop a successful pathway.
- Assist with the development of a City and Tower Hamlets accommodation framework.

- **Legacy: Embed NFNO Practice at Local Authority Housing Options Teams**

- Produce quarterly and annual reports for City and Tower Hamlets, summarising areas of success and development needed to successfully provide a robust prevention service post NFNO.
- Support local authority leads to advocate for aspects of the NFNO project's design and delivery to be reflected in City and Tower Hamlets 2020/21 homelessness strategy and budget.
- NFNO to review core training and recruitment key requirements for local authority housing officers.
- NFNO to promote the use of psychologically informed environments to local authority housing buildings.

- **Legacy: Rough Sleepers**

- Reduce the number of individuals sleeping rough in City and Tower Hamlets through intervention and prevention of City rough sleepers and those that are at risk of rough sleeping for the first time.
- Introduce a new approach at the City, opening up the opportunity to those City residents/workers and rough sleepers who need the help to step back into secure and stable accommodation.

Conclusion

Prevention is key to ending homelessness. NFNO is a proven approach to preventing homelessness and reducing the number of people who, without support, would go on to rough sleep. NFNO will, in its final year, work towards each of its legacy commitments to work with more City clients/City rough sleepers, moving individuals off the streets and into PRS accommodation, fully embed NFNO practice

within City and Tower Hamlets homelessness and housing teams, and impart the accommodation pathway to local authorities to utilise and foster partnerships beyond the lifetime of the project.

Appendices

- 'None'

Kirsty Lowe

No First Night Out Project Manager, Department of Community and Children's Services

T: 020 7332 3170

E: Kirsty.lowe@cityoflondon.gov.uk

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Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 01/07/2019
Subject: Responses to Resolutions from Wardmotes: Homelessness and Rough Sleeping	Public
Report of: Andrew Carter, Director of Community and Children's Services	For Information
Report author: Will Norman, Head of Homelessness Prevention and Rough Sleeping, Department of Community and Children's Services	

Summary

This report addresses the four Wardmote Resolutions concerning rough sleeping arising from March 2019.

Recommendation

Members are asked to note the report.

Main Report

1. What action will be taken to ensure that we stop the worrying trend of increasing numbers of rough sleepers on the streets in the City of London?
 - We have commissioned a specialist rough sleeping and homelessness charity to carry out research into potential options that the City could adopt to reduce the numbers of rough sleepers. These options could include, additional Assessment Hub capacity; increased availability in move-on accommodation; increased Outreach capacity. The final report is due to be presented to the Rough Sleeping Sub Committee in October 2019.
2. How is the City Corporation working together with other local authorities across London to address this crisis?
 - The City of London works closely alongside other neighbouring local authorities. For example, we are part of a bi-borough partnership with Tower Hamlets to deliver a homelessness prevention service called No First Night Out. This initiative has been running since 2016 and has supported 343 people in avoiding homelessness. We have also procured specialist beds from other local authorities as part of our 'pathway off the streets' offer. At a strategic level we are a core member of the Mayor's

Rough Sleeping, No Nights Sleeping Rough Task Force, alongside other local authorities with high numbers of rough sleepers.

3. When will consideration be given to creating a day centre or other measures to address rough sleeping?
 - Please see above response to Resolution no. 1 – this will be considered within the options appraisal.
4. Is the City of London Corporation intending to join charities such as St Mungo's to ask the government to repeal the 1824 Vagrancy Act which criminalises rough sleeping?
 - This matter was initially discussed at the Rough Sleeping Sub-Committee in May 2019. Various approaches to how the City of London will contribute to the debate around a repeal or amendment to the Act remain under consideration.

Appendices

- None

Will Norman

Head of Homelessness Prevention and Rough Sleeping
Department of Community and Children's Services

T: 020 7332 1994

E: will.norman@cityoflondon.gov.uk

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Committee(s)	Dated:
Homelessness and Rough Sleeping Sub Committee	1 st July 2019
Subject: Operation Luscombe Update	Public
Report of: Commissioner Ian Dyson	For Information
Report author: T/Chief Inspector J Wynne	

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Summary

This report provides a yearly update and review of the begging operation – Luscombe, run by the City of London Police.

Recommendation(s)

- Note the report.

Main Report

Begging (Op Luscombe)

Operation Luscombe has now been running for 13 months and has produced good results in the disruption and exclusion of some of the City's most prolific beggars. In the early stages of Operation Luscombe being run, we had a large portion of entrenched beggars that were also classified as rough sleeping. Due to the nature of their behaviour they were quickly swept up by the intervention strategy or excluded from the City of London. Early intervention using the traffic light system has meant that we have successfully discouraged the entrenchment of a number of nomadic style beggars that have moved into the City of London and we will continue to target such individuals.

We have currently placed two of Criminal Behaviour Order applications on hold whilst we try to obtain a new Community Impact Statement. The previous statement had a

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significant impact at court, but was sadly withdrawn due to personal circumstances of the author.

We have recalled two Criminal Behaviour Order applications after the subjects avoided court action by engaging with outreach and drugs rehabilitation services, thus diverting themselves away from the criminal justice system. (We retain this material for use in any future court proceedings, should they re-offend).

Operation Luscombe did lead to the prosecution and subsequent Criminal Behaviour Order of the most prolific beggar within the City of London. Since the order was made, she has not come back to police notice and is now engaging with services in Tower Hamlets.

Luscombe was originally produced after a Problem Profile was produced in response to concerns raised at Police Committee and has been an experimental approach as a means to target and deal with wide scale begging and as such is due to be reviewed. We have requested a full re-assessment of the begging problem in the City of London by the Force Intelligence Bureau to conduct a comparative review on begging, which we hope will enable us to better understand what impact the operation has had and potentially how it can be improved upon.

We are hoping to re-establish a closer working relationship with the British Transport Police at the major commuter hubs within the City of London after a wide scale change of management, which affected the effectiveness of the operation around and inside certain mainline stations. Whilst the force has little ability to control the actions of another forces current priorities, we hope to influence their current approach to tackling the problem, as this does have a direct impact on our own operational effectiveness.

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Total issued	Green	Yellow	Red	Blue	CBO
Hub 1 – May (1) 2018	31				
Hub 2 – May (2) 2018	20	3			
Hub 3 – June (1) 2018	16	10	1		
Hub 4 – June (2) 2018	13	9	6	1	
Hub 5 – July 2018	6	3	1		

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Hub 6 – August 2018	3	2			
Hub 7 – September 2018	9	1	1		
Hub 8 – October 2018	4	1	1	1	
Hub 9 – November 2018	10	1	1	1	
Hub 10 – December 2018	7	1			
Hub 11 – January 2019	1	5	1		
Hub 12 – February 2019	5	2	2		
Hub 13 – March 2019	8	3	5	2	
Hub 14 – April 2019	1		1		1
Hub 15 – May 2019	4	2			
Total	138	43	20	5	1

Process:

Stage 1 – Initial ‘Green’ intervention ticket and invitation to a joint partnership working ‘Hub’. Hub to be organised bi-weekly.

Stage 2 – Re-offenders will be given a ‘Yellow’ intervention invite and a CPN. There will be a requirement to attend an intervention hub.

Stage 3 – Re-offenders will be issued with a ‘Red’ intervention full CPN. This will be for breach of condition on the CPN.

Stage 4 – Re-offenders will be dealt with by means of summons or arrest and a CBO application ‘Blue’.

T/Chief Inspector Jesse Wynne
Communities & Partnerships
City of London Police

T: 020 7601 2402

E: jesse.wynne@cityoflondon.police.uk

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