Homelessness and Rough Sleeping Sub Committee

Date:	**WEDNESDAY, 4 DECEMBER 2019**
Time:	**11.00 am**
Venue:	**COMMITTEE ROOM - 2ND FLOOR WEST WING, GUILDHALL**

Members:

Marianne Fredericks, Community and Children's Services (Chairman)

Tijs Broeke, Police Committee (Deputy Chairman)

Randall Anderson, Chairman - Community and Children's Services

Mary Durcan, Community and Children's Services Committee

Alderman Vincent Keaveny, Court of Common Council

Paul Kennedy, City Churches

Natasha Maria Cabrera Lloyd-Owen, Community and Children's Services

David MacKintosh, Safer City Strategic Partnership

Alderman Bronek Masojada, Court of Common Council

Benjamin Murphy, Community and Children's Services

William Pimlott, Community and Children's Services

Henrika Priest, Community and Children's Services

Jason Pritchard, Community and Children's Services

Ruby Sayed, Deputy Chairman - Community and Children's Services

Enquiries: Julie Mayer 020 7 332 1410
julie.mayer@cityoflondon.gov.uk

Lunch will be served in Guildhall Club at the rising of the Committee
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 4TH October 2019.

   For Decision
   (Pages 1 - 6)

4. **OUTSTANDING ACTIONS**
   Members are asked to note the Sub Committee's Outstanding Actions list.

   For Information
   (Pages 7 - 8)

5. **HOMELESSNESS REDUCTION ACT (HRA) - ONE YEAR ON**
   Report of the Director of Community and Children's Services.

   For Information
   (Pages 9 - 18)

6. **ROUGH SLEEPING PATHWAY IMPACT**
   Report of the Director of Community and Children's Services.
   Please note this report has a non-public appendix at agenda item 15.

   For Information
   (Pages 19 - 26)

7. **ROUGH SLEEPING PERFORMANCE REPORT - QUARTER 2**
   Report of the Director of Community and Children's Services.

   For Information
   (Pages 27 - 40)

8. **ROUGH SLEEPING BUDGET 2019/20**
   Report of the Director of Community and Children's Services and the Chamberlain.

   For Information
   (Pages 41 - 46)

9. **OPERATION LUSCOMBE REVIEW**
   Report of the Commissioner, City of London Police.

   For Information
   (Pages 47 - 56)

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

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

12.   **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
13.   **NON PUBLIC MINUTES**
      To approve the non-public minutes of the meeting held on 4th October 2019.

                                                                      For Decision
                                                                    (Pages 57 - 58)

14.   **ROUGH SLEEPING OPTIONS APPRAISAL - NEW INTERVENTIONS PROPOSAL**
      Report of the Director of Community and Children's Services.

                                                                   For Information
                                                                   (Pages 59 - 154)

15.   **ROUGH SLEEPING PATHWAY IMPACT**
      Members are asked to note an appendix in respect of agenda item 6.

                                                                   For Information
                                                                  (Pages 155 - 156)

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

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

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HOMELESSNESS AND ROUGH SLEEPING SUB COMMITTEE

Friday, 4 October 2019

Minutes of the meeting of the Homelessness and Rough Sleeping Sub Committee held at the Guildhall EC2 at 1.45 pm

Present

Members:
Marianne Fredericks (Chairman)
Tijs Broeke (Deputy Chairman)
Randall Anderson
Mary Durcan
Alderman Vincent Keaveny
Revd. Paul Kennedy
Benjamin Murphy

Officers:

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

In attendance:
Grant Cannell – City of London Police
Russell Pengelly – City of London Police
Steve Bartlett – British Transport Police
Karen Patten and Sophie Price – Homeless Link

1. **APOLOGIES**
   Apologies were received from Alderman Bronek Masojada, Natasha Lloyd-Owen, David MacKintosh, William Pimlott, Henrika Priest, Jason Pritchard and Ruby Sayed.

2. **MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT**
   There were none.

3. **MINUTES**
   RESOLVED, that – the public minutes and non-public summary of the meeting held on 1st July 2019 be approved.

4. **OUTSTANDING ACTIONS LIST**

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

- Members noted that the breakfast briefing would take place in January 2020; to be discussed further under items 5 and 13 on today's agenda.

- The Police would provide an update on Operation Luscombe under 'Items of Urgent Business', at agenda item 11.

5. **NEW INTERVENTIONS AND APPROACHES FOR ROUGH SLEEPING: FINAL REPORT SUMMARY**

Members received a report of the Director of Community and Children's Services which summarised the key findings and recommendations from the 'New Interventions and Approaches for Rough Sleepers' report commissioned from Homeless Link in March 2019. Members noted that, as the detail behind the proposals would stray into areas of commercial sensitivity, as defined by Paragraph 3 of the 1972 Local Government Act, then the presentation and discussion would be held in Part 2 of today's agenda. Subsequent to the presentation and discussion, the meeting returned to the public agenda and the Chairman summarised as follows:

- Members had asked if blockages on pathways could be identified and for measurable outcomes; explaining how lives were being improved etc, to be included for those proposals that would be taken forward.

- Members would receive a further, more detailed report at the next meeting of the Sub Committee, incorporating comments from Members, for approval by the Grand Committee on 13th December. An all Member Breakfast Briefing would follow in January 2020.

In concluding, the Chairman and Members commended an excellent piece of work and thanked the City Corporation Homelessness officers and Homeless Link.

RESOLVED, that – the report be noted.

6. **ROUGH SLEEPING OUTREACH SERVICE- COMMISSIONING UPDATE**

Members received a report of the Director of Community and Children's Services, which provided an update on the commissioning of a new Rough Sleeping Outreach Service for the City; which would be informed by items 5 and 13 on today's agenda. During the discussion and questions, the following points were noted:

- The process and final specification has been shaped by a market engagement exercise with potential providers.. The selection process for the successful provider will include Member representation; officers will invite the Chairman and Deputy Chairman of the Sub Committee to take part in the process and have early sight of the specification.

Commissioning for Winter provision is also underway; however, in the first round there had only been one unsuccessful bid. Officers have revised the specification, undertaken further engagement with providers and have gone back to the market in order to provide a new service commencing in November.

- The Outreach approach sought should deliver multi-skilled team able to offer targeted focus and responses to the most entrenched rough sleepers.

RESOLVED, that – the proposed commissioning activities and timelines to implement a new Rough Sleeping Outreach Service for the City be noted.

7. **2018-19 ANNUAL SUMMARY AND QUARTER 1 2019-20 PERFORMANCE REPORT**
Members received a report of the Director of Community and Children's Services which provided an update on the level and nature of homelessness and rough sleeping activity within the City of London, in addition to the first quarter of 2019/20. A summary report for Parkguard was also available at Appendices 3 and 4 to the report and the report included a spacial map, showing the proportion of long term clients.

In response to a question about Ex-Service Personnel, Members noted that numbers in the City were relatively low, at just 6-8%, and there were a number of well-funded charities available to support them. Members also asked if they could see an explanation behind the statistics showing a fall in rough sleeping numbers; i.e. - whether the client had been offered a housing pathway.

RESOLVED, that – the report be noted.

8. **HOMELESSNESS AND HEALTH - UPDATE REPORT**
Members received a report of the Director of Community and Children's Services which updated Members on the recent actions and progress made towards improved health provision for those sleeping rough. Members noted that the Health and Wellbeing Board had met the previous day and received the NHS's Long Term Plan, which featured the health needs of rough sleeping clients, including those with complex needs.

A project using peer workers to help rough sleepers access health care is in place, and additional mental health services are planned. Officers are also considering a proposal for a mobile health clinic delivered by the organisation 'Doctors of the World'. Officers advised that if supported this would be a temporary project that would help evidence if there was a longer need that health commissioners could address.

Members noted that the specification in respect of drug and alcohol services, which is currently out to tender, seeks better provision for those who are sleeping rough.

RESOLVED, that – the report be noted.

9. **ALTERNATIVE GIVING AWARENESS-RAISING CAMPAIGN: HELP WITH REAL CHANGE, NOT SMALL CHANGE'**
Members received a report of the Director of Community and Children's Services which provided an update on the 'Alternative Giving' Campaign, which launched on 12th August 2019, and noted the following:

- The Chairman commended officers for their hard work during the campaign and Members noted that the social media campaign was ongoing. The Communications Officer would provide 'tweet cards' on request and advised Members to use *'#tap for change'.*

- Given that the Campaign was launched in August, Members agreed that it was important to keep up the messaging. Officers advised that posters were due to go into Bank Station and, possibly, on the electronic message boards at Liverpool Street Station. As more businesses participated, this would further strengthen the campaign. The City Corporation was not the lead co-ordinator and Cannon Street Station was running its own campaign.

- Members were asked to advise the Chairman of any locations within their wards that might work and suggested the Tower of London and the Old Bailey. Reverend Paul Kennedy offered the Church of St. Mary Aldermary, Watling Lane. Hampstead Heath and the Heathrow Animal Reception Centre had requested machines.

- The amounts collected so far at the various locations totalled £491. The machines were mobile, so those collecting fewer amounts could be moved. The machine in the North Wing would be relocated to the West Wing, during Guildhall events, when guests arrived at the West Wing reception. Members were reminded that donations could also be made directly on line, as set out in the various posters and publicity material.

RESOLVED, that – the report be noted.

10. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**
There were no questions.

11. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**
The Chairman asked the City of London Police Officer to provide an update on Operation Luscombe as follows:

- The operation had successfully removed two prolific offenders, working in partnership with the British Transport Police and, more generally, the number of beggars was falling. Officers were working with the Intelligence Bureau on a complete review of Luscombe. This would be presented to all forces next week, in order to receive feedback and develop further.

- A strategy was under discussion in respect of displaying photographs of those with Criminal Behaviour Orders in public places. Whilst this had been successful in some areas, Members noted the need to balance the public interest with data protection and the relevant local authority would need to agree. Officers advised that this would be considered by the Police Authority Board. The Police continued to need community backed statements from Members, wherever possible.

- The British Transport Police Officer confirmed their good working relationship with the Police; night duty patrols were increasing and included outreach workers. The Arcade at Liverpool street was being closed between 11.30 pm and 6.30 am and security staff were taking names, when possible, to refer to Street Link.

The Chairman reported a successful meeting between officers, Ward Members and Castle Baynard Residents. The meeting had given residents an opportunity to understand the issues and there had been no further complaints.

RESOLVED, that – the report be noted.

12. **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 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.

Item no	Paragraph no
13	3

13. **NEW INTERVENTIONS AND APPROACHES FOR ROUGH SLEEPING - APPENDIX**
Members received a non-public appendix in respect of agenda item 5 and received a presentation from the consultants (Homeless Link) which had undertaken the Options Appraisal. Following the discussion, the meeting moved back to the public part of this agenda.

14. **QUESTIONS RELATING TO THE WORK OF THE SUB COMMITTEE WHILE THE PUBLIC ARE EXCLUDED**
There were no questions.

15. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT WHILST THE PUBLIC ARE EXCLUDED**
There were no items.

The meeting closed at 3.45 pm

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Homelessness and Rough Sleeping Sub Committee – Outstanding Actions
October 2019 update

Date added/item	Action	PROGRESS UPDATE
4/10/19 **Options Appraisal**	Members had asked if blockages on pathways could be identified and for measurable outcomes; explaining how lives were being improved etc, to be included for those proposals that would be taken forward	**Members to receive a more detailed report on 4th December, incorporating comments from Members, for approval by the Grand Committee on 13th December 2019. An all Member Breakfast Briefing would follow in January 202**
04/10/19 **Rough Sleeping Outreach Service-Commissioning Update**	Chairman and Deputy Chairman of the Sub Committee to take part in the process and have early sight of the specification.	**Chairman, Deputy Chairman have sight of Service Spec and will join evaluation panel.**
04/10/2019 **Quarter 1 - 2019/20 Rough Sleeping Outcomes Report**	Members asked if they could see an explanation behind the statistics showing a fall in rough sleeping numbers; i.e. - whether the client had been offered a housing pathway.	**Fuller picture available after Annual Street Count carried out in November – report to follow in new year**
01/07/2019 **Rough Sleeping Budget - 2019/20**	Members asked if the next Budget report could provide more detail in respect of professional fees, consultancy and commissioned services.	**Included in Budget Report in Dec Subcommittee**
01/07/2019 **'No First Night Out' - Homelessness Prevention Project**	The Chairman asked for a report to a future meeting on the outcomes from the Homelessness Reduction Act, as it was a year since it had been implemented.	**Homelessness Reduction Act – 1 year on report in Dec Subcommittee**
01/05/2019 **Visits**	To be arranged for the Lodge, Dellow and Anchor House	**Arrangements still be finalised – post Christmas would be best for providers.**

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Committee: Homelessness and Rough Sleeping Sub-Committee	Date: 04/12/2019
Subject: Homelessness Reduction Act – One Year On	Public
Report of: Andrew Carter, Director of Community and Children's Services	For Information
Report author: Lauren Walker and Sinead Collins – Advice and Homelessness Officers Homelessness Team, Department of Community and Children's Services	

Summary

- This report is to inform Members of the impact that the introduction of the Homelessness Reduction Act 2017 has had on the City of London Corporation's homelessness services.

- The main concerns this report aims to identify are the significant increase in approaches for statutory services and the particular challenges the City faces in this area as well as the opportunities the Act has allowed us to take in order to achieve Government targets to end homelessness.

- This report is also intended to draw attention to the cost implications of the Act and the issues created by the level of funding provided by the Ministry of Housing, Communities and Local Government (MHCLG).

- The Act was introduced at a time when there was significant change, not just in homelessness, but also in welfare reform, and this report highlights the impact of these external issues and how they have affected the Act's implementation within the City.

Recommendation

Members are asked to:

- Note the contents of this report regarding the introduction and impact of the Homelessness Reduction Act 2017.

Main Report

Background

1. The Homelessness Reduction Act 2017 (HRA 2017) was introduced in April 2018 with the intention to reform statutory homelessness assistance, with a focus on

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early intervention to prevent homelessness, and to widen the eligibility criteria to assist more applicants than under the previous legislation.

2. The City of London Corporation's Homelessness Strategy 2016–19 already highlighted that homelessness prevention was a priority and something that the City was actively aiming to achieve. Therefore, the introduction of the Act did not significantly change our approach to assisting applicants with their housing situations; however, it did introduce new statutory duties and Personal Housing Plans that were intended to create more successful prevention outcomes.

3. This change in homeless legislation came into effect alongside significant welfare reform, such as the introduction of Universal Credit, the overall benefit cap, the freeze on Local Housing Allowance rates and the under-occupying charge.

4. The unique make-up of the City of London and the lack of in-borough affordable private rented options have presented their own particular challenges in implementing the new duties introduced by the HRA 2017.

Current Position

5. We have seen a significant impact and change to the homelessness service since the introduction of the HRA 2017, and this isn't always reflected in funding from the MHCLG or in the Government's data collection vehicle, known as H-CLIC (Homelessness Case Level Information Collection).

6. We have prepared this report to inform Members of this impact and to demonstrate how the City has adapted and handled this significant legislative change over the first year of its implementation.

Impact of the HRA 2017 for the City of London Corporation

- Increase in approaches

7. The introduction of the HRA 2017 has succeeded in creating more points of access for individuals intending to present as homeless, or to seek free advice and information, through self-referrals and the Duty to Refer. We have seen a significant (77.5%) increase in approaches from pre-HRA 2017–18 to post-HRA 2018–19 (see Appendix 1, Figure 1).

8. We have also seen a large increase in the number of single applicants approaching for housing assistance and for multiple reasons (see Appendix 1, Figure 6). The HRA 2017 encourages applicants to seek assistance regardless of priority need or intentionality and we have seen this directly contribute to the increase in approaches and the large number of cases with an accepted relief duty. As a result, the Corporation is accepting fewer main duty cases than it was before the Act was introduced and implemented (see Appendix 1, Figure 2).

9. On 1 October 2018, the Duty to Refer for specified public bodies came into effect. For the City, this has seen an increase in the number of approaches from prison and probation services (see Appendix 1, Figure 4). We have experienced

difficulty with this process due to a misunderstanding of the geographical location of the City and its jurisdiction. Many referrers believe the City of London, as a borough, is actually the entirety of London and are often confused about whether we are the 'Square Mile' or the Greater London Authority. This means a lot of work carried out on these inappropriate referrals is related to local connection, and in advising referrers about the importance of an applicant's local connection, rather than administering and acting on a referral in the way the Duty to Refer intended. We do not feel that the Duty to Refer has been a successful tool for the City and its implementation of the HRA 2017 as we have seen more unsuccessful referrals, which has created a large administrative burden with few successful outcomes for the applicant or the Authority (see Appendix 1, Figure 3).

10. We have found that the impact of the increase in approaches is largely an increase in temporary accommodation usage for all applicants (single and families) and an increase in the staff time required to carry out the extensive statutory administrative functions that the Act demands in order to fulfil its duties.

- Prevention and Relief offers

11. With the introduction of the HRA 2017 and the additional duties, like many other Housing Authorities, we have had to focus our prevention and relief offers towards the private rented sector in the absence of suitable social housing provision. The City was already a prevention-oriented local authority and therefore the introduction of the HRA 2017 has not led to a significantly increased number of prevention options to meet the increased demand of approaches.

12. There is currently a scarcity of suitable and affordable accommodation for homeless households, particularly in the City of London and London as a whole, and it is often difficult to manage the expectations of the increasing number of applicants.

13. The Act has increased the range of residents eligible for support, while the pre-existing challenges to securing accommodation (low Local Housing Allowance rates, high rents and shortages of social housing) remain and increase. The pathways established by the No First Night Out project have been a valuable asset for our single applicants, particularly following the amendment to criteria to include those who have experienced a short period of rough sleeping.

14. Our Rent Deposit Scheme remains an option for most single and family households, although the pre-existing issues around affordability remain a significant barrier to its usage. We have found that those accessing the Rent Deposit Scheme to help secure a private rented property have had to go further afield than the City and its neighbouring boroughs. To combat the increasing rent prices in borough and in nearby London, we routinely encourage applicants to search for properties in outer London boroughs.

- Temporary Accommodation usage

15. Since the introduction of the HRA 2017, the use of temporary accommodation by the City of London has continued to increase for statutory cases and for

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discretionary placements of rough sleepers, funded by the Rough Sleeping Initiative.

16. Due to the unique nature of the City of London and the smaller number of approaches in comparison to other London Boroughs, it is not cost effective for the City of London to lease properties for the use of temporary accommodation as it is likely that rooms would remain void while we continue to be subject to their rent costs. To maintain flexibility, we use temporary accommodation which is let at the more expensive nightly paid rate.

17. Under the new duties in the Act, priority-need households are offered temporary accommodation during a 56-day relief duty before the council consider accepting a full duty, during which time the household is likely to be placed in temporary accommodation at these high rents. The City has seen an increase of 42.2% in the use of temporary accommodation since the introduction of the HRA 2017 (see Appendix 1, Figure 5).

- New administrative burdens

18. The HRA 2017 has introduced several new duties that place significant administrative burdens and costs on local authorities, the costs of which are currently not fully met. This is often a barrier to delivering the aspirations of the Act. The introduction of Personal Housing Plans and H-CLIC, which can be described as an enhanced version of the previous P1E reporting tool, have created new administrative burdens that have roughly doubled the time officers spend on initial assessment interviews. This is not always the best use of resources.

19. The increase in data collection through H-CLIC has provided a wider range of data to determine the cause of, and other factors in homelessness, such as welfare reform and suitability (see Appendix 1, Figure 6). This has created a significant amount of administrative time per case.

20. In addition, we have also seen an increase in Freedom of Information (FOI) requests which places further burdens on officer time when carrying out lengthy assessments, using reporting tools and completing data collection requests. We have found that most FOI requests are for data relating to the usage and cost of temporary accommodation. This data is not always captured in our ICT system, and therefore often requires officers to carry out further investigation with varying sources and data collection systems.

21. Evidence collected by London Councils suggests that the average end-to-end officer time spent on each individual case has increased from an average of 8 to 15 hours, creating a direct cost implication for councils. We feel that this is an accurate assessment and reflection of the impact on officer time at the City.

- Welfare reform and Local Housing Allowance

22. Progress with the implementation of the HRA 2017 has been hindered by external factors such as welfare reform. There have been significant challenges

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in discharging prevention and relief duties with a viable and suitable offer due to issues relating to affordability and suitability.

23. The introduction of Universal Credit, coinciding with a freeze on Local Housing Allowance rates has meant private rented sector accommodation in-borough, or in neighbouring boroughs, is largely inaccessible for homeless applicants to the City. We have also seen applicants struggling to maintain affordable rents in social housing within the City.

24. We have seen an increase in referrals to City Advice and support agencies to assist homeless applicants with their benefit entitlement and income maximisation in order to improve the options available to them. However, these applicants are still spending lengthy periods in temporary accommodation waiting for these issues to be resolved or find themselves having to consider accommodation that is out of borough or out of London. This has had an impact on engagement with the Personal Housing Plan, in the cost of administering the plans, and the cost of ongoing temporary accommodation.

Corporate & Strategic Implications

25. The City's Homelessness Strategy 2019–23 highlights a priority for homelessness prevention, in line with the key aim and main theme of the Act and what it wants to achieve. The City has always adopted a prevention-first approach towards homelessness in the borough, but following the introduction of the Act, we have taken steps to ensure that this focus is maintained by introducing the Housing Benefit team and the Tenancy Support team to the existing Homelessness Service, therefore creating a renewed Homelessness Prevention Service.

26. We recognise that the level of funding provided by MHCLG can restrict us in finding flexibility in our approach to achieving the goals set out in the Homelessness Strategy 2019–23. In future, we would like to be able to expand on our private rented offer to discharge our prevention and relief duties, however, this is not something we have been able to implement within the first year of the Act. Despite this, there has been a determination to proactively face the changes that the implementation of the Act has introduced, in line with the priorities of the Homelessness Strategy and Corporate Plan.

27. In considering the overall challenges of the Act and the corporate challenges posed by the upcoming Fundamental Review, we will need to find more innovative and creative ways to overcome these obstacles and improve our partnership working internally and externally to create more diversity in the assistance we can offer, and to provide more suitable outcomes for all homeless applicants.

Implications

28. With the introduction of the HRA 2017 came new burdens on funding from MHCLG. The City was granted £18,283 over the first three years of the HRA 2017's implementation. In addition to this, the City was awarded £86,088 from the

Flexible Homelessness Support Grant in 2018–19 to support the ongoing work carried out by the Homeless Team (see Appendix 2, Figures 2 and 3).

29. The City's expenditure during the implementation of the HRA 2017 from April 2018 to March 2019, totals £326,869 (see Appendix 2, Figure 1). While some of this expenditure has also used Rough Sleeping Initiative funding (for discretionary temporary accommodation placements), this does not account for all additional expenditure and highlights that the new duties and burdens introduced by the HRA 2017 have been underfunded by MHCLG.

30. The HRA 2017 was intended to be cost-neutral by April 2020, however, we can see that this will not be achieved by the City within this timeframe. This is a pattern seen across London and nationwide.

Conclusion

31. The Homelessness Service recognises the positive intentions set out in the HRA 2017 and its focus on preventing homelessness. We have seen the positive intentions of the Act manifest in the City with the significant increase of approaches, decrease in main duty acceptances and more outcomes from the new prevention and relief duties. However, the overall success of the Act has been hindered by funding levels from MHCLG and the characteristics of the City, which means that suitable, affordable accommodation in the borough is still unattainable to all homeless applicants.

32. However, despite the challenges we have seen in implementing the Act, we have taken steps to improve our relationships with our partners – either internally, with Social Care teams, Housing Benefit or Tenancy Support teams, or externally with No First Night Out and St Mungo's City Outreach team. We can see that, in the future, with a more developed and established Duty to Refer, this will significantly enhance the service we can provide and the options available to applicants in order to resolve their homelessness in the prevention and relief stages.

Appendices

- Appendix 1 – Homelessness Reduction Act 2017 – One Year On statistics
- Appendix 2 – Homelessness Reduction Act 2017 – One Year On funding

Lauren Walker and Sinead Collins
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Homelessness Reduction Act 2017 - One Year On: Statistics

Figure 1 – Number of approaches

Financial Year	Number of approaches	Increase %
2017 – 2018	49	-
2018 – 2019	87	77.5%

Figure 2 – Case outcomes

Financial Year	2017 – 2018	2018 – 2019
Number of cases	**49**	**87**
Advice Only	19 (39%)	34 (39%)
Not Homeless	6 (12%)	10 (11.5%)
Not Eligible	1 (2%)	6 (6.9%)
Prevention Duty	N/A	5 (5.8%)
Relief Duty	**N/A**	**25 (28.8%)**
Not in Priority Need	1 (2%)	3 (3.4%)
Intentionally Homeless	2 (4%)	0 (0%)
Main Duty	**20 (41%)**	**4 (4.6%)**

Figure 3 - Duty to Refer referrals

	Number of Referrals	Successful Referrals	Unsuccessful Referrals
1 Oct 2018 – 21 Mar 2019	19	4 (21%)	15 (79%)

Figure 4 – Duty to Refer referral sources

Referral Sources	Number of Referrals
Wider agencies	**5**
Probation services	**3**
NACRO	**3**
DWP	**3**
Hospital and NHS Trusts	**3**
Prison services	**2**

Figure 5 - Temporary Accommodation usage

Financial Year	Number of placements	Increase %
2017 – 2018	45	-
2018 – 2019	64	42.2%

Figure 6 - Reasons for Approach

2017-18 : REASON FOR APPROACH (P1E DATA)

■ Number of Applicants

Reason	Number of Applicants
End of Home Office Accommodation	1
Rent Arrears - Registered Provider	1
Leaving Prison	2
Fleeing Domestic Abuse	3
Relationship Breakdown	4
Asked to Leave	6
End of AST	8
Other*	23

2018-19 : REASON FOR APPROACH (H-CLIC DATA)

■ Number of Applicants

Reason	Number of Applicants
Section 8	1
Relationship Breakdown	1
Evicted (Other)	1
Abandoned Property	1
Requires Adaptations	1
Hospital Discharge	2
Rent Arrears - Registered Provider	2
Section 21	2
Fleeing Domestic Abuse	5
Rent Arrears - Private Rented	6
Leaving Prison	7
Fleeing Harrassment	7
Rough Sleeping	7
Asked to Leave	12

Other refers to all other reasons for homelessness. The data collected by P1E was vague and did not capture an accurate picture of homelessness in the UK. H-CLIC captures more varied data and is therefore more reliable for determining the causes of homelessness.

Appendix 2

Homelessness Reduction Act 2017 – One Year On: Funding

Figure 1 – Homelessness Reduction Act 2017 – City of London expenditure

1 April 2018 – 31 March 2019	Cost
Staffing	£24,884
New IT systems	£9000
Temporary Accommodation	£285,602
Accessing the Private Rented Sector	£4493
Legal costs	£1890
Training costs	£1000
Other	£0
TOTAL	£326,869

Figure 2 – New Burdens funding – London boroughs[1]

Borough	2017-18	2018-19	2019-20	TOTAL
Barking & Dagenham	£367,442	£336,576	£318,371	£1,022,389
Barnet	£353,391	£323,706	£306,196	£983,292
Bexley	£203,370	£186,287	£176,211	£565,868
Brent	£449,600	£411,833	£389,557	£1,250,989
Bromley	£254,713	£233,317	£220,697	£708,727
Camden	£315,732	£289,211	£273,567	£878,510
City of London	**£6571**	**£6019**	**£5693**	**£18,283**
Croydon	£464,460	£425,446	£402,433	£1,292,339
Ealing	£415,925	£380,988	£360,679	£1,157,292
Enfield	£459,674	£421,062	£398,286	£1,279,022
Greenwich	£367,215	£336,369	£318,175	£1,021,760
Hackney	£495,866	£454,213	£429,644	£1,379,724
Hammersmith & Fulham	£224,899	£206,007	£194,864	£625,770
Haringey	£444,170	£406,860	£384,853	£1,235,883
Harrow	£182,810	£167,454	£158,396	£508,661
Havering	£232,196	£212,692	£201,187	£646,075
Hillingdon	£281,444	£257,802	£243,858	£783,103
Hounslow	£313,049	£286,753	£271,242	£871,045
Islington	£389,295	£356,594	£337,306	£1,083,195
Kensington & Chelsea	£188,256	£172,442	£163,115	£523,813
Kingston Upon Thames	£100,673	£92,217	£87,229	£280,118
Lambeth	£487,175	£446,252	£422,114	£1,355,541
Lewisham	£443,488	£406,235	£384,262	£1,233,985
Merton	£157,294	£144,081	£136,288	£437,663
Newham	£577,130	£528,651	£500,056	£1,605,838
Redbridge	£311,260	£285,114	£269,962	£866,066
Richmond Upon Thames	£101,008	£92,523	£87,519	£281,050
Southwark	£474,625	£434,757	£411,240	£1,320,622
Sutton	£151,492	£138,766	£131,260	£421,519
Tower Hamlets	£558,565	£511,646	£483,970	£1,554,181
Waltham Forest	£427,920	£391,974	£370,772	£1,190,666
Wandsworth	£297,159	£272,197	£257,474	£826,830
Westminster	£352,267	£322,677	£305,223	£980,168

[1] New burdens funding - https://www.gov.uk/government/publications/homelessnness-reduction-act-new-burdens-funding

Figure 3 – Flexible Homelessness Support Grant – London boroughs[2]

Borough	2018-19
Barking & Dagenham	£3,196,941.76
Barnet	£3,279,495.33
Bexley	£1,972,518.91
Brent	£7,762,227.20
Bromley	£2,239,717.07
Camden	£1,207,619.91
City of London	**£86,088.00**
Croydon	£4,343,194.42
Ealing	£5,800,666.73
Enfield	£8,416,811.25
Greenwich	£1,817,848.13
Hackney	£3,289,850.51
Hammersmith & Fulham	£3,381,043.53
Haringey	£8,272,890.43
Harrow	£1,985,422.79
Havering	£1,616,734.95
Hillingdon	£1,504,222.12
Hounslow	£2,437,156.70
Islington	£2,312,230.50
Kensington & Chelsea	£4,500,265.37
Kingston Upon Thames	£1,260,220.42
Lambeth	£4,322,008.10
Lewisham	£3,985,082.88
Merton	£481,379.14
Newham	£6,580,907.54
Redbridge	£5,280,506.18
Richmond Upon Thames	£704,613.26
Southwark	£3,164,922.16
Sutton	£1,056,876.92
Tower Hamlets	£4,590,124.56
Waltham Forest	£5,154,849.42
Wandsworth	£2,850,118.31
Westminster	£6,921,349.69

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[2] Flexible Homelessness Support Grant - https://www.gov.uk/government/publications/flexible-homelessness-support-grant-2017-18-to-2018-19

Committee: Homelessness and Rough Sleeping Sub-Committee	Dated: 04/12/2019
Subject: Rough Sleeping Pathway Impact	Public
Report of: Andrew Carter, Director, Department of Community and Children's Services	For Information
Report author: Simon Young, Rough Sleeping Coordinator, Department of Community and Children's Services	

Summary

This report outlines successes and challenges arising within the City of London (CoL) Accommodation Pathway for Rough Sleepers.

Quantitative data from 2015 to the end of October 2019 related to individual progression through and out of the pathway is presented, alongside support needs of all individuals within the pathway during Quarter 1 (Q1) of the financial year 2019/20. Support needs for the entire period of operation are not presented owing to changes in recording practice across the pathway.

Anecdotal information and case studies are also presented, supporting the analysis of data trends presented within the paper.

Recommendation

Members are asked to note this report.

Main Report

Background

1. Increasing access to supported accommodation for individuals sleeping rough within the Square Mile was initially addressed through the arrangement of spot purchasing beds from Great Guildford Street Hostel in 2015.

2. During the autumn of 2017, an increase for the Homelessness and Rough Sleeping budget was agreed by Members, with the aim of further increasing accommodation opportunities.

3. During early 2018, a number of spot purchased beds in other authorities were procured for use by the Corporation:

    a. Two spaces at King George's Hostel (Westminster)

b. One space at Edward Allsop Court (Westminster)
c. Four spaces at the Dellow Hostel (Tower Hamlets)
d. One space at Mare street Hostel (Hackney)
e. Additional spaces at Great Guildford Street Hostel (Southwark) to total six available beds
f. One space at Anchor House.

4. The intention behind the procurement was to implement an operational pathway for individuals to exit rough sleeping immediately and progress towards independent living.

5. Each service was staggered in implementation, and the overall pathway became fully operational mid-2018.

6. Overall monitoring of the pathway was instigated in January 2019, with quarterly data returns being submitted by each provider to CoL for collation and analysis.

7. A pathway co-ordinator – supporting move-in, move-through (where an individual moves between pathway provision) and move-on – was appointed within St Mungo's City Outreach team in mid-2018, though the position became vacant in early September 2019. Recruitment to replace the individual has been conducted and the start date of the successful candidate is currently being arranged.

Current Position

8. Accommodation Pathways for Rough Sleepers are widely used throughout Greater London and the UK. Accommodation Pathways are formed of a number of different accommodation options for individuals, each comprising different specificities of support.

9. An individual is meant to 'move-through' pathway accommodation as their support needs are addressed by support staff, aiming to culminate in a move away from the pathway entirely and into independent accommodation.

10. To ensure that an Accommodation Pathway can continue to provide a viable route away from the street, it is important to create move-through and move-on and that the right bed spaces are available to meet demand.

11. Most pathways are solely available to individuals with a local connection (defined in legislation as the area in which an individual was resident for six of the previous 12 months or three of the previous five years) to the commissioning local authority. Within the CoL, our pathway has an element of availability to individuals without a local connection in order to support in the prevention of individuals becoming significantly street attached and harder to support away from the streets. While individuals may be placed in CoL-funded accommodation, work is usually conducted to help provide further accommodation for an individual in their area of local connection.

12. The following diagram details the current Accommodation Pathway and its operation.

```
                              ┌──────────────────┐
   High Support Needs ────────┤  Rough Sleeping  ├──────── Low Support Needs
        │                     └──────────────────┘                    │
        │                              │                              │
        │                     Medium Support Needs                    │
        ▼                              ▼                              ▼
┌─────────────────┐        ┌─────────────────────┐        ┌─────────────────────┐
│ High Support    │        │ Great Guildford     │        │  Crimscott Street   │
│ Need            │        │ Street              │        │                     │
│ Accommodation:  │        │ Anchor House        │        │ (or services in     │
│ Mare Street     │        │                     │        │ area of Local       │
│ Edward Allsop   │ ─────▶ │ (or services in     │ ─────▶ │ Connection)         │
│ Court           │        │ area of Local       │        │                     │
│ King Georges    │ Support │ Connection)        │ Support │                    │
│ Dellow Centre   │ Needs   │                    │ Needs   │                    │
│                 │ Addressed                    │ Addressed                   │
│ (or services in │ and      │                   │ and                         │
│ area of Local   │ Appropriate                  │ Appropriate                 │
│ Connection)     │ to move on                   │ to move on                  │
└─────────────────┘        └─────────────────────┘        └─────────────────────┘
                                                                      │
                           ┌─────────────────────┐                   │
                           │                     │                   │
                           │ Independent         │ ◀──── Support Needs Addressed
                           │ Accommodation       │       and appropriate to move on
                           │                     │
                           └─────────────────────┘
```

Whole Pathway Move-on Data

13. The whole pathway is currently defined as comprising:

    a. Anchor House
    b. Crimscott Street
    c. Great Guildford Street
    d. The Dellow Hostel
    e. King George Hostel
    f. Edward Allsop Court
    g. Mare Street.

14. Since the initial increase of accommodation options in 2015, until the end of October 2019, the CoL Accommodation Pathway for Rough Sleepers has accommodated 129 individuals.

15. There have been 99 moves out of accommodation recorded; 92 of these records are individuals leaving the pathway entirely, while seven of these records are moves from one provider to another.

16. Across the period, 30 individuals remained in accommodation at the end of October 2019.

17. Some moves out of the pathway are negative moves away from provision; this includes individuals returning to rough sleeping, prison stays and abandonment with no further contact.

18. The following chart presents a breakdown of onward movements for individuals exiting pathway accommodation during its period of delivery from 2015 until the end of October 2019.

MOVE-ON FROM PATHWAY ACCOMMODATION: OUTCOME BREAKDOWN ENTIRE PERIOD OF OPERATION

Neutral Move-on
5%

Negative Move-on
44%

Positve Move-on
51%
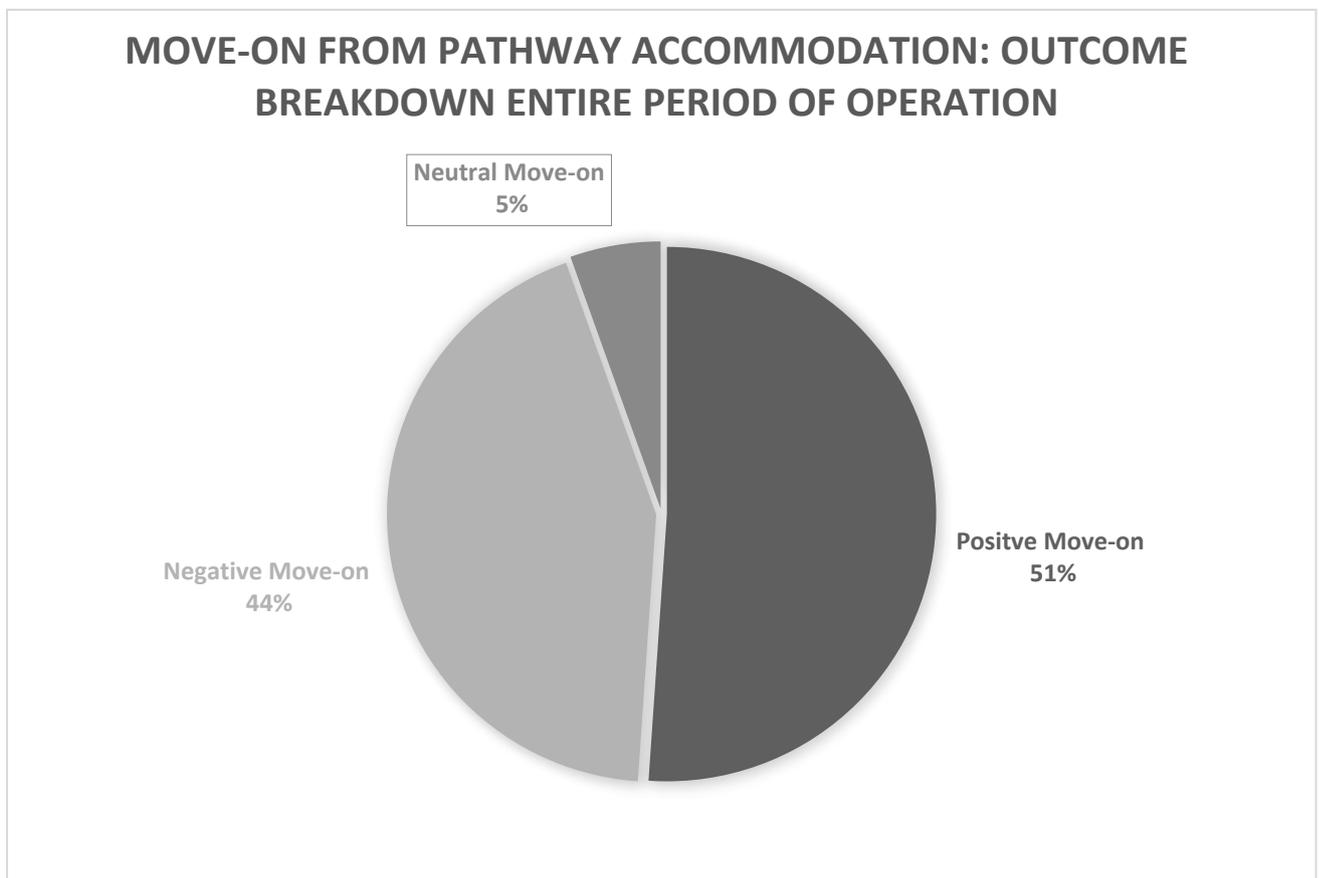
19. The majority of individuals entering pathway accommodation leave the pathway and move to a successful outcome, generally securing independent accommodation, further accommodation within the CoL pathway, or moving into supported accommodation offered by another Authority.

20. The single highest recorded instance of exit from the pathway is to return to rough sleeping. This is outweighed by positive outcomes, though still presents

at a considerable level. It is of note that the relatively small size of our Accommodation Pathway, coupled with the particularly high level of complex-needs individuals accommodated within services, does affect the heightened percentage of individuals leaving to rough sleep.

21. We currently do not have data related to the reason's individuals leave services in a negative manner, due to the constraints of different recording practice across accommodation providers. Discussions with project managers and support staff suggest that individuals often elect to leave services without onward accommodation, known as 'abandonment'. It has been stated that rent arrears form a substantial contributing factor in a number of individuals leaving services, often leading to eviction or abandonment. Also, individuals have stated that they find the distance of accommodation projects from the CoL challenging in relation to their lifestyles and elect to abandon projects in order to continue to rough sleep and engage in street activity closer to central London.

Whole Pathway Length of Stay Data

22. Each project within the pathway aims to accommodate an individual for a length of time related to the level and type of support the service provides.

23. The majority of services within the CoL pathway aim to move an individual into the next accommodation stage within 24 months, with the exception of Anchor House and Great Guildford Street.

24. Anchor House is used as provision flexibly by CoL; move-on is aimed for within 12 months with our general placement, though last winter we secured short-term funding from the Ministry of Housing, Communities and Local Government (MHCLG) to deliver specific assessment bed spaces for EU nationals; this had an intended move-on time of two weeks.

25. The intended use for Great Guildford Street is for short-term stays of three months, as this accommodation is offered as a short stay assessment space to either facilitate access to services in an individual's area of local connection or to progress into other aspects of the CoL pathway.

26. Across the pathway we look for an average length of stay totalling just under two years in order to ensure that there is availability of space for new individuals to exit rough sleeping and enter accommodation.

27. The overall average length of time an individual remains in pathway accommodation is slightly above target, though is below two years. As the average length of a stay in any supported accommodation pathway increases, fluidity within the pathway diminishes. This is most impactful for higher support needs individuals where the demand for bed spaces is greatest.

Support needs

28. Support needs data is not available for the entire period of pathway operation, owing to changes in data recording and collection.

29. The chart below presents the levels of support need for individuals accommodated within the CoL Pathway in Q1 of the financial year 2019/20.

Support Needs Across Q1 19/20

No Support Need
9%

Multiple Support Needs
43%

Single Support Need
48%

■ No Support Need   ■ Single Support Need   ■ Multiple Support Needs
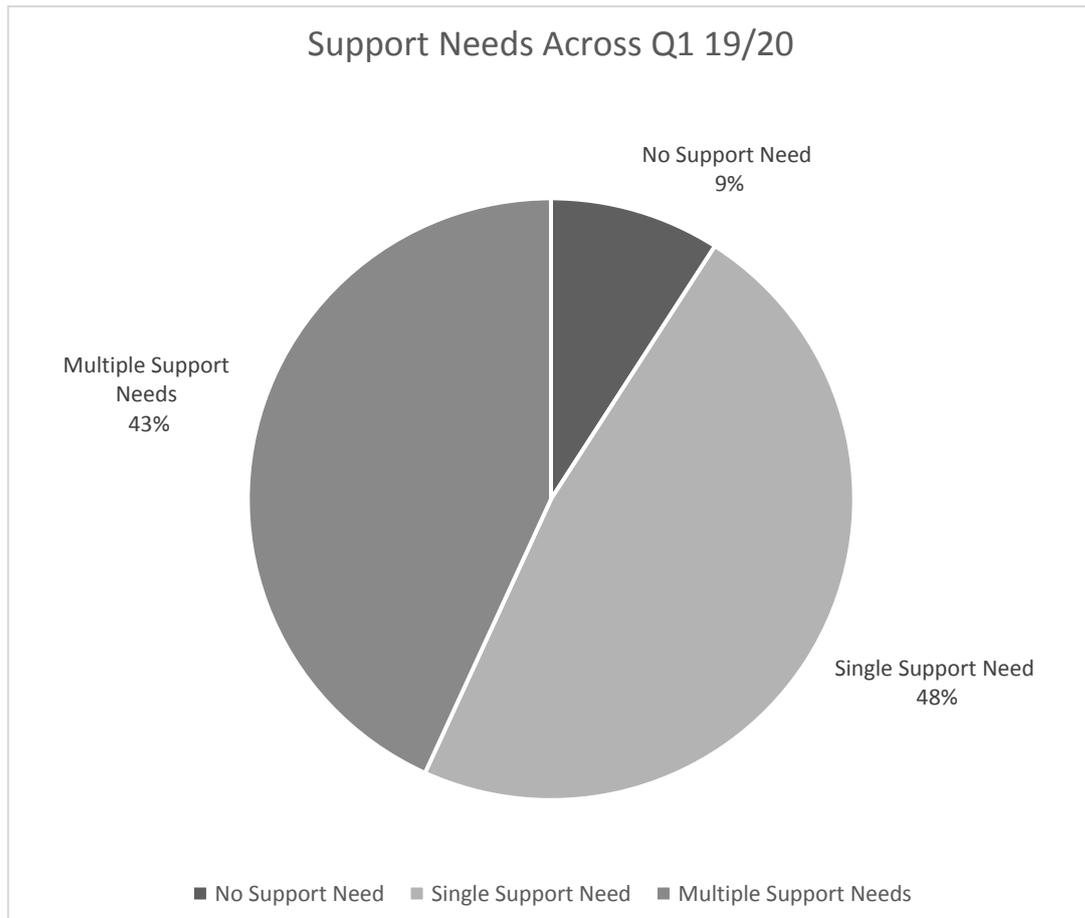
30. Only four individuals, or 9% of the total number of individuals seen in pathway accommodation across Q1, had no form of recorded support need.
31. There is a high level of multiple support needs within this data, representing 43% of the support needs within the pathway. This is broadly representative of the levels of multiple support need seen within rough sleeping in the Square Mile.

32. Increased levels of support need are referenced frequently by providers as posing challenges in ensuring that individuals retain accommodation and engage in the support provided therein, particularly as the majority of CoL provision is offered for medium or low levels of support need.

Challenges and Blockages

33. The CoL Accommodation Pathway is relatively small and lacks diversity in the number and nature of settings available. This makes it hard for someone to move to higher or lower support accommodation as their situation changes.

34. The fragmented nature of the pathway makes retaining overall control of the pathway difficult as a number of service providers and local authorities act as stakeholders.

35. Accommodation based further away from the Square Mile is rarely adopted by complex-needs clients, particularly those with substance misuse needs where access to supply and networks remain important.

36. There is a significant challenge in securing longer-term accommodation outside of the pathway, most notably into the private rental market; this often results in individuals remaining in accommodation.

Corporate & Strategic Implications

37. The analysis of the Accommodation Pathway, along with the discussion of challenges and blockages arising within this, directly relate to the Homelessness Strategy 2019–2023, and specifically relates to the desired outcomes of:

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

Implications

38. There are no financial implications arising from this paper.

Conclusion

39. Despite challenges, the creation of a Rough Sleeper Accommodation Pathway has had a significant impact on the wellbeing of those found rough sleeping in the CoL.

40. There are more clients with high supports needs currently rough sleeping in the City than our accommodation pathway has capacity for and, crucially, this

includes our initial 'off the street' offer – a key option utilised by the outreach team.

41. While there is diversity in our pathway, there are insufficient bed spaces to offer changes of settings for clients who's support needs change.

42. The average length of stay of around two years hampers the fluidity of the pathway meaning clients must wait longer for the most suitable options.

43. Overall control of the pathway is hindered by the number of stakeholders involved and difficulties in retrieving data.

Appendices

- Case studies – please see the non-public part of today's agenda.

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Committee	Dated:
Homelessness and Rough Sleepers Sub-Committee Rough Sleepers Strategy Group	04/12/2019
Subject: Rough Sleeping Performance Report – Quarter 2	**Public**
Report of: Andrew Carter, Director of Community and Children's Services	**For**
Report author: Raj Singh- Executive Support Assistant	**Information**

Summary

This report updates Members on the level and nature of homelessness and rough sleeping activity within the City of London for the second quarter (Q2) of 2019/20- with information on the year 2018/19. Summary report for Parkguard can be found as Appendix 3.

- The City of London Corporation is one of the top five London local authorities with high numbers of rough sleepers recorded during the year 2018/19. The number of people seen rough sleeping has remained relatively stable in recent years, albeit the number of those seen for the first time during the year 2018/19 had increased from the previous year.

- The total number of rough sleepers in the City of London had dropped for the first time in 9 months to 174 in Q1 and has increased marginally to 181 in Q2 2019/20. This however is still above that reported for same quarter in 2018/19.

- The rough sleeper 'flow' (number of new rough sleepers to the street) has risen slightly from the previous quarter but remains relatively low in compared to other benchmark groups. Overall, the decline in the rough sleeper flow annually is the second fastest compared with London and benchmark groups.

- The proportion of new rough sleepers in the City of London is below that of the London average and other benchmark local authorities. However, the proportion of those living on the street longer term (stock) as well as intermittent returners is high in the City of London.

- 70% of new rough sleepers in Q2 did not spend a second night out nor were they seen rough sleeping again in the period. This indicates an improvement in performance from Q1. However, only one rough sleeper migrated into the Living on the Streets cohort during the same period.

- A total of nine people are now identified as most entrenched, RS205 clients,[1] and difficult to engage rough sleepers in the City. This is one more than the eight reported in previous quarter.

- Mental health support is the most prevalent need for those seen rough sleeping in the City of London.

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[1] RS205 (rough sleepers 205) clients are identified as the most entrenched and prolific and hard-to-help rough sleepers

1

Members are asked to:

- Note the report.

Main Report

Background

1. This report sets out information relating to homelessness and rough sleeping for the Q2 2019/20 period- in comparison to the previous quarter.

2. Rough sleeping is a form of homelessness and, according to the Combined Homelessness and Information Network (CHAIN)[2], 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')".

   For the purpose of this report, the definitions of the three categories of rough sleepers considered are described in Table 1.

Table 1: 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

Rough sleeping population in the City of London

3. Eighty-seven percent of people seen rough sleeping in Quarter 2 of 2019/20 were male and forty-two percent of the demographic were between the ages of 36 and 45 during this period. This is in line with the statistics of eight in ten of people seen rough sleeping during 2018/19 being males and four in ten of the rough sleeping population being between the ages of 36 to 45.

4. In Q2 of the 12 people seen rough sleeping who served in the armed forces, 5 were UK nationals. Time spent in the forces could have been at any point in the person's life, and it is not necessarily the case that the person has recently been discharged.

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

5.   There was an increase of 27% in the number of people sleeping rough compared with that of Greater London (18.3%) and Inner London (16.4%) averages. The increased number of rough sleepers is attributable to increased number of new clients that migrated to the City of London in the last year and whilst their numbers dropped in Q1, it has increased marginally in Q2.

Table 2: Annual trend of rough sleepers in the City

Annual rough sleepers	2014/15	2015/16	2016/17	2017/18	2018/19	DOT (change from previous)
Total rough sleepers	373	440	379	348	441	⇧
Flow (New)	168	225	200	122	211	⇧
Stock (longer term)	149	158	129	168	165	⇔
Returner (Intermittent)	56	57	50	58	65	⇧

6.   During the period, July to September, the total number of individual rough sleepers in the City of London had risen by 4% in comparison with the previous quarter. Whilst this is a relatively low rise especially in comparison to wider London and the other benchmark groups, it is a considerably higher than the number recorded during the same period last year (table 3).

Table 3: Number of rough sleepers – comparing quarterly trends

|	2018/19				2019/20		% change from previous quarter
	Q1	Q2	Q3	Q4	Q1	Q2	
City of London	125	113	212	213	174	181	4%
Southwark	135	171	152	131	142	195	37.30%
Tower Hamlets	98	137	76	104	137	190	38.60%
Camden	248	281	298	298	183	265	44.80%
Westminster	774	836	905	986	888	1097	23.50%
Greater London	2595	3103	3289	3217	3172	3985	25.60%
Inner London					2288	2692	15%

7.   The rough sleeping population in the City of London during Q2 comprised:

   - 60 (25%) new rough sleepers of which 1 joined the living on the street population
   - 59 (-9%) longer-term rough sleepers described as 'living on the streets', of which 9 people were identified as part of the most entrenched hard-to-help RS205 group
   - 63 (%) people who sleep rough intermittently and have returned to the streets (as defined in table 4).

8.   In Q2, the proportion of people new to rough sleeping in the City (25%) is below that of London-wide average of (48%) as well as all other benchmarking local authorities.

Table 4: Composition of rough sleepers in Q2 2019/20

	New rough sleepers	New Rough Sleepers - Joined LOS[3]	Intermittent Rough Sleepers (returner)	Living on the Streets (All) Longer Term	LOS - RS205+ (entrenched)	Total
City of London	60	1	63	59	9	181
Southwark	84	0	89	22	3	195
Tower Hamlets	87	2	87	18	4	190
Camden	95	1	129	42	7	265
Westminster	605	5	355	142	13	1097
Greater London	2069	26	1504	438	49	3985

9.   56% of the City of London rough sleeping population are UK nationals. Those from Central and East Europe account for 27% of which one in four are from Poland.

Graph 1: Nationality of City of London rough sleepers during Q2 2019/20

Nationality of people seen rough sleeping by outreach services Q2 2019/20

| Nationality	%
France (1)	1%
Estonia (1)	1%
Czech Republic (1)	1%
Slovakia (2)	1%
Hungary (2)	1%
Spain (2)	1%
Portugal (2)	1%
Ireland (Republic of) (2)	1%
Lithuania (4)	3%
Latvia (4)	3%
Bulgaria (4)	3%
Asia (4)	3%
Africa (4)	3%
Italy (5)	3%
Other Europe (6)	4%
Poland (10)	6%
Romania (12)	8%
Central and East Europe (41)	27%
UK (87)	56%
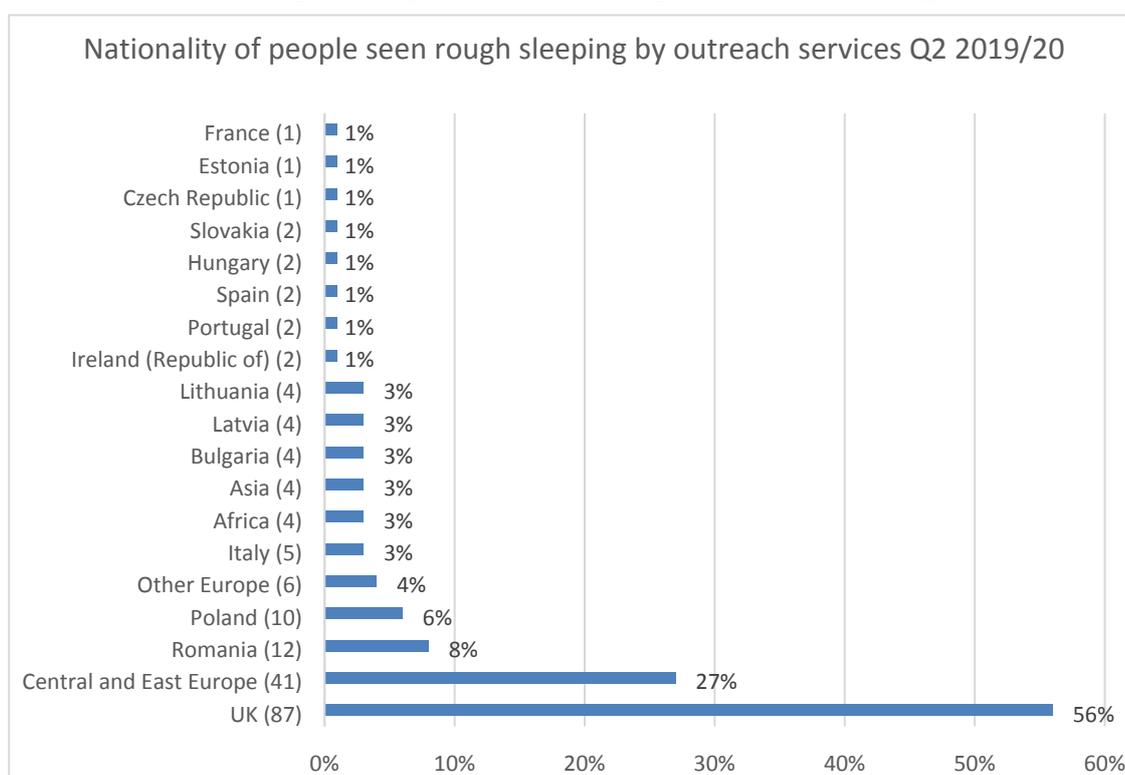
10.   The ethnic profile and distribution of people seen rough sleeping in the City of London is not entirely dissimilar to that of the City population, as reported in the 2011 national census, where 61% of those aged 25 and above were of White-UK ethnic origin, 5% where Asians and 20% where White-Other, including White Europeans.

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[3] New rough sleepers - Joined LOS = New rough sleepers who have joined the living on the street's cohort. This category is counted in two categories (new rough sleeper and the living on the streets categories) so the overall total will only include these figures once to avoid double counting.

4

Support needs of rough sleepers in the City of London

11. Seventy-one (60%) of rough sleepers during Q2 were supported for mental health needs, this is followed by those with alcohol (46%) and drug (44%) related problems.

12. Eighteen people (15%) had more complex needs - a combination of the three main needs supported. Twelve people had other needs that are not part of the three main categories. Sixty clients were not assessed for needs during this period.

Graph 2: Support needs of rough sleepers during Q2 2019/20
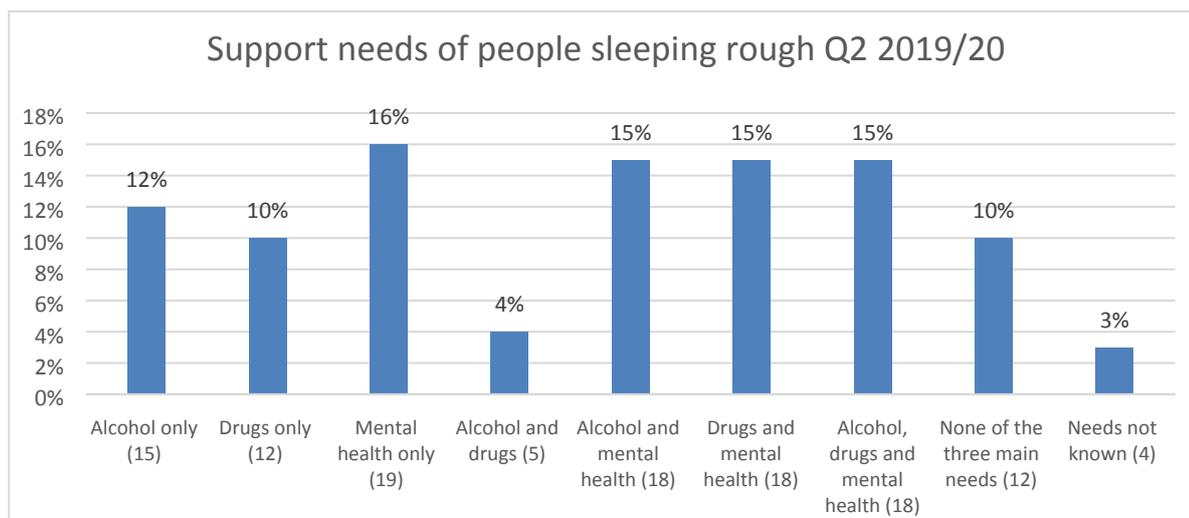
New rough sleepers (Flow)

13. The proportion of rough sleepers that are new (flow) has declined in recent years and for Q2 is lower than it has been in the last five years but has increased from Q1 2019/20 *(Table 5)*. The City of London average is still below that of London and benchmarking local authorities (Graph 3).

Table 5: Proportion of people that are new to rough sleeping (Flow) over time

	2014/15	2015/16	2016/17	2017/18	2018/19	Q1 2019/20	Q2 2019/20	DOT
City of London	45.00%	51.10%	52.80%	35.10%	47.80%	27.60%	33.10%	⇧
Greater London	67.40%	65.20%	62.80%	59.50%	62.40%	47.70%	51.90%	⇧
Inner London	62.10%	61.60%	59.60%	56.70%	60.30%	45.90%	47.70%	⇧

Graph 3: Number of new rough sleepers

Proportion of new rough sleepers in comparison with benchmark groups Q2 2019/20

Category	Value
Tower Hamlets	45.7%
Westminster	55.1%
Greater London	51.9%
Inner London	47.7%
Southwark	43.0%
Camden	35.8%
City of London	33.1%
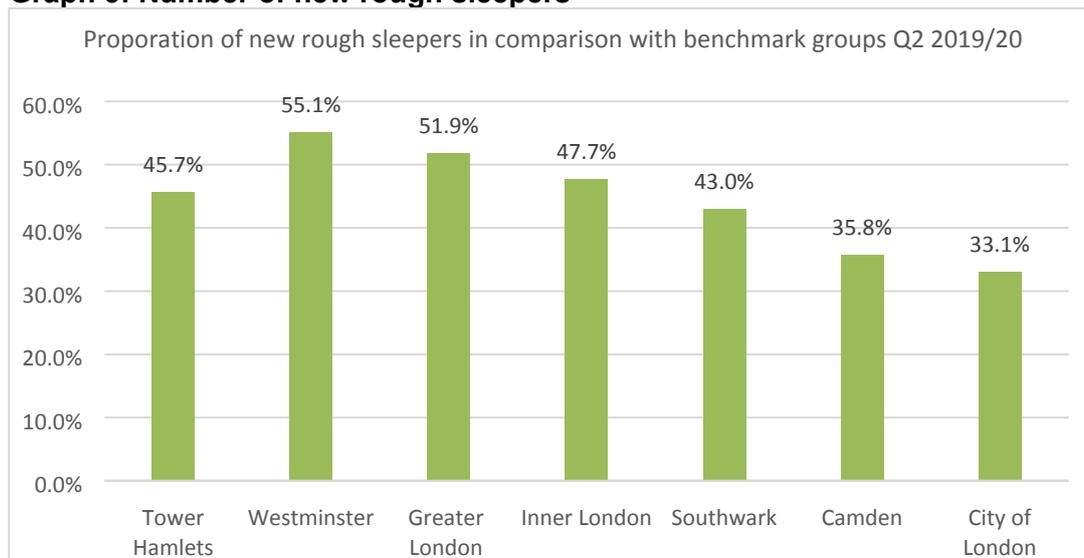
Rough sleepers not spending a second night out

14.   Forty two people new to rough sleeping (70%) in Q2 did not spend a second night out[4] and one person joined the longer-term living on the street cohort.

15.   City of London's performance for this measure is below that of London average and other benchmarking local authorities. Note however, that the number of people that spent a second or more nights reduced slightly from 18 to 17 this quarter even though the performance is low

16.   One of the seventeen new rough sleepers that spent more than one night out, joined the 'living on the streets' cohort. This is better than 2 reported between June and September of 2018 (Q2).

Table 6: Percentage of new rough sleepers not spending a second night out (NSNO)

	2018/19				2019/20		Direction of travel (DOT)
	Q1	Q2	Q3	Q4	Q1	Q2	
City of London	76%	59%	76%	70%	63%	70%	⇧
Southwark	62%	78%	77%	69%	70%	71%	⇧
Tower Hamlets	71%	76%	64%	82%	84%	79%	⇩
Camden	79%	75%	82%	70%	75%	74%	⇩
Westminster	82%	78%	83%	83%	77%	87%	⇧
Greater London	80%	80%	83%	81%	80%	80%	⇔

Living on the streets longer-term rough sleepers (stock)

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

17. The total number of rough sleepers categorised as living on the street (stock) increased this quarter to 70%, indicating a 7% rise. However, this is still more than that reported for same quarter in 2018/19.

18. The proportion of longer-term rough sleepers in the City remains higher than benchmark groups at 33% compared with the London average (12%) and other benchmarking local authorities.

Table 7: Proportion of rough sleepers living on the street longer term (stock)

	2014/15	2015/16	2016/17	2017/18	2018/19	Q1 2019/20	Q2 2019/20	Yearly DOT
City of London	39.90%	35.90%	34.00%	48.30%	37.40%	37.40%	32.60%	⇩
Greater London	21.00%	22.60%	24.40%	25.50%	23.50%	12.40%	11.00%	⇩
Inner London	24.80%	25.50%	26.90%	27.70%	25.60%	14.20%	14.70%	⇧

19. The number of longer-term rough sleepers is also noticeably higher in the City of London compared with geographical neighbours, apart from Westminster (table 8).

20. Nine RS205 clients, (i.e. the most entrenched and hard-to-help 205 identified rough sleepers), were reported sleeping rough in the City of London during Q2. This is up from eight reported in Q1 but better than eleven reported in the 2 quarters prior and reflects good achievement given the number of challenges faced with this group.

Table 8: Number of longer-term rough sleepers compared with previous period

	2017/18				2018/19				2019/20		% share of LOS
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q2
City of London	46	49	49	40	34	30	66	74	65	59	33%
Southwark	15	24	26	25	19	24	23	17	23	22	11%
Tower Hamlets	16	26	16	13	18	20	13	18	17	18	9%
Camden	36	33	39	43	64	54	58	42	33	42	16%
Westminster	190	196	185	173	144	115	168	130	159	142	13%
Greater London	362	376	384	393	382	340	435	374	393	438	11%
Inner London									326	396	15%

**Intermittent rough sleepers (returners)**

21. Sixty-three people were reported as intermittent rough sleepers during Q2, indicating no change from the previous quarter. These are people who have returned to the street during the reporting period but where not seen regularly.

22. Analysis of previous outturns shows that three in twenty rough sleepers are intermittent, that is, not seen regularly.

Table 9: Number of intermittent rough sleepers compared with previous period

Intermittent/Returners	2018/19				2019/20		Direction of Travel
	Q1	Q2	Q3	Q4	Q1	Q2	
City of London	62	63	54	68	63	63	⇔
Southwark	63	78	75	63	65	89	⇧
Tower Hamlets	49	59	41	44	54	87	⇧
Camden	114	130	145	152	97	129	⇧
Westminster	340	433	381	361	311	355	⇧
Greater London	1159	1406	1330	1309	1298	1504	⇧
Inner London					938	1025	⇧

23. During Q1 of 2019/20, Twenty-two intermittent rough sleepers (35%) had one 'bedded down' contact with outreach workers. Forty-one people had two or more contacts, of which 13 (21%) had four or more contacts. During Q2 of 2019/20, Twenty-one intermittent rough sleepers (33%) had one 'bedded down' contact with outreach workers. Forty-two people had two or more contacts, of which 9 (14%) had four or more contacts.

24. The City of London 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 4: Bedded down street contacts made with intermittent rough sleepers – Q2

Number of bedded down street contacts Q2 2019/20

City of London- Q2 | Greater London Average- Q2
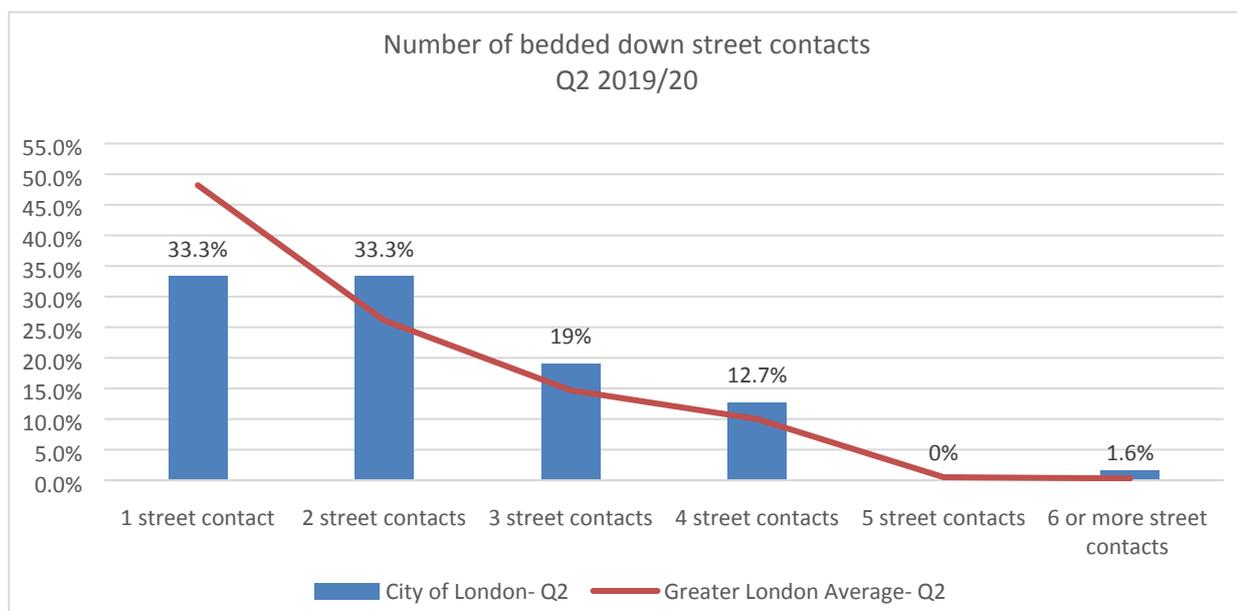
Accommodation stays during the quarter

25. Outreach teams and other services work to help rough sleepers into a range of accommodation types. During Q2, a total of 41 accommodation stays were recorded, of which 24 were temporary accommodation.

26. People are also helped to reconnect to their home area or country, where they have more options available to them, for example through appropriate support networks, entitlement to accommodation or access to an alcohol treatment centre. In Q1 2019/20, 4 people were helped with reconnections of which 50% were destinations in and outside the UK. Similarly, in Q2 2019/20, 2 people were helped with reconnections with their local areas or countries.

Table 10: Number and percentage of Q2 accommodation stays

| | No. of stays | | | | % share | | | |
| | 2018/19 | | 2019/20 | | 2018/19 | | 2019/20 | |
Accommodation	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2
City Assessment Hubs	44	47	22	13	59%	38%	47%	42%
Bed & breakfast	13	25	11	8	18%	20%	23%	20%
Clinic/detox/rehab								
Hostel	7	10	5	3	9%	8%	11%	7%
Long-term accommodation	1		1	3	1%		2%	7%
No second night out								
Temporary accommodation (local authority)	2	7	6	12	3%	6%	13%	29%
Supported reconnection	7				9%			
SWEP (Local)		18				15%		
SWEP (Pan-London)		11				9%		
Winter/Night Shelter		5	2	1		4%	4%	2%
Total Stay	**74**	**123**	**47**	**40**	**74**	**123**	**47**	**40**

Implications

27. The prevention and relief of rough sleeping in the City of London links directly to the 2018/23 corporate plan, particularly the aim of contributing to a flourishing society.

28. There are no direct financial or legal implications associated with this report.

Health Implications

29. There are no direct health implications associated with this report. The service however continues to support rough sleepers with their health needs.

9

Conclusion

30. The number of rough sleepers seen during Q2 2019/20 in the City of London is slightly above that of the previous quarter and is still higher than that of benchmark local authorities. The City of London's rate of decline is faster than most in benchmark group.

31. A significant proportion of the City of London rough sleeping population are longer term rough sleepers, referred to as being stock or returning clients.

32. In Q2, 70% (42 of the 60) of new rough sleepers spent just a single night out and were not seen rough sleeping again. This is in line with the previous outturn but below the London average.

33. Seventeen (28%) of the 60 new rough sleepers spent more than one night out or were not seen rough sleeping again in the period. And only one new rough sleeper joined the 'living on the streets' cohort.

34. In Q2 2019/20, 29 people were provided with accommodation stays and 2 were helped with reconnections with their local areas or countries. This is one less than the 30 helped in the previous quarter of which 4 were helped with reconnections in Q1.

Appendices

- Appendix 1 – Greater London spatial map of the number of bedded down street contacts recorded in 2018/19 by Middle Supper Output Area (MSOA).

- Appendix 2 – Spatial map of number of rough sleepers in London 2018/19

- Appendix 3 – Parkguard Report September 2019

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Appendix 1 – Greater London map of bedded down street contacts 2018/19

The map below shows the number of bedded down street contacts recorded in each Middle Super Output Area across Greater London during the period. It is important to note that this represents volume of contacts rather than individuals, and some people may have been seen on multiple occasions within a given area.

No. Bedded Down Contacts

1	3	6-10	21-50
2	4-5	11-20	51+

11
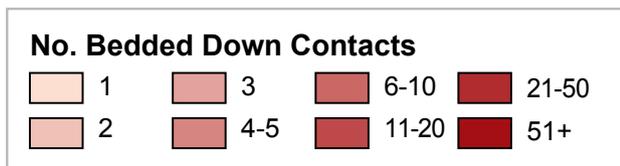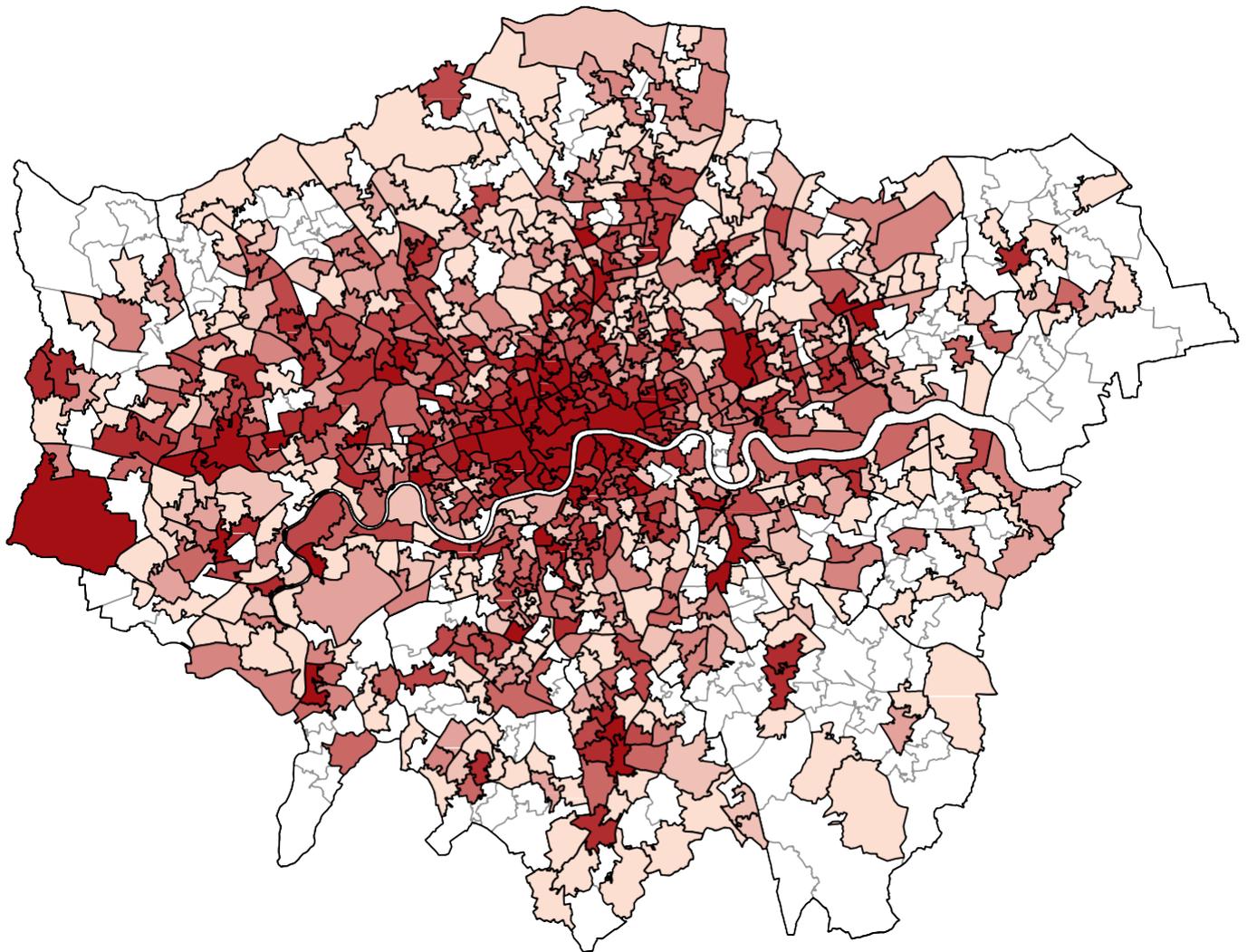
Appendix 2 – Greater London map of bedded down street contacts 2018/19
The below is a colour coded spatial representation of the total number of people seen rough sleeping in each borough during the year 2018/19. City of London is one of the top five local authorities with high numbers of rough sleepers recorded during the year.

No. People Seen Rough Sleeping

1 - 50	101 - 150	201 - 300	401 - 500	1001 - 2000
51 - 100	151 - 200	301 - 400	501 - 1000	2001+

Appendix 3- **Parkguard**
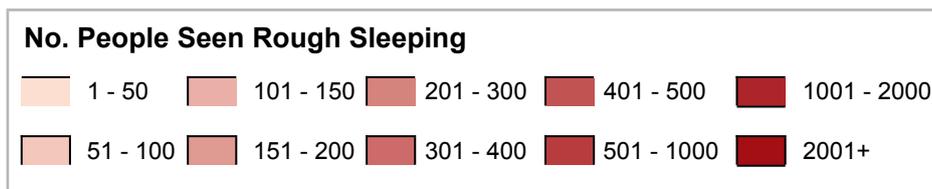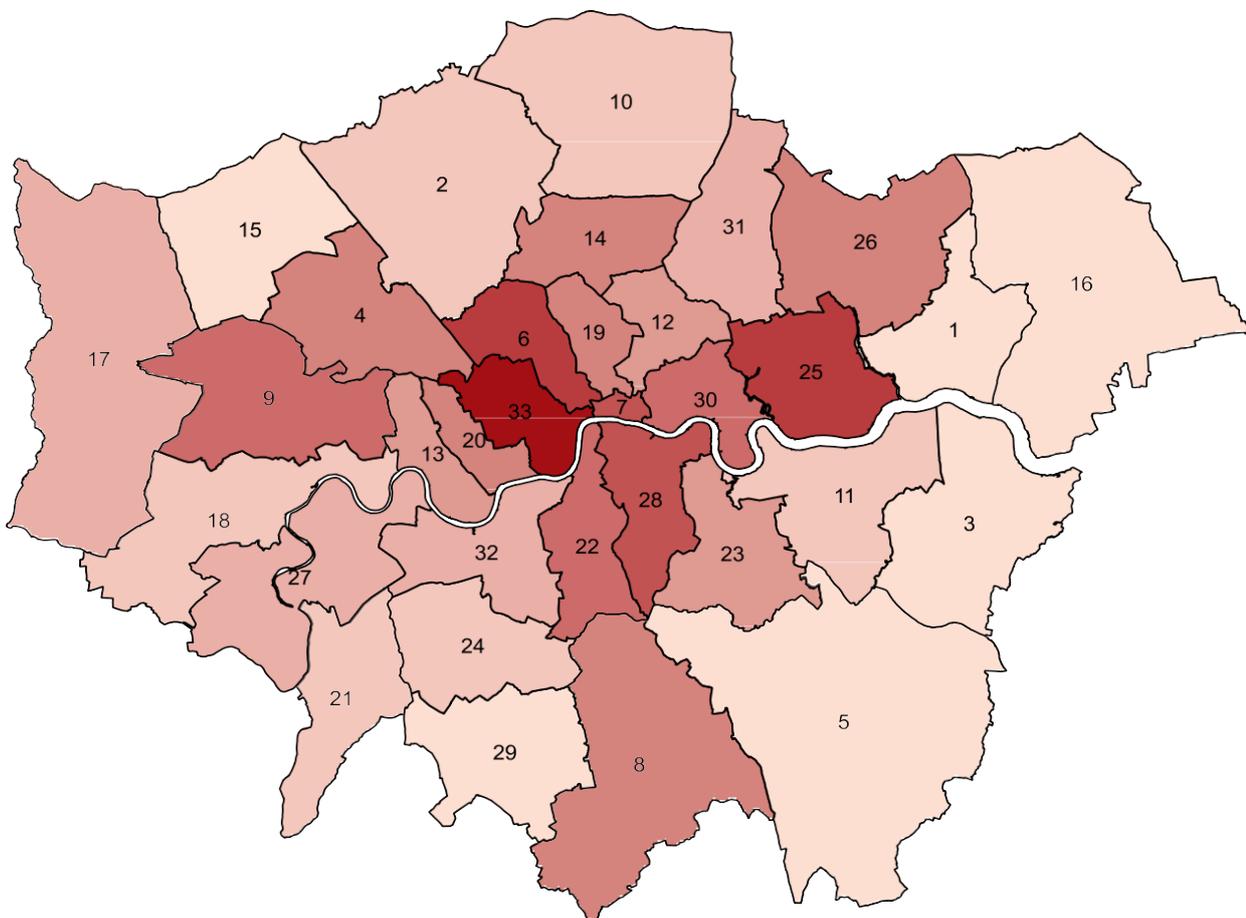
Key	Borough	Total
1	Barking & Dagenham	49
2	Barnet	94
3	Bexley	32
4	Brent	248
5	Bromley	47
6	Camden	815
7	City of London	441
8	Croydon	274
9	Ealing	382
10	Enfield	100
11	Greenwich	91

Key	Borough	Total
12	Hackney	163
13	Hammersmith & Fulham	171
14	Haringey	253
15	Harrow	30
16	Havering	32
17	Hillingdon	123
18	Hounslow	87
19	Islington	276
20	Kensington & Chelsea	265
21	Kingston upon Thames	86
22	Lambeth	363

Key	Borough	Total
23	Lewisham	165
24	Merton	57
25	Newham	612
26	Redbridge	214
27	Richmond	128
28	Southwark	435
29	Sutton	49
30	Tower Hamlets	316
31	Waltham Forest	137
32	Wandsworth	111
33	Westminster	2512
34	Heathrow	283

Report September 2019

Parkguard Ltd

Service provider to Local Authorities and Police

www.parkguard.co.uk

Community Safety Scheme Accredited

City Of London SPT

Patrol Summary Report (01/09/19 to 30/09/19)
Report filter: Contract = City Of London SPT, Ward/Zone = All, Site = All

Incident Synopsis

*These statistics are the number of incidents only not the number of people processed in relation to the incident

Ward Information

Ward	Number of visits to locations in this ward	Number of occurrences / action required
City of London	94	272

Occurrence

Liaised - Other	1
Liaised - Client/ Client Staff	3
Liaised - Public/ Park User	30
Nuisance (Adult/over 18)	10
Nuisance (Littering)	1
Liaised - Police Control	3
Police Joint Patrol	2
Liaised - Police Officers	6
Joint Shifts with Outreach	3
Street Pop (Begging)	21
Drinkers present - No Off	1
Street Pop (Homelessness)	41
Welfare Check of a person(s)	40

Outcome

All in order during patrol	75
Police called to attend	3
Brought to Att of Police	2
Person Arrested by Police	2
Requested/directed to leave from known sleep/begging site	10
Warning/ Advised at scene	12
Monitor issue on future visits	2
Monitored a location and provided re-assurance	4
Police References- CAD URN STORM	3

13

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Committee:		Dated:
Homelessness and Rough Sleeping Sub-Committee		04/12/2019
Subject: Rough Sleeping Budget 2019/20		**Public**
Report of: Andrew Carter, Director of Community and Children's Services, and Peter Kane, The Chamberlain		**For Information**
Report authors: Will Norman, Service Manager, Homelessness and Rough Sleeping, Community and Children's Services Louise Said, Senior Accountant, 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 P7 2019/20 £000**	**Outturn forecast 2019/20 £000**
Income	429	718	631	718
Expenditure	(1,135)	(1,484)	(945)	(1,515)
Net Budget	(706)	(766)	(314)	(797)

The outturn forecast is currently expected to be approximately £31,000 overspent which will be absorbed within the overall Homelessness local risk budget.

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

seven-month period to the end of October 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 7					
	Actual 2018/19 **£000**	Budget 2019/20 £000	Actual to P7 2019/20 £000	Forecast Outturn 2019/20 £000	**Para**
Local Risk					
Employee expenses	**(312)**	**(371)**	**(187)**	**(371)**	2
Premises-related expenses	**(7)**	**(0)**	**(10)**	**(10)**	3
Transport-related expenses	**(1)**	**(5)**	**(1)**	**(5)**	
Supplies and services:					
EASL Mental Health	(11)	(14)	(2)	(14)	
Detox/Rehab Pathway	(13)	(40)	(0)	(40)	
Outreach contract	(332)	(350)	(350)	(350)	
Advice worker	(21)	(35)	(0)	(35)	
Security – Parkguard	(25)	(25)	(25)	(25)	
Legal costs	(1)	(5)	(0)	(5)	
Evaluation report	(1)	(10)	(37)	(37)	
Case Worker – St Mungo's	(57)	(60)	(4)	(54)	
Consultancy	(2)	(10)	(5)	(10)	
Grants including Providence Row and The Lodge	(102)	(56)	(40)	(56)	
Winter campaign	(17)	(21)	(28)	(21)	
Other supplies and services	(16)	(11)	(9)	(11)	4
	(598)	**(637)**	**(500)**	**(658)**	5
Third-party payments:					
Hostel placements from other LAs	(74)	(77)	(0)	(77)	
Severe Weather Emergency Protocol	(17)	(15)	(0)	(15)	
Accommodation	(123)	(338)	(243)	(338)	
Client subsistence and travel	(3)	(41)	(4)	(41)	
	(217)	**(471)**	**(247)**	**(471)**	6
Government grants:					
Rough Sleeping Grant	170	126	126	126	7
Rough Sleeping Initiative	209	367	367	367	8
	379	**493**	**493**	**493**	
Other grants	**50**	**225**	**138**	**225**	9
Total Local Risk	**(706)**	**(766)**	**(314)**	**(797)**	10

Reasons for significant variations

2. 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.

3. This cost relates to accommodation charges for those staff situated in the Barbican Estate Office. These costs are met from the Rough Sleeping Grant.

4. Other Supplies and Services budget includes printing and stationery, IT and other general office expenses.

5. 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.

6. 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 of the year only.

7. 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 Ministry of Housing, Communities and Local Government (MHCLG) to achieve their commitment to halve rough sleeping by 2022 and eliminate it by 2027.

8. The budget includes £22,000 unspent Rough Sleeping Initiative grant which 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.

9. Other grant income comprises £200,000 in relation to the Private Rental Scheme Access Fund, which was launched in 2018 to enable better access and sustainment of tenancies for those who are, or at risk of becoming, homeless and rough sleeping, along with £25,000 contribution towards the No First Night Out project.

10. The outturn forecast is currently expected to be approximately £31,000 overspent, which will be absorbed within the overall Homelessness local risk budget.

Appendices

*   None.

Peter Kane   **Andrew Carter**

Chamberlain   Director of Community and
                                                     Children's Services

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Committee(s):	Date(s):
Safer City Partnership- For information	27th November 2019
Police Authority Board- For information	28th November 2019
Homelessness and Rough Sleeping Sub (Community and Children's Services) Committee- For information	4th December 2019
Subject: Operation Luscombe Review	**Public**
Report of: Commissioner of Police Pol 89-19	**For Information**
Report author: T/Chief Inspector Jess Wynne, Community Policing	

Summary

Operation Luscombe has been running since May 2018. It is a partnership approach to the issue of begging in the City of London and was developed by the Community Policing Team.

A review was commissioned by the Commander Operations and Security earlier in the year and this has now been completed. The review has shown that the operation has been effective in terms of performance outcomes with a 12 month comparison (June 2018 to May 2019 compared to the same period in 2017-18) showing just under a 50% decrease in begging reports since Operation Luscombe has been initiated. There are further metrics and information in the Main Report and appendices A and B which may be of interest to Members.

The review has highlighted other positive outcomes in terms of partnership working and information sharing but there are also areas for improvement and development including better recording practices and exploring the possibility of a measure for qualitative success in terms of the individual clients' needs and whether these have been met.

The Force is considering the future of Operation Luscombe at a strategic level with partners at the City of London Corporation and a further update will be provided to Members on next steps once these have been agreed. In the meantime the operation will continue.

Operation Luscombe supports both the City of London Police Corporate Plan and the City of London Corporation Corporate Plan 2018-23. It has also received interest from the National Police Chiefs Council (NPCC) Lead for Anti-Social Behaviour (ASB) and the Home Office, as an effective tool to be potentially rolled out nationally to combat begging and other types of ASB.

Recommendation

It is recommended that Members note the report.

Main Report

Background

1. Members will recall from previous updates to your Board/ Committee that Operation Luscombe was originally developed by the City of London Police after a Problem Profile was produced in response to concerns raised by the community and through elected Members in respect of begging in the City of London. Operation Luscombe is an initiative that was started to combat begging and signpost individuals to additional/ support services as a result of a community trigger. It has been an experimental approach as a means to target and deal with wide scale begging and as such is due to be refreshed to gauge whether it should continue in its current form.

2. At the January 2019 meeting of the then Police Committee, now Police Authority Board, the Commander Operations and Security undertook to review Operation Luscombe at the end of the financial year 2018-19. To this end, the T/CI Community Policing requested a full review by the Force Intelligence Bureau to enable the Force to better understand what impact the operation has had; potentially how it can be improved and considerations for the future. The review has now been completed.

3. This report covers the period from the commencement of Op Luscombe, in June 2018, to end September 2019. It outlines the review and the findings and is presented to Members for information.

Methodology

4. The review was completed by the Force Intelligence Bureau by analysing data sets obtained from the data mining tool Business Objects which extracted occurrences and intelligence reports from the intelligence database Niche. Qualitative input was also sought with officers from the Communities' teams to ensure a holistic view was obtained. There were some caveats highlighted by the Force Intelligence Bureau in terms of data sets as recording practices changed owing to the change from UNIFI (the Force's previous Crime and Incident recording system) to Niche, which went live in October 2018.

Current Position

5. At present, Operation Luscombe is run by the City of London Police (CoLP) Community Policing team. There is 1 officer that runs the initiative however they are not dedicated to this role and are required to perform other duties in line with the objectives of the Community Policing Team.

6. This officer manages the physical paperwork of the scheme, arranges the hub and completes all the administrative functions such as recording all person records on local intelligence system Niche, conducting Police National Computer (PNC) checks and creation of PNC flags and submission of briefing slides. All CoLP officers are aware of the operation and issue Luscombe tickets when individuals

are found begging, however it is mainly the officers within the Communities team that issue these tickets.

The Traffic Light Scheme

7. Member will recall from previous reports to your Board/ Committee that the initiative uses a traffic light card system with 4 clear stages designed to stop the individuals begging within the City. Operation Luscombe uses the national recognised behavioural deterrent methods known as Community Protection Warnings (CPW) and Community Protection Notices (CPN) however it also includes a positive requirement stage prior to the issuing of CPW and CPN's (Green ticket). The green ticket invites the individual sighted begging to the intervention hub and provides the date of the next running hub. Should the individual be seen begging again they will be issued a CPW (Amber), followed by a CPN (Red) and are then arrestable if the red ticket is breached (Blue).(See Appendix A)

The Hub

8. The hub is hosted to signpost individuals that are begging to appropriate and available services that may assist with any problems that are causing the individual to beg for money. The City of London Police host the hub alongside the supporting services.

9. The hub has occurred a minimum of once a month since the beginning of the initiative however at the beginning there were 2-3 hubs hosted per month. Please see the table below for full breakdown. The majority of the hubs have been hosted at Alderman's Walk near to Bishopsgate and they all occur between 0900 hours and 1100.

| 2018-19																
Month	**Jun**	**Jul**	**Aug**	**Sept**	**Oct**	**Nov**	**Dec**	**Jan**	**Feb**	**Mar**	**Apr**	**May**	**Jun**	**Jul**	**Aug**	**Sept**	**Oct**
No of Hubs	2	2	3	1	1	1	1	1	0	1	1	2	1	1	1	1	1

Source: Niche/ Unifi

Performance outcomes from Op Luscombe

10. Outcomes from Operation Luscombe have regularly been reported to the Police Authority Board as part of the quarterly Community Engagement Updates. However, the review looked at the outcomes for the whole period since Operation Luscombe has been in place compared with outcomes prior to its introduction, and these are outlined below.

11. Prior to May 2018 there were an average of 21 occurrence / intelligence reports submitted per month in regards to begging during 2017 (June 2017 to May 2018). A 12 month comparison (June 2018 to May 2019) shows there to be an average of 10 crime and intelligence reports per month in regards to begging showing just under a 50% decrease in begging reports since Luscombe has been initiated.
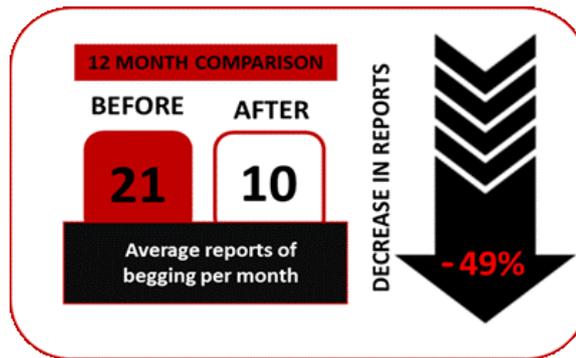
12. The below diagram shows two heat maps both before and after Luscombe. The first map shows that there were multiple hot spots in the city on both the East and the West side however there are fewer hot spots post implementation of Luscombe. Bishopsgate area remains a hotspot and is hotspot for all crime. Other areas show Monument and Finsbury Circus area. There has been almost zero begging incidents in the centre of the city (Cheapside area) since Luscombe and a noticeable reduction in the Barbican area. The maps act as a visual tool to clearly highlight the impact of Luscombe.
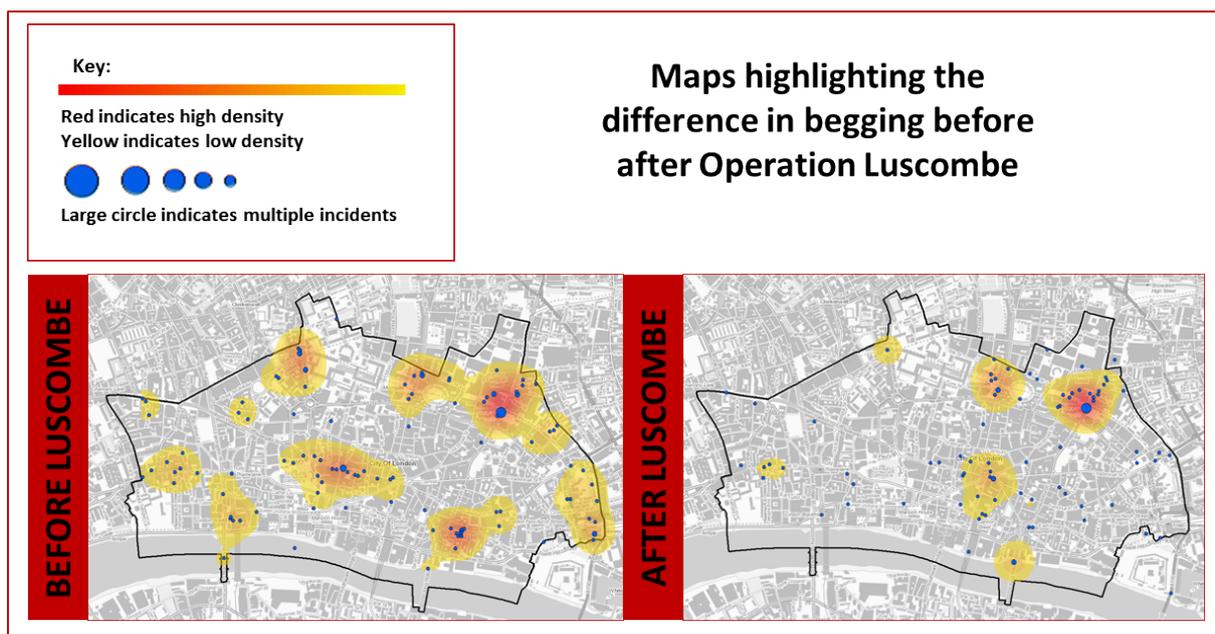
13. Between June 2018 and the end of September 2019 there have been a total of 253 tickets issued Operation Luscombe tickets issued. Of these tickets, **68% of these were green tickets**, **19% were amber tickets**, **11% were red tickets** and **2% were blue tickets**. The infographic below shows the key statistics for repeat begging since Operation Luscombe began.
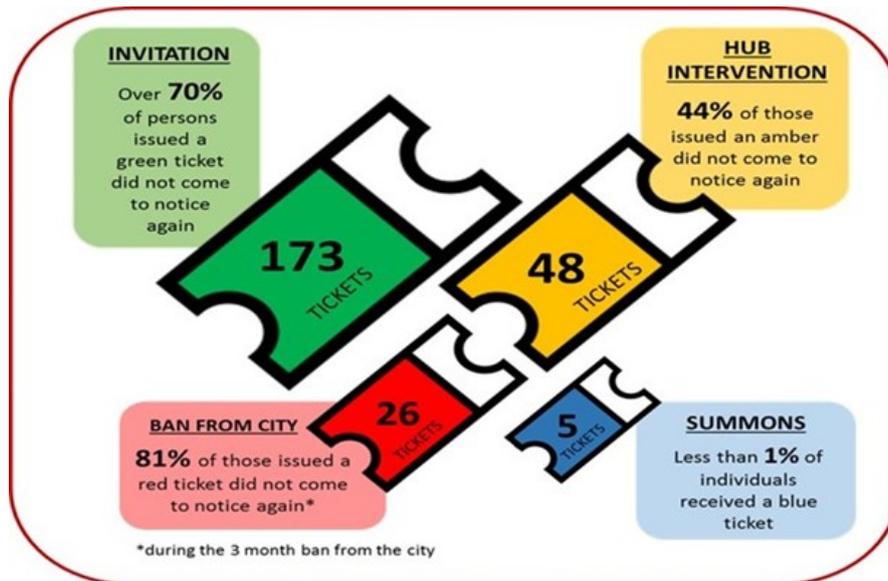
14. Of note:
    - 70% of individuals that were issued a green Luscombe ticket did not come to notice again. This could indicate that the individuals stopped begging but there is a chance that they have been displaced and begged outside of the city.
    - Just under 44% of individuals issued an amber ticket did not come to notice again. This may be as a result of services accessed at the Hub Intervention but this is not known due to issues with data recording and lack of information sharing between agencies.
    - Only 26 red tickets were issued in the selected time period which resulted in the individual being banned from the city and that enforcement was effective for the majority of these individuals as only 5 persons were summonsed/arrested for breaching their red ticket / CPN.

15. A fuller analysis of the demographics and some case studies for Op Luscombe for the reporting period can be found in Appendix B for Members interest and reference.

Other positive outcomes

16. In addition to the performance outcomes highlighted above there have been number of other outcomes identified as part of the review which have had a positive impact. These include:
    - Positive engagement- Luscombe encourages positive interactions between police and individuals begging.
    - Partnerships- this has engendered a good partnership approach and positive working relations with partner agencies aforementioned with improved information sharing.
    - Intelligence- owing to their interactions officers are able to gather a richer intelligence picture. Obtaining details of individuals allows for research development and identifying potential vulnerabilities that need to be safeguarded

- Response- enables officers to have an effective response to deal with begging (as opposed to using the Vagrancy Act) and allows an official method to signpost individuals found begging to available and relevant services.

Areas for further development/ improvement

17. The review has also identified some areas that will require further development. These include:
    - Need to increase participation from partner agencies as attendance at the hubs is sometimes inconsistent. This makes it difficult to offer the appropriate support and services to individual clients in a consistent way.
    - Location and venue- the gazebo that forms the 'hub' does not offer any privacy which may dissuade clients from attending
    - Recording of data requires improvement as it is currently inconsistent. This makes analysis difficult.
    - It is difficult to measure qualitative success in terms of the individual clients' needs and whether these have been met as a result of being given support by relevant services.
    - Intelligence gaps- the review has highlighted a number of areas where intelligence collection could be improved.

Outcomes from the Review

18. The main reason for conducting the review was to gauge whether Op Luscombe should continue in its current form. The CoLP Luscombe review document is currently being considered by the Force at a strategic level with partners at the City of London Corporation, prior to next steps. A further update will be given to Members once next steps have been agreed. In the meantime, Operation Luscombe will continue to operate and the Force will work on making some of the improvements highlighted above.

19. In terms of funding, Op Luscombe has been funded by CoLP in terms of holding the hubs, the administration and officer time. Clearly depending on next steps, full costs would need to be ascertained as part of any future costing model for this operation.

Corporate & Strategic Implications

20. Operation Luscombe fully supports the City of London Police Corporate Plan 2018-23 ambition: **To deliver a policing service that is valued** by those who live, work and visit the City of London.

21. Operation Luscombe fully supports the City of London Corporation 2018-23 Corporate Plan aim/ objective: **Contribute to a flourishing society.**

22. Members of Police Authority Board will also be aware, as reported to the October meeting of the Board, that Head of Community Policing met with Assistant Chief Constable Andy Prophet of Essex Police in his role as the National Police Chiefs Council (NPCC) lead for ASB nationally and presented at the National ASB

Conference with a view to launching the scheme nationally. The officers have also been invited to attend the Home Office to present on the operation with a view to Operation Luscombe becoming a national standard for all forces to adopt in their approach to begging and other instances of anti-social behaviour.

Conclusion

23. Operation Luscombe has provided a successful and effective solution to dealing with the issue of begging in the City of London with a headline of just under 50% decrease for reports of begging since its inception in May 2018. The Force and City of London Corporation are committed to continuing to tackle the issue of begging and it is anticipated that Op Luscombe will form part of the partnership approach going forward.

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Acknowledgements:
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Appendix A
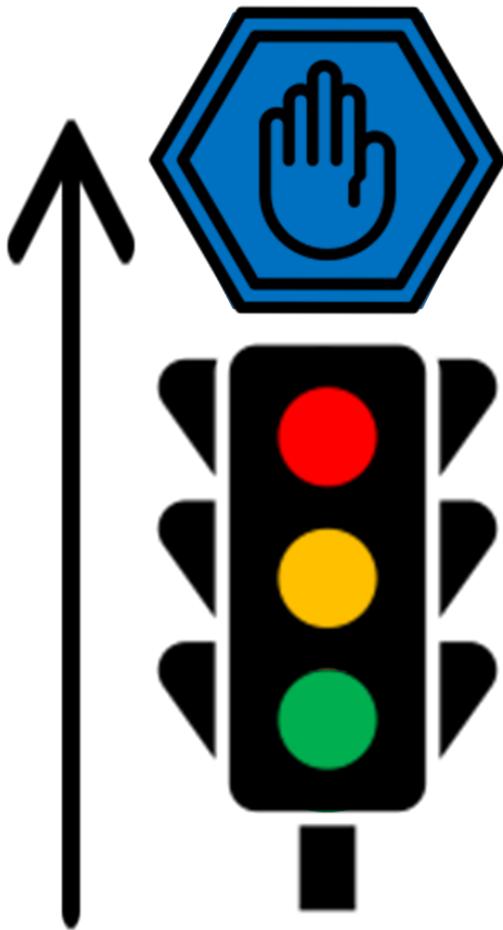
BLUE

This is issued when the individual breaches their red ticket / CPN. The individual may be arrested or issued with a summons.

RED

This is the equivalent of a Community Protection Notice (CPN). This is issued if the individual breaches their CPNW. The CPN is bespoke to the individuals but generally bans the individual from the whole of the City of London. These are valid for 3 months. The individual can be prosecuted if they are seen to breach the CPN.

AMBER

This is the equivalent of a Community Protection Notice Warning (CPNW). It is an official warning letter written to the individual with a date and signature. These are valid for 12 months. The warnings can be bespoke but generally state the individual should not be seen begging or littering. They are subject to a Community Protection Notice if caught breaching requirements over the next 12 months. The individual is also expected to attend the monthly Hub.

GREEN

An invitation to the hub

Warning issued to stop begging. A warning before the official warning.

Appendix B

The infographic to the left highlights the key demographic figures for individuals that were issued Luscombe tickets.

DEMOGRAPHICS

Nationality

61% United Kingdom

7% Poland

5% Lithuania

17% Romania

Gender

80% Male

Age

20% in twenties | 30% in thirties
40% in forties | 10% in fifties
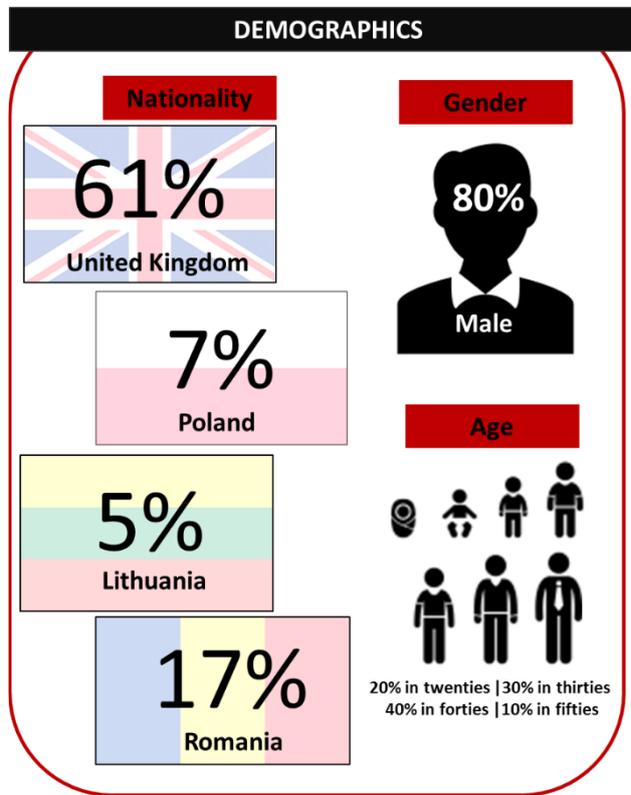
A large proportion of individuals have UK Nationality however the remaining nationalities are Eastern European (Romania, Poland and Lithuania).

Interestingly, 80% of individuals issued a Luscombe ticket were male. This is a slight increase when comparing to the begging dataset prior to Luscombe (5% increase) however there has been an increase for female beggars within the city since the start of Luscombe (this includes data outside of Luscombe).

The ethnicity figures for individuals' show 70% to be White North European, 15% White South European; 3% Black and 5% Asian. The largest proportion of individuals were in their forties and then in their thirties and only 20% were in their twenties. Just over a quarter had addresses linked to homeless shelters/ hostels or were linked to Niche as no fixed abode. This indicates that just under 75% had access to accommodation, but were begging in the City of London.

Case Studies:

Person A

A female who was known to COLP for just under 30 intelligence and crime reports ended up with a blue ticket. She first presented in the city in 2017 and was issued first Luscombe ticket in 2018. She was issued a 3 year CBO as a result of Luscombe but has since breached it four times. She is an entrenched drug user.

Person B

A male who was known to COLP for over 100 intelligence and crime reports was first issued a green ticket in Nov 2018 and later ended up with a blue ticket. The court are proceeding with his CBO application as a result of Luscombe however he failed to appear in court for this. He has since been arrested for this. He is an entrenched drug user.

Person C

A male known to COLP just under 50 times was first issued a green ticket in March 2019 and reached a red ticket in May 2019. He breached the red ticket within 5 days and then continued to breach the ticket a further nine times. These breaches have all been used as evidence within his CBO application. He is currently waiting for a court date for CBO hearing. He is an entrenched drug user.

Source: Niche/ Unifi

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