



Homelessness and Rough Sleeping Sub Committee

Date: MONDAY, 29 JUNE 2020

Time: 1.45 pm

Venue: VIRTUAL PUBLIC MEETING (ACCESSIBLE REMOTELY)

Members:

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

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Next Meeting Date: 11.00am, Thursday 1 October 2020

Accessing the virtual public meeting

Members of the public can observe this virtual public meeting at the below link:
<https://youtu.be/0MMPhsRhPgY>

John Barradell
Town Clerk and Chief Executive

AGENDA

Part 1 - Public 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 25 February 2020.

For Decision
(Pages 1 - 8)

4. **OUTSTANDING ACTIONS**

Report of the Town Clerk.

For Information
(Pages 9 - 10)

5. **HOMELESSNESS AND ROUGH SLEEPERS RECOVERY PLAN**

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

For Information
(Pages 11 - 38)

6. **ROUGH SLEEPING COVID-19 SUMMARY REPORT**

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

For Information
(Pages 39 - 46)

7. **OUTREACH COMMISSIONING UPDATE**

The Director of Community and Children's Services to be heard.

For Information

8. **CITY OF LONDON POLICE UPDATE**

Commissioner of the City of London Police to be heard.

For Information

9. **THE CITY OF LONDON COMMUNITY TRIGGER RECOMMENDATIONS JANUARY 2020: UPDATE ON ACTION PLAN REPORT**

Report of the Town Clerk.

For Information
(Pages 47 - 54)

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

Part 2 - Non-Public Agenda

13. **NON -PUBLIC MINUTES**

To agree the non-public minutes of the meeting held on 25 February 2020.

For Decision
(Pages 55 - 56)

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

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

Part 3 - Confidential Agenda

16. **CONFIDENTIAL MINUTES**

To agree the confidential minutes of the meeting held on 25 February 2020.

For Decision

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HOMELESSNESS AND ROUGH SLEEPING SUB COMMITTEE

Tuesday, 25 February 2020

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)	Natasha Maria Cabrera Lloyd-Owen
Tijs Broeke (Deputy Chairman)	William Pimlott
Randall Anderson	Henrika Priest
Mary Durcan	Paul Kennedy
Alderman Vincent Keaveny	David MacKintosh

Officers:

Mary Kneafsey	- Providence Row Housing Association
Harpreet Mandier	- Providence Row Housing Association
Simon Cribbens	- Community and Children's Services
Will Norman	- Community and Children's Services
Sofia Sadiq	- Community and Children's Services
Ellie Ward	- Community and Children's Services
Simon Young	- Community and Children's Services
Louise Said	- Chamberlain's Department
Helen Isaac	- City of London Police
Chandni Tanna	- Communications
Jillian Reid	- Town Clerk's Department
Kerry Nicholls	- Town Clerk's Department

1. APOLOGIES

Apologies were received from Benjamin Murphy, Jason Pritchard and Ruby Sayed.

Apologies for lateness were received from Alderman Vincent Keaveny and Henrika Priest.

The Chairman led the Sub-Committee in thanking Julie Mayer, former clerk to the Sub-Committee for her excellent work.

2. MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT

There were no declarations.

3. MINUTES

In considering the minutes of the meeting held on 4 December 2019, the Committee was advised that work was underway to identify how Brexit was likely to affect EU Nationals currently or at risk of being affected by

homelessness and rough sleeping and that this would be reported to the next meeting of the Sub-Committee on 21 April 2020.

In response to a question from a Member, The Superintendent, City of London Police confirmed that following consultation with partners, it had been decided to maintain the existing arrangements for mental health triage nurse patrols which operated between 3.00pm-2.00am every day, as this was the time period during which people in distress were most likely to present for support.

With regard to Item 11: Any Other Business, Members were advised that the 'Doctors of the World' Mobile Clinic pilot scheme commenced on 3 December 2019 and that consideration was being given to extending the initial pilot for a further 6-month period if resources could be identified. The Severe Weather Emergency Plan (SWEP) had been activated for a four-day period in January 2020 and sufficient provision had been available to meet the level of need.

A Member requested that paragraph 3 of Minute 7: Rough Sleeping Performance Report be amended to state:

"The regular Parkguard officer had a very good relationship with the homeless population, who generally viewed the presence of uniformed officers as helpful, rather than intimidatory, although a Member observed that some rough sleepers were reluctant to interact with the Outreach Team when they were accompanied by Parkguard officers, which she considered could be limiting the opportunity for engagement."

RESOLVED, that the public minutes and non-public summary of the meeting held on 4 December 2019 be approved, subject to the above amendment.

4. **OUTSTANDING ACTIONS**

In considering outstanding actions, Members noted that a number of actions had been completed.

Members were invited to make individual arrangements to visit the Lodge, Dellow Day Centre and Anchor House Hostel, and contact details for these services would be provided to Members following the meeting. Rough sleeping had been identified as an issue at Paddington Station, and the contact details for the Outreach Team would be provided to the representative of the British Transport Police following the meeting.

RESOLVED, that outstanding actions be noted.

5. **ANNUAL STREET COUNT 2019**

The Sub-Committee received a report of the Director of Community and Children's Services detailing the total number of rough sleepers identified within the City of London's annual street count figure and providing comparison data relating to previous annual and bi-monthly street counts and overall monthly rough sleeping figures and the following points were noted:

- The annual street count took place on 28-29 November 2019 and identified 41 individuals which was a significant reduction on the previous year when 67 individuals were identified. In response to a question from a Member, the Rough Sleeping Coordinator confirmed that the decrease in the number of rough sleepers over the past year was partly due to improved engagement with support providers which had helped more individuals to remain in accommodation. A Member noted the low number of female rough sleepers identified in the street count and requested that Transport for London be approached to provide data on individuals identified as sleeping on public transport which could give a fuller picture of homelessness and rough sleeping.
- A wide range of nationalities were represented within the 2019 street count cohort of whom 39% of rough sleepers were from the UK, 37% were from the EU/EEA, 12% were non-EU and the nationalities of 12% were unknown. The large proportion of rough sleepers from the EU/EEA was a particular concern as the right of these individuals to receive support and accommodation was likely to change following the Brexit transition period. Work was underway to secure worker status for rough sleepers with EU/EEA nationalities where possible.
- A Member highlighted that the majority of rough sleepers identified within the street count had some form of serious support need related to mental health, alcohol use or substance misuse.

RESOLVED, that the report be noted.

6. **CAPITAL BIDS UPDATE**

The Sub-Committee received a report of the Director of Community and Children's Services providing an update on the recent consideration of options to provide an assessment hub and additional high support hostel accommodation by the Resource Allocation Sub-Committee and Policy and Resources Committee and the following points were noted:

- The Resource Allocation Sub-Committee and Policy and Resources Committee had approved capital funding for an assessment hub and funding to lease a hostel to provide high support accommodation for a 10-year period. The confirmation of revenue funding to deliver the support service for both projects was subject to a separate process and would be considered at the next meeting of the Court of Common Council on 5 March 2020.
- The Chairman thanked the Homelessness and Rough Sleeping Sub-Committee and Officers for their excellent work towards securing this provision which would provide much-needed support for homeless individuals and rough sleepers, including those with complex needs. In response to a question from a Member, the Head of Homelessness Prevention and Rough Sleeping confirmed that it was planned for the assessment hub to be based within the City of London and for the hostel

accommodation to be located as near as possible to the point of need to the City.

RESOLVED, that the report be noted.

7. ROUGH SLEEPERS PERFORMANCE REPORT - QUARTER 3

The Sub-Committee received a report of the Director of Community and Children's Services providing an update on the level and nature of homelessness and rough sleeping activity within the City of London for Quarter 3 2019/20 and the following points were noted:

- A total of 145 rough sleepers had been measured in the City of London in Quarter 3 2019/20 which was a significant decrease on 181 in Quarter 2 2019/20. The proportion of new rough sleepers in the City of London was below the London average with 40% of new rough sleepers identified as not spending a second night out or being seen rough sleeping again in the period; however, the proportion of those living on the street longer term as well as intermittent returners remained high and a total of 11 people had been identified as the most entrenched and difficult-to-engage rough sleepers. The Chairman underlined the importance of identifying whether neighbouring boroughs were experiencing a similar decrease in the total number of rough sleepers.
- In response to a question from a Member, the Rough Sleeping Co-ordinator confirmed that some types of accommodation stays, such as detox/rehabilitation services and supported reconnection were difficult to achieve for individuals which was why no stays had been recorded in these types of accommodation. Parkguard Ltd was accredited by the Community Safety Scheme and did not issue Community Protection Notices to individuals identified as undertaking begging activity. Parkguard Ltd would be requested to remove the reference to sleep within an outcome category within its patrol summary reports which stated, "Requested/directed to leave from known sleep/begging site".
- Ministry of Housing, Communities and Local Government's figures relating to homelessness and rough sleeping activity were currently embargoed and would be circulated to Committee Members when available.

RESOLVED, that the report be noted.

8. WINTER PROGRAMME UPDATE REPORT

The Sub-Committee received a report of the Director of Community and Children's Services providing a summary of work undertaken to date at the City of London Winter Programme at St. Katherine Cree Church, Leadenhall Street.

The Chairman welcomed Mary Kneafsey and Harpreet Mandier of Providence Row Housing Association which provided specialist support to users of the City of London Winter Programme.

In considering data from the first month of operation, the following points were noted:

- The City of London Winter Programme had commenced on 18 December 2019 and would run until 31 March 2020. The service provided a safe and secure space to individuals found rough sleeping in the City of London with the aim of supporting them into accommodation within 14 days. Nine individuals were brought into the service during the first month of operation, although some had left to attend Crisis at Christmas provision which had interrupted the support provided. It had been identified that there was a high level of mental health support needs within the group which had made it difficult to source suitable onwards accommodation for some individuals.
- The relatively high incidence of individuals without recourse to public funds presented a significant difficulty in securing accommodation and work was being undertaken to regularise the status of rough sleepers with EU nationalities where possible. The Sub-Committee discussed how support and information on immigration issues could best be provided to individuals, such as signposting. A report on the issues of individuals without recourse to public funds would be presented to a future meeting of the Sub-Committee and the Committee requested that a Government official be approached to speak with the Sub-Committee on this issue.

The Chairman thanked the representatives of Providence Row Housing Association and the Diocese for its support in delivering the city of London Winter programme.

RESOLVED, that the report be noted.

9. PATHWAY END OF STAYS REPORT

The Sub-Committee received a report of the Director of Community and Children's Services presenting the reasons leading to individuals leaving accommodation provided as part of the City of London Rough Sleeping Pathway and the following points were noted:

- These individuals tended to have high levels of support needs including those relating to mental health, alcohol use or substance misuse. Some individuals with support needs also found it challenging to engage with the welfare benefits system which could lead to the breakdown of their accommodation arrangements. A Member noted that some individuals felt a connection with the City of London and found it difficult to maintain accommodation elsewhere.

RESOLVED, that the report be noted.

10. ALTERNATIVE GIVING CAMPAIGN - EVALUATION REPORT

The Sub-Committee received a report of the Director of Community and Children's Services providing an update and evaluation of the 'Help with Real

Change, Not Small Change' alternative giving campaign and the following points were noted:

- The 'Help with Real Change, Not Small Change' alternative giving campaign was launched on 12 August 2019 and aimed to raise public awareness of how vulnerable people on the streets could be supported most effectively. Four new contactless card points facilitating automatic £3 donations to the homelessness charity, Beam, were purchased and located across the City of London Corporation estate. The campaign was promoted via different communications channels including press articles and Twitter with a total campaign cost of £14,231. As at 21 January 2020, £1,137 had been raised through the campaign, with the Tower Bridge Engine Room shop as the most effective location, suggesting that location was important in attracting donations.
- The Sub-Committee discussed the success of the campaign. Despite a considerable amount of work undertaken by the Homelessness Service to engage with City-based businesses and the retail sector, it had not been possible to site further alternative giving devices during the course of the campaign. The Mayor of London was running his own alternative giving campaign to target homelessness in partnership with Tap London, which had led to some confusion in terms of siting devices. With regard to the analytics used to inform the campaign, a Member noted that the number of people walking past a location was not an effective measure of prospective donations.
- Members agreed the importance of continuing to raise public awareness of alternative giving and discussed the potential to link in with the Mayor of London's alternative giving campaign, the proceeds of which were divided between a number of homelessness charities. A Member noted that there were opportunities to link in with other City of London Corporation fundraising events, including those by the Lord Mayor, and that Members had a role in promoting opportunities for alternative giving for City-based business and the retail sector, as well as those living, working or studying within the City of London Corporation.
- In considering the future of the 'Help with Real Change, Not Small Change' alternative giving campaign, the Sub-Committee supported Option 3 which stated that the current campaign be ended and that a new campaign be shared with the Greater London Authority which would provide a single coherent approach across London. Members noted that this would not preclude the City of London Corporation from continuing to raise funds via its existing contactless card points. Information on the location of the existing GLA contactless card points would be circulated to the Sub-Committee following the meeting and an update on alternative giving would be reported to the next meeting of the Homelessness Sub-Committee on 21 April 2020.

RESOLVED, that the report be noted.

11. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB COMMITTEE**

There were no questions.

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

The Superintendent, City of London Police provided an update on Operation Luscombe which took a partnership approach to the issue of begging in the City of London. Additional funding of £84k had recently been secured from the Ministry of Housing, Communities and Local Government to fund a 6-month pilot scheme in which a specialist team comprising a Police Constable and Police Community Support Officer would focus on begging and homelessness within the City of London.

RESOLVED, that other business be noted.

13. **EXCLUSION OF THE PUBLIC**

RESOLVED, that under Section 100A (4) of the Local Government Act 1972 the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Part 1 (Schedule 12A) of the Local Government Act.

Item Nos	Para No
14	3
15	3
16	1 and 2
17	3

14. **NON-PUBLIC MINUTES**

RESOLVED, that the non-public minutes of the meeting held on 4 December 2019 be approved.

15. **CAPITAL BIDS UPDATE - APPENDIX 1**

The Sub-Committee considered a non-public appendix for Item 6: Capital Bids Update.

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

There were two questions.

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

There was one item of urgent business.

18. **CITY OF LONDON COMMUNITY TRIGGER CASE REVIEW**

The Sub-Committee received a confidential report of the Director of Community and Children's Services in respect of a City of London Community Trigger Case Review.

The meeting closed at 4.02 pm

Chairman

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Homelessness and Rough Sleeping Sub Committee – Outstanding Actions
June 2020 update

Date added/item	Action	PROGRESS UPDATE
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.	Complete
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.	Homelessness and Rough Sleepers Service Manager For a future Sub-committee - TBC
01/05/2019 Visits	To be arranged for the Lodge, Dellow and Anchor House	Complete
4/12/19 Members asked if the British Transport Police could provide an update on their engagement and strategy re Operation Luscombe	The CoLP officers advised that they met weekly with the Commander of the BTP at Liverpool Street for updates on tickets issued, to ensure there was no duplication. The CoLP officer agreed to raise this at their next meeting and offered to provide Members with dates of Court Hearings, when possible.	Complete Updates to be provided when available.
25/2/20 Minutes	Report on how Brexit was likely to affect EU Nationals currently or at risk of being affected by homelessness and rough sleeping to be reported to the next meeting of the Sub-Committee on 21 April 2020. Contact details for the Outreach Team to be provided to the representative of British Transport Police following the meeting in relation to rough sleeping issues.	Add to Work Programme Complete
25/2/20 Annual Street Count	Transport for London to be approached to provide data on individuals identified as sleeping on public transport.	Complete

Date added/item	Action	PROGRESS UPDATE
25/2/20 Rough Sleepers Performance Report - Quarter 3	<p>Parkguard Ltd to be requested to remove the reference to sleep within an outcome category within its patrol summary reports which stated, "Requested/directed to leave from known sleep/begging site".</p> <p>Ministry of Housing, Communities and Local Government's figures relating to homelessness and rough sleeping activity to be circulated to Committee Members when available.</p>	<p>Complete</p> <p>Add to work programme</p>
25/2/20 Winter Programme Update Report	<p>A report on the issues of individuals without recourse to public funds to be presented to a future meeting of the Sub-Committee.</p> <p>A Government official be approached to speak with the Sub-Committee on the issue of individuals without recourse to public funds</p>	<p>Add to Work Programme</p> <p>Complete – invited and able to attend upon request</p>
25/2/20 Alternative Giving Campaign – Evaluation Report	<p>Information on the location of the existing GLA contactless card points to be circulated to the Sub-Committee following the meeting.</p> <p>An update on alternative giving would be reported to the next meeting of the Homelessness Sub-Committee on 21 April 2020.</p>	<p>Complete</p> <p>Add to Work Programme</p>
25/2/20 Capital Bids Update	Draft press release on the new assessment hub/hostel provision to be circulated to the Sub-Committee prior to being issued.	Press release issued on 4 May 2020.
25/2/20 Non-Public Questions	Confirmation to be provided as to whether plans to publicise photographs of individuals who were rough sleepers and who had criminal behaviour orders had been progressed.	City of London Police to provide update.
25/2/20 City of London Community Trigger Case Review	The Community Trigger Case Review Action Plan to be provided to Members following the meeting	The Community Trigger Case Review Action Plan would be considered at the Sub-Committee meeting on 29 June 2020.

Committee:	Dated:
Homelessness and Rough Sleeping Sub-Committee	29/06/2020
Subject: Homelessness and Rough Sleepers Recovery Plan	Public
Report of: Andrew Carter, Director of Community and Children's Services	For Information
Report author: Will Norman, Head of Homelessness Prevention and Rough Sleeping	

Summary

Due to the COVID-19 health crisis, rough sleepers across all London boroughs have been housed in emergency hotel accommodation. As part of the City of London response to the crisis, a Recovery Planning Group was formed to help manage the support provided to our clients in emergency accommodation, and to prepare move-on offers for each individual based on their needs.

A plan has been developed by the Recovery Planning Group (see Appendix 2), which aims to mitigate risks associated with rough sleepers returning to the streets as lockdown measures are lifted. The plan also includes activity to increase the provision of short-term accommodation to give the City of London sufficient time to develop longer-term move-on offers for rough sleepers.

It is further noted that funds already within the service budget will be drawn on to support the Recovery Plan and, where additional funding is required, subsequent applications will be made.

Recommendations

Members are asked to:

- Review and give feedback on the Recovery Plan.

Main Report

Background

1. In March, plans were put in place by the Government, Greater London Authority (GLA) and London boroughs to protect London's rough sleepers from COVID-19 and limit wider transmission on the streets, in assessment centres, and in shelters. This involved the swift mass procurement of safe accommodation, primarily hotels, working with charities, the NHS and public health, and the provision of wraparound and specialist support.

2. The purpose of this approach is to reduce the impact of COVID-19 on people sleeping rough and, ultimately, to prevent deaths during this public health emergency. Its basic principles are to:
 - a) focus on people with a history of rough sleeping who are on the streets or in emergency accommodation, such as shelters and assessment centres, where it is difficult to self-isolate or socially distance
 - b) make sure that these people have access to the facilities that enable them to adhere to public health guidance on hygiene or isolation – including en-suite facilities and no shared sleeping spaces – to prevent and reduce infection
 - c) utilise powers and funding in place as a result of the COVID-19 emergency to assist, where appropriate, those with no recourse to public funds who require shelter and other forms of support
 - d) provide support to those accommodated, to enable them to remain protected from COVID-19 and meet their wider needs.
3. In May, supported by London councils, NHS, Public Health England and Ministry of Housing, Communities and Local Government (MHCLG), the GLA produced a Next Steps Strategy, setting out broad principles and responsibilities to support future accommodation and wellbeing plans for all those in the emergency accommodation (see Appendix 1). The delivery and oversight of the plan will be via a central Rough Sleeping Strategic Group which will report to the Government's Taskforce (COVID-19 Rough Sleepers Taskforce) with next steps led by Dame Louise Casey.

Current Position

4. Through the Outreach provision delivered by St Mungo's, the City of London was able to place rough sleepers in the Square Mile into provision procured by both the GLA and City of London.
5. A Recovery Planning Group has been established, chaired by Assistant Director of People Services, Chris Pelham. The group's objective is to develop and deliver the Recovery Plan in line with our partners (see Appendix 2), and monitor progress of the recovery activity to enable a safe transition into the long-term capacity building plans that were in development prior to the outbreak of COVID-19.

Recovery Plan

6. The scope of the Recovery Plan extends to the cohort of rough sleepers that the City of London has a responsibility for, which is determined by those individuals with a local connection and those who were present in the City of London prior to 1 March 2020. The scope of recovery planning will also include activity to enable the transition to the longer-term proposal set out by the City of London prior to the COVID-19 health crisis. It will explore options that help join up these outcomes with the ongoing ambition set out in the City of London growth proposal to ensure that there is capacity to support our rough sleeping cohort in the long term.

7. The scale and type of support required for this cohort will be determined by individual clients' personal support needs, their vulnerability to COVID-19 and their longer-term accommodation requirements. To achieve this, a range of accommodation and support options will be necessary, which will include a combination of the following:
 - a) intensive and assertive casework
 - b) private rented sector accommodation
 - c) supported accommodation, such as hostels
 - d) reconnection services to locations outside of the City of London where clients have a local link and entitlement to services
 - e) tenancy support for those who require it
 - f) health services to continue to care, protect and prevent with respect to COVID-19 (and those issues that are a barrier to move on or find life away from the streets).
8. Activity that merges with the long-term growth proposal has been agreed and delegated (see Appendix 2 section 7.0). In the short term, the focus will be to ensure enough provision of emergency accommodation and make sure that wraparound support is available to the cohort to help reduce movement back onto the streets. Extension of City of London procured hotel accommodation, leasing of the Youth Hostels Association (YHA) hostel and liaising with the GLA to request that their provision be extended are key mitigations within the recovery planning.
9. The Recovery Planning Group has assessed the needs of the cohort and mapped out the longer-term needs for each individual. Based on need, each member of the cohort will need a long-term pathway to keep them off the streets, increasing capacity of Private Rented Sector (PRS) and Supported Accommodation options. Reconnecting individuals to places where they have a local link will also be critical.

Issues

10. With timeframes being short, developing enough capacity to prepare and deliver short-term and longer-term move-on offers will be very challenging. As a result, contingency planning is underway to extend current hotel and hostel provision.
11. Reconnections might be difficult, not just due to resourcing but also to travel restrictions. Therefore, additional temporary accommodation capacity is to be developed to increase the planning time available for those in need of a reconnection.
12. Though the needs assessments may indicate that a particular rough sleeper needs a PRS move-on offer or a supported accommodation place, nationality and lack of recourse to public funds might mean that this is not possible. The City will, in such circumstances, either make sure a safe and supported reconnection offer is made, or will work with individual rough sleepers to achieve settled status and access to public funds, dependent on whether the individual is likely to qualify.

13. Continuing to provide emergency accommodation for a second wave and predicted winter peak is likely to impact on the budget. Therefore, additional income is to be identified early to enable appropriate contingency planning.

Corporate & Strategic Implications

14. The delivery of the Recovery Plan will require the City of London to adapt its longer-term growth proposal to enable a safe transition from the COVID-19 crisis to our long-term service ambitions.

Implications

15. The uncertainty resulting from COVID-19 will impact 'business as usual' operations and the Recovery Plan going forward. There is the potential for the Department to overspend if the additional costs cannot be contained within existing budgets.

Conclusion

16. The Recover Plan's aims are supportive of the strategic direction of the Rough Sleeping Strategic Group, which seeks to provide accommodation and support to rough sleepers to prevent a return to the streets after relaxation of the COVID-19 lockdown. This will be achieved through expansion of emergency accommodation and support services in the short term, and a longer-term development of accommodation and support pathways that align with the goals set out in the City of London's growth proposals.

Appendices

- Appendix 1 – *Rough Sleeping and COVID-19: Next steps for rough sleepers in emergency accommodation in London* (the Rough Sleeping Strategic Group Strategy Paper)
- Appendix 2 – *City of London Rough Sleeping and COVID-19 Recovery Plan*

Will Norman

Head of Homelessness Prevention and Rough Sleeping
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Rough Sleeping and COVID-19: Next steps for rough sleepers in emergency accommodation in London

1. Executive summary

- 1.1. In March 2020, plans were put in place by the Government, Greater London Authority (GLA) and London boroughs to protect London's rough sleepers – on the streets, in assessment centres and in shelters – from Covid-19, and limit wider transmission. These involved the swift mass procurement of safe accommodation, primarily hotels for the GLA, and – working with charities, the NHS and public health – the provision of wraparound and specialist support.
- 1.2. The purpose of this approach is to reduce the impact of COVID-19 on people sleeping rough, and ultimately to prevent deaths during this public health emergency. Its basic principles are to:
 - focus on people with a history of rough sleeping who are on the streets or in emergency accommodation, such as shelters and assessment centres, where it is difficult to self-isolate or socially distance
 - make sure that these people have access to the facilities that enable them to adhere to public health guidance on hygiene or isolation – including en-suite facilities and no shared sleeping spaces – to prevent and reduce infection
 - utilise powers and funding in place as a result of the COVID-19 emergency to assist, where appropriate, those with no recourse to public funds (NRPF) who require shelter and other forms of support
 - provide support to those accommodated, to enable them to remain protected from COVID-19 and meet their wider needs.
- 1.3. It is vital that this joint work continues into planning for the next stages of the emergency as lockdown is lifted and, potentially, social isolation measures are eased. Planning is also needed for potential future lockdowns. All agencies involved in the response have a responsibility to ensure that people continue to be protected from COVID-19 and that the opportunity to resolve people's homelessness is fully grasped.
- 1.4. This strategy sets out the joint objectives from London boroughs, the GLA, the NHS and Public Health England (PHE) for the next steps for people who have been placed in emergency accommodation. It has been developed, and will continue to be overseen, by the Rough Sleeping Strategic Group, set up specifically for this purpose and comprising the organisations outlined above. It is intended to provide the framework for GLA and borough-level approaches to delivering the next steps for rough sleepers in emergency accommodation. The Strategic Group will also report to the Government's Taskforce on the COVID-19 Response to Rough Sleeping and Next Steps led by Dame Louise Casey.

2. Principles

- 2.1. Councils, the GLA and the NHS agree that the delivery of this Next Steps Strategy will seek to ensure that:
 - no-one who has been placed in emergency accommodation in response to the COVID-19 public health crisis is asked to leave that emergency accommodation without an offer of support to end their rough sleeping (the 'In for Good' approach taken in London for rough sleepers in severe weather emergency provision)

- there is capacity and capability to deliver and implement 'In for Good' offers of support
- continued protection from COVID-19 is provided for those who need it, using a cohorting approach of care, protect and prevent
- responsibility is shared fairly across London boroughs, and that none are disproportionately impacted as a result of hosting rough sleepers from outside their boroughs during the emergency
- the London-wide approach supports and complements the efforts of individual boroughs and providers, and vice versa
- there is an integrated housing approach with health and care to secure access to services and continuity of care
- the roll-out is gradual, to avoid a 'cliff edge' and overload of services as lockdown is lifted.

2.2. The Rough Sleeping Strategic Group commit to raising and mitigating any emerging risks and challenges to appropriate partners and agencies that would act as a barrier to delivering the principles.

3. Scope

3.1. This strategy outlines the principles and framework for activities delivered by agencies specifically to support the move-on of rough sleepers placed in emergency accommodation as part of the public health response to COVID-19. While the implications of this activity on a wider response to rough sleeping, and the need for work on a longer-term recovery strategy are recognised, these are beyond its scope.

4. How we will work together to deliver the strategy

Group	Responsibility
Rough Sleeping Strategic Group (London councils, MHCLG, GLA, NHS, PHE)	To seek mitigations and solutions to risks and challenges that could impede the effective delivery of the strategy. To monitor and oversee delivery. Reporting to the Rough Sleeping COVID-19 Response and Recovery Taskforce.
Mayor's Life Off the Streets taskforce (GLA, London councils, MHCLG, boroughs and providers)	To provide expertise in shaping the delivery plans of the strategy, to oversee these and evaluate and monitor the strategy's success.
London boroughs	<p>To implement those aspects of the strategy best delivered at a local level.</p> <p>To raise issues and challenges to the Life Off the Streets Taskforce and Rough Sleeping Strategic Group.</p> <p>To provide strategic public health leadership via Directors of Public Health.</p> <p>To commission relevant public health services, in particular drug and alcohol treatment services.</p>

GLA	<p>To implement those aspects of the strategy best delivered at a pan-London level.</p> <p>To provide continuing strategic direction, including through the Life Off the Streets Taskforce and Health Inequalities Strategy.</p>
Ministry of Housing, Communities and Local Government (MHCLG)	To support the implementation of the strategy, including through its programmes and expert rough sleeping advisors. The Government's Taskforce on Rough Sleeping During the Pandemic and Next Steps will provide support and oversight to the work in London.
NHS	To support the implementation of the strategy through NHS provision and the London COVID-19 Homeless Health Delivery Group.

5. Where are we now?

5.1. Overview

- 5.2. As of 1 May there were 4,184 rough sleepers known to services in London: 3,630 of these were in emergency accommodation and 554 were still sleeping rough.¹ Of those in emergency accommodation, 1,192² were in GLA-procured accommodation and 2,992³ in accommodation procured by boroughs. More than 863 have been as identified – from the weekly borough survey – as having NRPF.⁴
- 5.3. Accommodating people took place at a rapid pace and hotels were secured based on availability. It was therefore not possible to ensure that people with a local connection to a particular borough were placed in that borough. It also means that some boroughs are currently hosting many more rough sleepers than their services were supporting before the emergency.
- 5.4. Details about the characteristics and needs of those accommodated will be available through the Combined Homelessness and Information Network (CHAIN) Census currently being compiled. The following information is based on feedback from support providers at the hotels and other emergency accommodation, and provides an initial basis on which to determine type and scale of solutions needed to ensure that people do not need to return to the streets.
- 5.5. Only a small proportion of those accommodated have medium or high support needs, including some who are part of the GLA's Social Impact Bond (SIB) cohort (that is, people with very complex needs). Some have substance misuse and mental health issues that require a range of responses, including access to harm reduction, pharmacological and psychosocial interventions, and residential detox and rehab.
- 5.6. The overwhelming majority have low support needs and, for most of those eligible for benefits, the private rented sector is likely to be the most appropriate solution. Other options may include reconnection back to friends or family.
- 5.7. A large proportion are non-UK nationals, who are likely to be ineligible for benefits. This group have very limited accommodation options, but many can be assisted through support to find

¹ These figures represent a snapshot as they are subject to change on a regular basis due to efforts in the system to put people into emergency accommodation and move into next steps support.

² Figure correct as of 04/05/2020

³ Figure correct 01/05/2020

⁴ This figure should be treated with caution due to definitional issues; a more robust figure to be confirmed.

and maintain employment, to secure settled status (for EEA nationals) or – if they want to return home – voluntary reconnection and, where needed, ongoing support in their home country. Others have complex immigration issues that require specialist support and advice to resolve.

5.8. Provision of accommodation

5.9. The GLA has secured 1,277 hotel rooms and 64 rooms in ‘other’ accommodation so far across 10 boroughs (another 160-room hotel is currently being procured). The length of contracts varies, with the expiry of bookings ranging from 1 June to 26 June. The GLA has taken an approach to cohort people according to risk, with one hotel (60 rooms) earmarked for those who are COVID-positive (COVID-care), others (245 rooms) for those who are vulnerable (COVID-protect), and the remainder for everyone else (COVID-prevent). The NHS, GLA health team and wider health partners, facilitated by Healthy London Partnership, have supported the response by producing guidelines for a ‘triage, assess, cohort, care’ approach to protecting rough sleepers from COVID-19 through COVID-protect and COVID-care accommodation.⁵

5.10. The 33 London boroughs have secured, as of 30 April, at least 834 hotel rooms, 537 B&B rooms, 485 units of self-contained temporary accommodation, 136 hostel beds, and 441 ‘other’ types of accommodation. This accommodation is secured on various terms.

5.11. Provision of welfare support and health services

5.12. Support to those in the GLA-procured accommodation (mainly hotels) is being overseen by St Mungo’s, with Depaul UK, Thames Reach, Single Homeless Project and Look Ahead also directly supporting people in several hotels, and Change Grow Live, along with other substance misuse providers, supplying specialist support and co-ordination. Boroughs have worked with locally commissioned providers to give support to those they have placed in emergency accommodation.

5.13. All of the hotels and other buildings used by the GLA have 24-hour cover. Of those accommodated by the boroughs, some have 24-hour, and some have floating support. Work is underway to provide assessments to all rough sleepers.

5.14. A set of primary care standards were developed for Sustainability and Transformation Partnerships (STPs) to provide full coverage of health provision to all rough sleepers in emergency accommodation.⁶ A pan-London substance service has been commissioned by the GLA, procured by the City of London, for those in the accommodation provided by the GLA and borough-commissioned hotels.

5.15. The NHS is also providing outreach COVID-19 testing to hostels and hotel accommodation and secured a triage connection for registration to primary care, medication, mental health, community health, GPs and drug and alcohol services. In addition to this, public health screening is taking place for blood-borne communicable diseases.

5.16. Staff at the GLA’s COVID-care accommodation provided for those who have tested positive for COVID-19 include a medical and nursing workforce.

5.17. Number of people helped

⁵ <https://www.healthy london.org/wp-content/uploads/2020/04/Covid19 -Homeless-Sector-Plan.pdf>

⁶ <https://www.healthy london.org/wp-content/uploads/2020/04/Covid-Homeless-Health-Primary-Care-Standards-final.pdf>

- 5.18. To date, the GLA has accommodated more than 1,300 people, and even during the lockdown period, 31 positive moves have so far been facilitated by the GLA-commissioned support providers.
- 5.19. Due to a lack of capacity, not everyone referred to the accommodation has been able to be assisted. As at 4 May, there were more than 140 unsuccessful referrals to the GLA accommodation. With the imminent opening of an additional hotel, at least some of these will be able to be accommodated. However, with the number of people flowing on to the street increasing, meeting demand will continue to be a challenge.

6. Key issues and challenges

- 6.1. Boroughs and the GLA will develop delivery plans for next steps for the people they have in emergency accommodation. These plans will build on existing pathways, but – as set out in the key issues and challenges below – the capacity and options available to provide solutions for such large numbers of people within such a short timetable are extremely limited.
- 6.2. It is recognised that securing move-on accommodation offers often takes a considerable time. Capacity will therefore need to be maintained, either within the emergency accommodation currently procured or through other interim solutions (for example, student accommodation), to allow this work to take place.
- 6.3. Private rented sector (PRS):** The PRS will provide the accommodation solution for many people. Key challenges will be securing this level of accommodation within a short timescale, within Local Housing Allowance (LHA) rates, and avoiding concentrations of accommodation being procured in particular areas, putting pressure on local services. In addition, those moving into the PRS will need floating support for a limited period to ensure that they can maintain their tenancy and do not return to rough sleeping. This could potentially happen through a large expansion of the GLA's current PRS floating support service.
- 6.4. Non-UK nationals:** A large proportion of those accommodated are non-UK nationals, some of whom are ineligible for benefits and, in many cases, wider support. Most are EEA nationals, while others' immigration status means they have NRPF. Work is underway to understand in more detail the circumstances and immigration statuses of this cohort to inform possible solutions. However, once they leave the hotels and other emergency accommodation, their options are likely to be extremely limited. Some may wish to go home and could be supported with voluntary reconnection. However, for many this may not be possible or desirable. Others may be supported into employment. Those with NRPF may need support to resolve their complex immigration status, and EEA nationals may need support with settled status applications. But these options are challenging to implement unless people can be accommodated.
- 6.5. People for whom no authority is responsible:** Many of those in the emergency accommodation are not in priority need or eligible for a hostel pathway. That is, no local authority will be responsible for providing their ongoing support. In these circumstances, it will fall to the procuring authority to provide this. This will put additional and overwhelming pressure on local and pan-London pathways and services required to meet people's needs, and inevitably additional capacity will need to be built into the system to enable them to cope.

- 6.6. People with high support needs:** A small but significant number of those currently accommodated will need hostels or other supported accommodation – which is in very short supply. Consideration will need to be given to how hostel spaces could be freed up for this group. One possibility would be to provide independent accommodation – potentially through the Clearing House – to people currently in hostels who are ready to move on. A significant number of people who have accepted an offer of a hotel room or other accommodation during the COVID-19 crisis are longer-term rough sleepers who have previously refused offers of help and support. This entrenched group should be prioritised for accommodation and support, to prevent them returning to rough sleeping.

Ensuring access to appropriate and consistent mental health and substance misuse support, including residential detox and rehab, is also critical for this group.

- 6.7. Vulnerable people with ongoing medical risk:** Rough sleepers are significantly more likely to have underlying health conditions and poor overall health, making them more vulnerable to COVID-19. The average age of death in those who are sleeping rough or in emergency accommodation is 44 years. A significant number of those accommodated are medically vulnerable to COVID-19, some of whom require shielding.⁷ Their accommodation on leaving the temporary accommodation must therefore be suitable for shielding and self-isolation. COVID-protect facilities supporting vulnerable rough sleepers are already under pressure. Accommodation options are constrained by the type of support needed and the ability to place people into shared accommodation while social distancing and social isolation measures are in place.
- 6.8. New rough sleepers and returners:** The COVID-19 emergency has increased the number of new rough sleepers and returners to rough sleeping coming onto the streets. This includes people who have lost employment (including EEA nationals), those fleeing domestic abuse and those with NRPF. This situation looks set to continue and may worsen as the economic impacts of COVID-19 increase. This is putting additional pressure on services and accommodation now and will continue to do so.

7. Delivering our principles

7.1. Principle 1: Seek to ensure that no one who has been placed in emergency accommodation in response to the COVID-19 public health crisis is asked to leave that emergency accommodation without an ongoing offer of support to end their rough sleeping

7.2. The procuring authority (boroughs or the GLA) will:

- assess and determine a plan for support to exit rough sleeping for everyone in the accommodation they have procured
- link those in priority need *or* eligible for a hostel pathway *and* with a local connection to a/another local authority to the local authority with which there is a local connection
- be responsible for implementing the plan for support for those not covered by the above point. Further work will be undertaken as part of this strategy to develop pan-London

⁷ Increased vulnerability in the homeless population is defined as:

- those that meet the existing definition of ‘extremely vulnerable’
- those who are at increased risk as a result of underlying health conditions, as set out in [existing guidelines](#) (e.g. anyone instructed to get a flu jab as an adult each year on medical grounds)
- those aged over 55.

responses for specific cohorts or on specific solutions, to ease the pressure on individual authorities and to enable economies of scale.

The above points are set out in more detail in the protocol in Appendix 1.

7.3. Boroughs/the GLA will:

- agree local/pan-London delivery plans
- ensure that these plans include social care, primary care, mental health, public health and housing, to ensure a sustainable and comprehensive response.

7.4. The NHS will:

- carry out prevention and screening in hotels to check for and treat blood-borne health needs
- work with boroughs and the GLA to ensure that those who need them have health needs assessments
 - develop plans to meet the gaps in health requirements that are identified through the health needs assessment
- deliver a health needs audit
- work with boroughs and the GLA to ensure continuity of care as people move between services or pathways.

7.5. Principle 2: Ensure that there is the capacity and capability to deliver and implement In for Good offers of support

7.6. The Rough Sleeping Strategic Group will:

- develop and implement an approach to the procurement of and referral to PRS accommodation, prioritising PRS for those accommodated in hotels (as opposed to other emergency accommodation)
- explore options for providing capacity to enable voluntary reconnections
- work to ensure that there is enough capacity to provide continuing support to non-UK nationals, including those with NRPF
- continue discussions around potential solutions to the financial challenges of providing an offer of support to everybody in emergency accommodation, including assessing the cost of additional provision, services and support, reviewing current potential funding streams and identifying funding gaps
- support a uniform approach to applying public health guidance to shared accommodation.

7.7. Boroughs/the GLA will:

- inform local authorities at the earliest opportunity which people in accommodation they have procured have a local connection and are in priority need or eligible for a hostel pathway, to support capacity planning
- analyse the CHAIN census information to map out the scale of need for different cohorts and solutions, so that these can be planned for and costed
- plan to ensure that existing services can meet demand, including those that are newly commissioned
- work with the NHS to ensure that public health and substance misuse services are stepped-up if needed
- ensure that the most vulnerable rough sleepers are supported to find long-term settled accommodation with appropriate wraparound support to avoid them returning to rough sleeping.

7.8. The GLA will:

- seek to increase the supply of Clearing House properties, both for those in hotels to move on to and to create capacity in hostels for those with support needs in hotels
- explore other options for increasing the supply of accommodation
- explore the scope to expand pan-London services to meet the needs of those moving on from emergency accommodation.

7.9. Principle 3: Ensure continued protection from COVID-19 for those who need it

7.10. The Rough Sleeping Strategic Group will:

- collect and disseminate good practice to local authorities and other organisations
- escalate significant pan-London issues where there are barriers to this approach being implemented.

7.11. Boroughs/the GLA will:

- seek to continue to accommodate the flow of rough sleepers coming onto the streets throughout and beyond the next steps phase
- continue to implement a cohorting approach that protects those who are vulnerable to COVID-19.

7.12. The GLA will:

- provide capital funding to enable hostels to be remodelled so that residents can adhere to social distancing and social isolation guidance.

7.13. Boroughs will:

- seek to ensure that, where needed, hostels they commission are remodelled, so that residents can adhere to social distancing and social isolation guidance.

7.14. The NHS will:

- explore how COVID-care provision will be continued
- continue to provide assessment and testing of symptomatic cases, working closely with the London Coronavirus Response Cell (LCRC).

7.15. Principle 4: Ensure that responsibility is shared fairly across London boroughs, and that none are disproportionately impacted by hosting rough sleepers from outside their boroughs

7.16. The Rough Sleeping Strategic Group will:

- work with authorities to get an agreed approach for those for whom no borough or other local authority is responsible, including developing pan-London or sub-regional responses
- ensure that partners can share data where needed
- work across partners, to ensure that, where specialist step-down/step-up provision is needed at a sub-regional or regional level, this is a shared responsibility.

7.17. See also work around those in priority need or eligible for a hostel pathway set out in principle 1 above.

7.18. Principle 5: Ensure that a London-wide approach supports and complements the efforts of individual boroughs and providers, and vice versa

7.19. The Rough Sleeping Strategic Group will:

- continue to support authorities to implement next steps by raising issues that are not resolvable at a borough/regional level via appropriate escalation routes
- work to seek agreement from authorities on an approach to new arising needs.

7.20. The GLA will:

- mobilise the Life Off the Streets Taskforce to support the delivery of the strategy
- continue to provide a hub for data through CHAIN.

7.21. Boroughs will:

- work with the GLA and the Rough Sleeping Strategic Group to create a single source of information on those in emergency accommodation through CHAIN.

7.22. Principle 6: Ensure an integrated housing approach with health and care to secure access to services and continuity of care

7.23. The GLA will:

- ensure that data is available to be shared with partners to support with strategic decision-making on health and housing integration across London.

7.24. Boroughs will:

- ensure that local delivery plans are co-ordinated with local and regional NHS colleagues so that the housing and health response is integrated as part of their approach
- ensure that local delivery plans are developed with public health, social care and health.

7.25. The NHS will:

- explore options with boroughs for joint commissioning of services where appropriate
- work with boroughs and the GLA to ensure that plans link with local and regional NHS plans.

7.26. Principle 7: Ensure that the roll-out is gradual to avoid a ‘cliff edge’ and overload of services as lockdown is lifted

7.27. The Rough Sleeping Strategic Group will:

- have sight of GLA and borough plans for scheduling the move on from emergency accommodation.

7.28. Boroughs/the GLA will:

- ensure that their delivery plans schedule the move on from emergency accommodation over a period of time, with a clear rationale for how the scheduling has been done, raising risks through the strategic group where deadlines may not be able to be met
- identify the need for, and resource implications of providing, interim emergency accommodation while next steps plans are implemented
- prioritise move on from the hotels (as opposed to other emergency accommodation), unless there is an overwhelming reason for not doing so.

8. Outcomes, monitoring and governance

- 8.1. This strategy demonstrates a clear commitment from all agencies involved in the next steps for those sleeping rough who are currently in emergency accommodation. The strategy partners (London Councils, the GLA, MHCLG, NHS and PHE) will work together via the Rough Sleeping Strategic Group, which will monitor progress on moving people on from emergency

accommodation and support boroughs and the GLA by unblocking barriers to delivering wherever possible.

- 8.2. The Rough Sleeping Strategic Group will set out a work plan to support boroughs and the GLA in dealing with the issues highlighted in section 6 of this strategy. The Life Off the Streets Taskforce will work to implement solutions to these issues at a pan-London level.
- 8.3. Outcomes will be set by boroughs and the GLA in their delivery plans, and these will be monitored within their organisations, feeding into the Rough Sleeping Strategic Group when needed to raise issues and provide assurance to partners.
- 8.4. The Strategic Group will work alongside existing partnerships to deliver the work required and ensure that partnerships established to support those sleeping rough during the COVID-19 crisis are aligned.

9. Resources

- 9.1. Government has allocated £3.2 billion nationally to local authorities (including the GLA) to support the COVID-19 response. One of the purposes of this resource is to fund the response around rough sleeping. The GLA has also expanded its own resources on the rough sleeping response.
- 9.2. Further in-depth financial analysis will be conducted via the Strategic Group to support with ongoing delivery of next steps for those who are sleeping rough. Analysis will form part of the workstreams to look at areas including:
 - PRS accommodation, including procurement costs, tenancy deposits, implications for LHA rates and tenancy sustainment
 - health and support services, including substance misuse services and meeting unmet need arising from health assessments
 - solutions for non-UK nationals, including NRPF
 - emergency accommodation that may be needed for future lockdown.

Appendix 1

COVID-19 Rough Sleeping Emergency Accommodation – placements protocol

This note outlines the principles that all authorities procuring emergency accommodation as a result of the COVID-19 crisis will commit to, to ensure that no borough is disproportionately impacted in providing continued support to rough sleepers placed in their area at this time.

By ‘authority’, we include all London boroughs, any out of London council that had made a placement within London, and the GLA.

The note restates ‘business as usual’ principles, underlined due to the vastly increased number of placements.

1. The authority that has procured the hotel accommodation continues to provide ongoing support where needed during the life of the placement.
2. The procuring authority will notify the receiving authority, as per s208 rules, even where the placement is not made under a defined part of the Housing Act, including address, name and (where possible) support needs.
3. At the end of the placement, the authority that has procured the hotel accommodation agrees to be responsible for providing move-on support as appropriate as per the Next Steps Strategy, unless the client has priority needs and a local connection to another borough or is eligible for a borough rough sleeping pathway.
4. For clients in priority need, where a procurement was done by an authority to which the individual has no local connection, it is incumbent on that authority to link up the individual with the relevant authority where there is a local connection, (where that exists).
5. The snapshot that is being recorded on CHAIN by 18 May will assist in providing relevant local connection/priority needs information to cohort the accommodated individuals.
6. For the avoidance of doubt, where the GLA is operating hotels, they agree to count these individuals as being procured by the GLA.

We note that the key difficulties around these principles include the high percentage of the cohort with no recourse to public funds (for whom it unlikely any settled accommodation can be found), new flow to the streets, including those with indeterminate local connection, and the likelihood of further Coronavirus peaks over the next year.

We also note that, regarding point 5, discussions are underway with MHCLG, the GLA, Capital Letters and third sector partners regarding the ramping up of a Pan-London offer of PRS for these clients.

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City of London Rough Sleeping and COVID-19 Recovery Plan:

Next steps for rough sleepers placed in emergency accommodation by the City of London

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1. Executive summary

- 1.1. In March 2020, plans were put in place by the Government, Greater London Authority (GLA) and London boroughs to protect London's rough sleepers – on the streets, in assessment centres and in shelters – from COVID-19, and limit wider transmission. These involved the swift mass procurement of safe accommodation, primarily hotels for the GLA, and – working with charities, the NHS and public health – the provision of wraparound and specialist support.
- 1.2. The purpose of this approach is to reduce the impact of COVID-19 on people sleeping rough, and ultimately to prevent deaths during this public health emergency. Its basic principles are to:
 - focus on people with a history of rough sleeping who are on the streets or in emergency accommodation, such as shelters and assessment centres, where it is difficult to self-isolate or socially distance
 - make sure that these people have access to the facilities that enable them to adhere to public health guidance on hygiene or isolation – including en-suite facilities and no shared sleeping spaces – to prevent and reduce infection
 - utilise powers and funding in place as a result of the COVID-19 emergency to assist, where appropriate, those with no recourse to public funds (NRPF) who require shelter and other forms of support
 - provide support to those accommodated, to enable them to remain protected from COVID-19 and meet their wider needs.
- 1.3. At the same time, through the Outreach service delivered by St Mungo's, the City of London was able to place rough sleepers in the Square Mile into provision procured by both the GLA and City of London.
- 1.4. In May, the GLA – working with London councils, Public Health England (PHE), the NHS and supported by the Ministry of Housing, Communities and Local Government (MHCLG) – produced a Next Steps Strategy setting out broad principles and responsibilities to support future accommodation and wellbeing plans for all those in emergency accommodation (see Appendix 1). The delivery and oversight of the plan will be via a central Rough Sleeping Strategic Group which will report to the Government's Taskforce on the COVID-19 Response to Rough Sleeping and Next Steps led by Dame Louise Casey.
- 1.5. This document is the City of London's own plan and should be read in conjunction with the overarching regional Next Steps plan.

2. Principles

2.1. The City of London plan will support the regional plan and ensure that:

Principles aligned to the Rough Sleeping Strategic Group

- a) No one who has been placed in emergency accommodation by the City of London in response to the COVID-19 public health crisis is asked to leave that emergency accommodation without an offer of support to end their rough sleeping. We will work hard to ensure that the offer of support is safe and suitable given individual needs and circumstances.
- b) There is capacity and capability to deliver and implement 'In for Good' offers of support for all City of London rough sleepers.
- c) Continued protection from COVID-19 is provided for those City of London rough sleepers who need it, using a cohort approach to care, protect and prevent.
- d) The City of London will work with London boroughs, so that no boroughs, including the City of London, are disproportionately impacted as a result of hosting rough sleepers from outside their boroughs during the emergency.
- e) The City of London supports the London-wide approach which will complement the efforts of individual boroughs and providers, and vice versa.
- f) There is an integrated approach with City and Hackney health and social care to secure access to services and continuity of care.
- g) The roll-out of the plan is gradual, to avoid a 'cliff edge' and overload of services as lockdown is lifted.

City of London Specific Principles

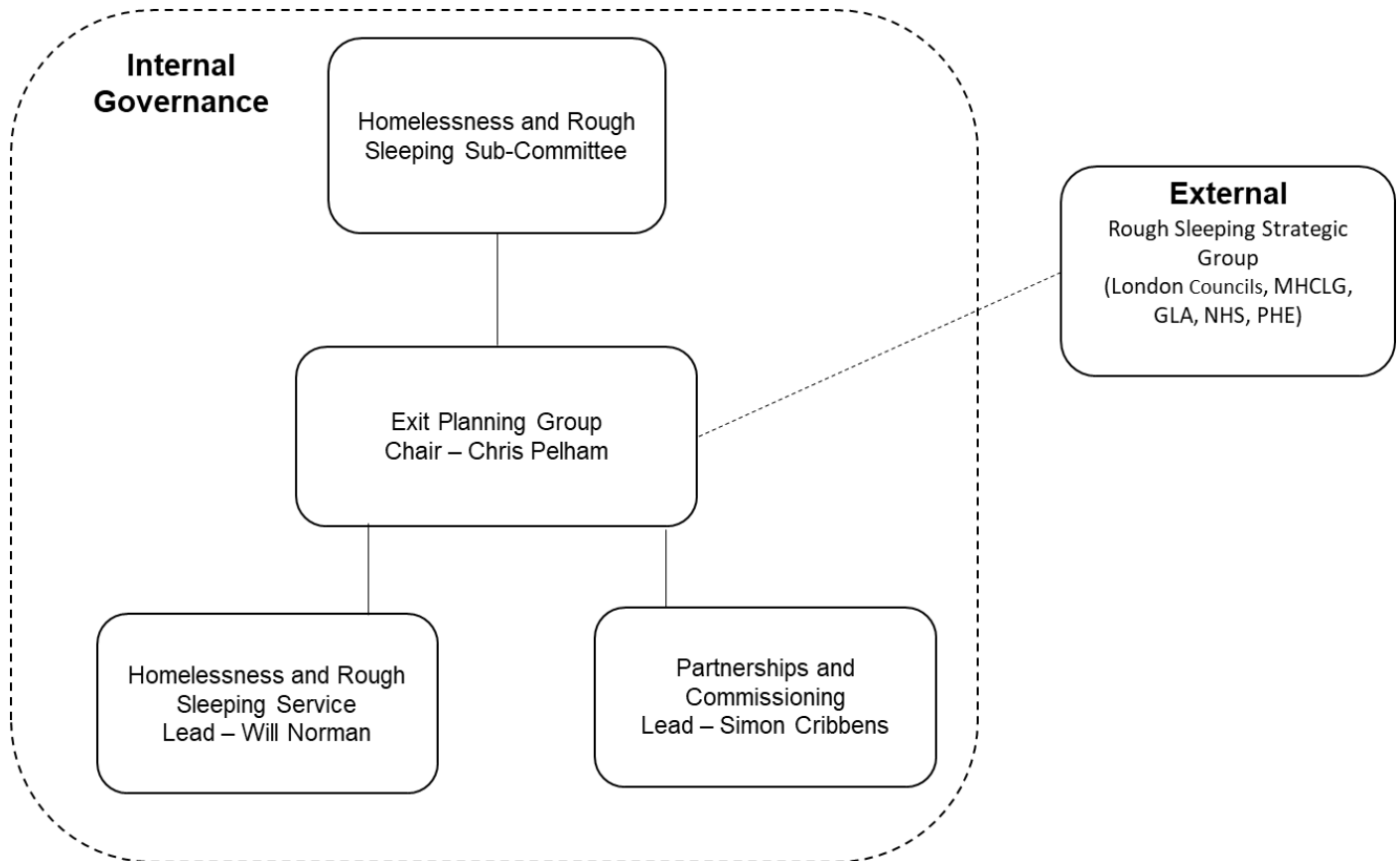
- h) Some rough sleepers may choose to refuse their offer of support. The City of London will work hard to prevent this but, ultimately, the public health emergency does not bestow upon the City of London the power, or the responsibility, to keep accommodating rough sleepers in emergency accommodation once an offer of support more suitable to the rough sleeper's needs and circumstances has been made and refused.
- i) Enable the transition from recovery plans to long-term capacity development.

3. Scope

- 3.1. This planning document reflects the City of London's specific plans, which have been designed in collaboration with a larger effort being steered by Rough Sleeping Strategic Group (London councils, MHCLG, GLA, NHS, PHE) to ensure the safe recovery of the rough sleeping population following the COVID-19 health crisis. In addition to ensuring safe recovery from COVID-19, this plan will also include actions specific to developing new interventions that will increase the long-term capacity of the service, as endorsed by Members in March 2020. The scope of this Recovery Plan extends to the cohort of rough sleepers that the City of London has a responsibility for, which is determined by those individuals with a local connection and those who were present in the City of London prior to 1 March 2020. On this basis, analysis of our client data anticipates that the City of London will be responsible for an estimated 61 individuals (56 of those are known – see 5.1) as part of the Recovery Plan and our goal will be to secure an accommodation or reconnection outcome for those individuals. In addition, an estimated 13 rough sleepers who remain on the streets will require additional support and inclusion within service planning.
- 3.2. The scale and type of support required for this cohort will be determined by individual clients' personal support needs, their vulnerability to COVID-19 and their longer-term accommodation or reconnection requirements. To achieve this, it is anticipated that a range of accommodation, reconnection and support options will be necessary, which will include a combination of the following:
- a) intensive and assertive casework
 - b) private rented sector (PRS) accommodation
 - c) supported accommodation, such as hostels
 - d) reconnection services to locations outside the City of London (and outside the UK) where clients have a local link and entitlement to services
 - e) tenancy support for those who require it
 - f) health services to continue to care, protect and prevent with respect to COVID-19 (and those issues that are a barrier to move on or life away from streets).
- 3.3. To avoid duplication of effort with the wider London approach, the Recovery Planning Group will liaise with the Rough Sleeping Strategic Group to ensure that the scope of our Recovery Planning does not overlap with theirs. It will also ensure that our combined effort provides offers of support to all individuals within our responsibility.
- 3.4. Finally, the Recovery Planning scope will include the longer-term proposal set out by the City of London prior to the COVID-19 health crisis. We will explore options that help join up the outcomes of this plan with the ongoing ambition set out in the City of London growth proposal to ensure that there is long-term capacity being developed as part of the Recovery Plan.

4. Working together in the City of London to deliver the plan

- 4.1. This planning document provides an overview of governance in relation to the plan. The delivery of the plan will be overseen by the Recovery Planning Group and report into the City of London's Homelessness and Rough Sleeping Sub-Committee and Health and Wellbeing Board.



Group	Responsibility
Homelessness and Rough Sleeping Homelessness Sub-Committee and Health and Wellbeing Board	Provide governance oversight and member input to support and monitor delivery
Recovery Planning Group	<p>Design and develop the Recovery Plan</p> <p>Ensure implementation of the plan through resources attached to the Exit Group and in liaison with the City of London service</p> <p>Monitor success against the eight principles within the scope of the plan and mitigate risks and issues</p> <p>Raise issues and challenges to the Life off the Streets Taskforce and Rough Sleeping Strategic Group</p> <p>Provide strategic public health leadership via Directors of Public Health</p> <p>Commission relevant accommodation, reconnection and public health services, including drug and alcohol treatment services</p> <p>Provide key stakeholders with regular communication updates on progress against the plan</p>
Homelessness and Rough Sleeping Service & Partnerships and Commissioning	<p>Advise the Recovery Planning Group on best practice</p> <p>Implement activity within the plan where required</p>
External to City of London – Rough Sleeping Strategic Group (London councils, MHCLG, GLA, NHS, PHE)	<p>Seek mitigations and solutions to risks and challenges that could impede the effective delivery of the strategy</p> <p>Monitor and oversee delivery</p> <p>Report to the Rough Sleeping COVID-19 Response and Recovery Taskforce</p>

5. Where are we now?

Overview

- 5.1. In the first phase of the COVID-19 pandemic, the majority of rough sleepers were accommodated from the City's streets. Of this cohort, a number of individuals have some form of local connection to the City and need a new longer-term solution. In addition, many were rough sleeping in the City before 1 March 2020, and though they may have an unclear connection to the City, they also require a new longer-term service offer. It is anticipated therefore, that all those who remain rough sleeping in the City at this time, and those who have a local connection or were rough sleeping in the City prior to 1 March and were offered emergency accommodation fall within the scope of this Recovery Plan.
- 5.2. A detailed needs assessment has been completed on the whole cohort, which will be kept up to date to help ensure the most suitable pathway and support for each individual. The needs assessment provides information related to the following:

- a) current accommodation
- b) pre-COVID-19 situation
- c) local connection and reconnection needs
- d) needs and risks (physical/mental health, substance dependency, mobility, known behaviours)
- e) accommodation needs (short term and long term)
- f) support needs.

Based on the needs assessment (as of 3 June 2020) it is anticipated that the following provision will be required to support the cohort currently within emergency accommodation:

Pathway	Number of individuals anticipated to require pathway
Assistance to reconnect to family and friends/return home	4
PRS/social housing tenancy with start-up floating support	8
Supported housing or housing led with floating support	31
Housing First/Supported Housing with intensive support	13
Total	56

- 5.3. Within the cohort it is expected that just under half have no recourse to public funds (NRPF). It is acknowledged by the external Rough Sleeping Strategic Group that these cohorts will present an additional challenge, and therefore the City of London Recovery Planning Group will work with colleagues internally and externally to develop offers of support. Though the needs assessments may indicate that a particular rough sleeper needs a PRS move-on offer or a supported accommodation place, nationality and lack of recourse to public funds might mean that this is not possible. The City will, in such circumstances, either make sure a safe and supported reconnections offer is made, or will work with individual rough sleepers to achieve settled status and access to public funds dependent on whether the individual is likely to qualify.
- 5.4. From April, street surveys have increased to fortnightly. There are 13 individuals remaining on the streets (as of 21 May), and Outreach teams are working to support them into accommodation.

Provision of accommodation

- 5.5. The current supply of emergency accommodation is only secure in the short term (until the end of June). Recent pronouncements by the GLA suggest that they are keen to avoid creating a cliff-edge for boroughs around withdrawal of the accommodation they are providing. They are exploring the use of student accommodation if hotels begin to reopen and want to end their involvement in the scheme. We are writing to the Rough Sleeping Strategic Group (which includes the GLA) to ask for clarification on whether extension of provision is available where individuals are awaiting move-on accommodation options. It is also intended that a planned extension of the 16 City of London funded hotel beds is explored, as more time will certainly be needed to secure suitable reconnection or accommodation outcomes.
- 5.6. In addition to emergency accommodation already occupied, the Recovery Planning Group is in the process of developing more capacity for move-on accommodation. A 20-bed supported accommodation hostel has been leased through the Youth Hostels Association (YHA) within the City of London, with eight clients already moved into the site. The lease for the YHA currently runs until 21 July 2020 and can therefore provide immediate capacity. An increase in the number of beds available is being explored and there is positive dialogue with the YHA regarding an extension of the lease for at least six months.

5.7. Alongside the lack of access to public funds for many rough sleepers, one of the key challenges identified by the Recovery Planning Group will be City of London's ability to develop enough capacity for move-on accommodation for the cohort of rough sleepers identified as in scope. For the longer-term, capacity will be required to prevent clients from moving back onto the streets. Below is a summary of additional pathways where it is recommended that capacity be explored:

- a) Spot purchasing of supported accommodation from other local authorities
- b) Procurement of a medium- to long-term City of London owned supported accommodation site
- c) Additional PRS through networks such as No First Night Out
- d) Resource to ensure reconnection services have the right capacity to deliver
- e) Moving on of current clients in existing accommodation to create availability
- f) Housing First scheme capacity.

Provision of welfare support and health services

- 5.8. Support to those in the GLA-procured accommodation (mainly hotels) is being overseen by St Mungo's, with Depaul UK, Thames Reach, Single Homeless Project and Look Ahead also directly supporting people in several hotels, and Change Grow Live, along with other substance misuse providers supplying specialist support and co-ordination. A similar approach is being adopted for emergency support provided by the City of London, with Providence Row Housing Association, Westminster Drug Project, Doctors of the World and the Outreach team providing support to residents through regular check-ups.
- 5.9. All the hotels and other buildings used by the GLA have 24-hour cover, and City of London has commissioned a 24-hour service through Providence Row Housing Association.
- 5.10. A set of primary care standards were developed for Sustainability and Transformation Partnerships to provide full coverage of health provision to all rough sleepers in emergency accommodation. A pan-London substance service has been commissioned by the GLA, (procured by City of London), for those in the accommodation provided by the GLA and borough-commissioned hotels.
- 5.11. The NHS is also providing outreach COVID-19 testing to hostels and hotel accommodation, and has secured a triage connection for registration to primary care, medication, mental health, community health, GPs and drug and alcohol services. In addition to this, public health screening is taking place for blood-borne communicable diseases.

6. Key risks, issues and mitigations

The recommended mitigations will be included in the Recovery Planning Group's ongoing activities.

- 6.1. The Recovery Planning Group will lead on developing delivery plans (see 7.0) for next steps for the City of London cohort in emergency accommodation. Those who come in off the streets will also be supported through the Recovery Plan. The capacity and options available to provide solutions for such a large number of people within a short timetable are extremely limited.
- 6.2. It is recognised that securing an accommodation or reconnection solution often takes a considerable time, particularly for those rough sleepers who have NRPF or whose vulnerability to COVID-19 means that they require self-contained supported accommodation. Capacity will therefore be needed to be maintained, either within the emergency accommodation currently procured or through other interim solutions to allow time for this complex work to take place.

- 6.3. **Private rented sector (PRS):** The PRS will provide the accommodation solution for some of those accommodated. Key challenges will be securing this level of accommodation within a short timescale, within London Housing Allowance rates. In addition, those moving into the PRS will need tenancy support for a limited period to ensure that they can maintain their tenancy and do not return to rough sleeping. The GLA is exploring a large expansion of their current PRS floating support service. It will be important to establish whether the GLA approach is going to have enough capacity to provide support for the City of London cohort who are accommodated in the PRS.
- 6.4. **Non-UK nationals:** A large proportion of those accommodated are non-UK nationals, some of whom are ineligible for benefits and, in many cases, wider support. Most are EEA nationals, while others' immigration status means they have NRPF. Work is underway to understand in more detail the circumstances and immigration status of this cohort to inform possible solutions. However, once they leave the hotels and other emergency accommodation, their options are likely to be extremely limited. Some may wish to go home and could be supported with voluntary reconnection. However, for many this may not be possible or desirable. Others may be supported into employment. Those with NRPF may need support to resolve their complex immigration status, and EEA nationals may need support with settled status applications. But these options are challenging to implement unless people can be accommodated. With the ongoing public health risk, there is a case for considering whether support (including accommodation) could continue to be provided where there are no other sustainable options, and decisions need to be made about what the City does if people refuse a reasonable reconnection offer.
- 6.5. **People with high support needs:** A significant number of those currently accommodated will need hostels or other supported accommodation – accommodation that is in very short supply and which may not be suitable for those who are vulnerable to COVID-19, given the shared setting. Consideration will need to be given to securing self-contained supported accommodation (including Housing First) and to how hostel spaces could be freed up for this group where this is safe. Discussions are underway with the YHA to secure capacity for the medium term. One possibility being considered by the Rough Sleeping Strategic Group would be to create hostel capacity by providing independent accommodation – potentially through the Clearing House – to people currently in hostels who are ready to move on. It is acknowledged, however, that vacancies will be limited, and several local authorities will have a similar requirements. Providing more supported PRS move-on offers to hostels may also work to create valuable vacancies for those in hotels.
- Ensuring access to appropriate and consistent mental health and substance misuse support, including residential detox and rehab, is also critical for this group. This may be more challenging once the cohort is dispersed away from the hotels and the additional support from GLA is not available.
- 6.6. **Vulnerable people with ongoing medical risks:** Rough sleepers are significantly more likely to have underlying health conditions and poor overall health that make them more vulnerable to COVID-19. A significant number of those accommodated are medically vulnerable to COVID-19, some of whom require shielding. Their new dwelling on leaving temporary accommodation must therefore be suitable for shielding, and self-isolation. COVID-protect facilities that support vulnerable rough sleepers are already under pressure. Accommodation options are constrained by the type of support needed and the ability to place people into shared accommodation while social distancing and social isolation measures are in place.
- 6.7. **New rough sleepers and returners:** The COVID-19 emergency has increased the number of new rough sleepers and returners to rough sleeping coming onto the streets. This includes people who have lost employment (including EEA nationals), those fleeing domestic abuse and those with NRPF. This situation looks set to continue and may worsen as the economic impacts of COVID-19 increase. This is putting additional pressure on services and accommodation now and will continue to do so.
- 6.8. **Visibility:** Ensuring that there is visibility with external groups such as the Rough Sleeping Strategic Group who hold plans that are interdependent with the Recovery Planning Groups. The risk of duplication and/or missed

activity could undermine efforts. Health and social care services will be under considerable pressure and may need encouragement to view this work as a priority. We also need to work well to communicate with key local stakeholders – businesses, residents, council staff, Members etc. – so that the work being undertaken, the outcomes achieved and the challenges of securing an outcome for everyone is fully understood.

- 6.9. **Return of local workers:** As the gradual return to work progresses, we could see increased numbers of rough sleepers on the streets. The risk is that, when people are coming back to work, rough sleepers still living in hotels near the City may start to return to the streets and establish a street lifestyle in the City because of the opportunities for begging.
- 6.10. **Reconnection challenge:** Reconnections might be difficult, not just due to resourcing but also travel restrictions. Therefore, it is recommended that additional temporary accommodation capacity be developed to increase the planning time available for those in need of a reconnection.
- 6.11. **Budgetary risk:** Continuing to provide emergency accommodation for a second wave and predicted winter peak is likely to impact on the budget. Therefore, additional income is to be identified early to enable appropriate contingency planning.

7. Action plan based on delivery principles

- 7.1. The delivery and oversight of the strategic plan (see Appendix) for all boroughs will be via a central Rough Sleeping Strategic Group which will report to the Government's Taskforce on the COVID-19 Response to Rough Sleeping and Next Steps led by Dame Louise Casey. To ensure that the local City of London Recovery Plan is aligned to the broader approach, as set out by the Rough Sleeping Strategic Group, the following principles have been adopted from their strategy:
- **Principle 1:** Seek to ensure that no one who has been placed in emergency accommodation in response to the COVID-19 public health crisis is asked to leave that emergency accommodation without an ongoing offer of support to end their rough sleeping
 - **Principle 2:** Ensure that there is the capacity and capability to deliver and implement In for Good offers of support
 - **Principle 3:** Ensure continued protection from COVID-19 for those who need it
 - **Principle 4:** Ensure that responsibility is shared fairly across London boroughs, and that none are disproportionately impacted by hosting rough sleepers from outside their boroughs
 - **Principle 5:** Ensure that a London-wide approach supports and complements the efforts of individual boroughs and providers, and vice versa
 - **Principle 6:** Ensure an integrated housing approach with health and care to secure access to services and continuity of care
 - **Principle 7:** Ensure that the roll-out is gradual to avoid a 'cliff edge' and overload of services as lockdown is lifted
 - **Principle 8 (specific to City of London):** Some rough sleepers may choose to refuse their offer of support. The City of London will work hard to prevent this but, ultimately, the public health emergency does not bestow upon the City of London the power, or the responsibility, to keep accommodating rough sleepers in emergency accommodation once an offer of support more suitable to the rough sleeper's needs and circumstances has been made and refused
 - **Principle 9 (specific to City of London):** Enable the transition from recovery plans to long-term capacity development .

7.2. The following outlines the responsibilities of other key partners, as represented in the Rough Sleeping Strategic Group's May 2020 strategy paper. See Appendix 1 for full report.

Rough Sleeping Strategic Group

- Collect and disseminate good practice to local authorities and other organisations
- Escalate significant pan-London issues where there are barriers to this approach being implemented
- Work with authorities to get an agreed approach for those for whom no borough or other local authority is responsible, including developing pan-London or sub-regional responses
- Ensure that partners can share data where needed
- Work across partners, to ensure that, where specialist step-down/step-up provision is needed at a sub-regional or regional level, this is a shared responsibility
- Continue to support authorities with implementing next steps by raising issues that are not resolvable at a borough/regional level via appropriate escalation routes
- Work to seek agreement from authorities on an approach to new arising needs
- Have sight of GLA and borough plans for scheduling the move on from emergency accommodation.

GLA

- Help stagger the release of individuals from emergency accommodation by seeking to extend the availability of GLA-procured emergency accommodation beyond end of June
- Seek to increase the supply of Clearing House properties, both for those in hotels to move on to and to create capacity in hostels for those with support needs who are currently staying in hotels
- Explore other options for increasing the supply of accommodation
- Explore the scope to expand pan-London services to meet the needs of those moving on from emergency accommodation
- Provide capital funding to enable hostels to be remodelled so that residents can adhere to social distancing and social isolation guidance
- Mobilise the Life Off the Streets Taskforce to support the delivery of the strategy
- Continue to provide a hub for data through the Combined Homelessness and Information Network (CHAIN)
- Ensure that data is available to be shared with partners to support strategic decision-making on health and housing integration across London.

NHS

- Carry out prevention and screening in hotels to check for and treat blood-borne health needs
- Work with boroughs and the GLA to ensure that those who need them have health needs assessments
- Develop plans to meet the gaps in health requirements that are identified through the health needs assessment
- Deliver a health needs audit
- Work with boroughs and the GLA to ensure continuity of care as people move between services or pathways
- Explore how COVID-care provision will be continued
- Continue to provide assessment and testing of symptomatic cases, working closely with the London Coronavirus Response Cell (LCRC)
- Explore options with boroughs for joint commissioning of services where appropriate
- Work with boroughs and the GLA to ensure that plans link with local and regional NHS plans.

8. Planning Assumptions and Constraints

8.1. The following have been considered:

- Recovery Planning Group activity planned up to end of March 2021, assumed transition into business as usual and growth proposal activity will be complete by this date
- GLA continue to provide emergency accommodation until move on is secured/offered
- MHCLG/GLA will deliver on their responsibilities as outlined in section 7
- Assumed budgetary availability to cover 100% of costs
- Plans to procure new local services – assessment hub and high support hostel – will continue as planned
- Local authorities will work collaboratively to accept responsibility for rough sleepers with a local connection to their area
- Travel restrictions will be lifted gradually, enabling reconnection overseas
- PRS affordability and availability with short-term demand causing a shortage, resulting in a spike in rents
- Existing pathway accommodation is mostly shared and may not be considered safe for those who are vulnerable to COVID-19.

9. Monitoring

- 9.1. **Recovery Planning Group Chaired by Assistant Director People, Chris Pelham:** Actions and decisions are agreed and logged. Both commissioning services and homelessness services are represented on the group to ensure that activity is complementary to 'business as usual' activity.
- 9.2. **Measuring success:** The Recovery Planning Group will measure success against the principles outlined in section 7.
- 9.3. **Reporting:** It is recommended that quarterly reports be submitted to the Homelessness and Rough Sleeping Sub-Committee whilst the Recovery Planning Group activity remains open.

Appendices

1. ***Rough Sleeping and COVID-19: Next steps for rough sleepers in emergency accommodation in London (the Rough Sleeping Strategic Group Strategy Paper)***

Chris Pelham, Recovery Planning Group Chair

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Committee:	Dated:
Homelessness and Rough Sleeping Sub-Committee	29/06/2020
Subject: Rough Sleeping COVID-19 Summary Report	Public
Report of: Andrew Carter, Director of Community and Children's Services	For Information
Report authors: Will Norman, Head of Homelessness Prevention and Rough Sleeping Simon Young, Rough Sleeping Coordinator	

Summary

The current COVID-19 pandemic has presented public bodies and commissioned providers with an unprecedented challenge. On 22 March, the Government formally announced its social distancing policy, and on 26 March the new COVID-19 Taskforce launched the 'Everyone In' initiative to support local authorities in helping rough sleepers to access accommodation.

This report sets out a summary of the action taken in supporting rough sleepers through the adaptations and additions to our service delivery, the benefit of partnership work with the Greater London Authority (GLA), and some indications of the impact of this work.

To date, 110 rough sleepers have been assisted in some way, most with immediate and safe accommodation.

Recommendation

Members are asked to:

- Note the report.

Main Report

Background

1. The Combined Homelessness and Information Network (CHAIN) indicates a general decline in rough sleeping numbers within the Square Mile across 2019 (see figure at Appendix 1).
2. In the third quarter of financial year 2019/20, a total of 145 individual rough sleepers were seen bedded down by the City of London commissioned Outreach team.

3. In January 2020, a total of 45 individuals were counted as part of our bimonthly street counts.
4. The first UK cases of COVID-19 in the general population were reported towards the end of January and infection rates escalated throughout February and March.
5. Towards the end of February and the beginning of March there was an indication that COVID-19 posed a significant risk to those rough sleeping, particularly in densely populated areas such as the City of London, due to its rapidity of infection and the indicated effect on those with pre-existing health conditions.

Current Position

Change in approach

6. From 1 March, 2020 the Homelessness and Rough Sleeping Department began operating under 'crisis' measures to support the protection of Rough Sleepers from the COVID-19 outbreak.
7. Despite the fact that our Outreach service has been operating with diminished capacity, we have been able to sustain a tempo of outreach shifts at least comparable to other times. The timing and objectives of shifts have differed to ensure maximum impact and, for a short period, night-time shifts were suspended for safety reasons (since reinstated).
8. Our approach included ensuring that everyone had the ability to isolate from others to help reduce the infection rate.
9. Known rough sleepers within the Square Mile were immediately triaged and placed into one of three distinct cohorts:
 - those who did not present as having an increased medical vulnerability to the effects of COVID-19
 - those who presented as having an increased vulnerability to the effects of COVID-19, including those with significant physical health issues, those who presented as vulnerable due to age, and those who it was felt had significant support needs related to mental health and substance misuse which would affect accessing healthcare or their ability to isolate safely
 - those who presented with symptoms of COVID-19.
10. Our initial approach ensured that offers were made as immediately as possible for those presenting at an increased risk to COVID-19; this included booking hotel provision, temporary accommodation placements, supporting to access already available accommodation, and expediting referrals into hostel spaces within the City of London pathway.
11. Due to the use of a shared sleeping space and in line with Public Health England (PHE) guidelines, we closed the Winter Assessment Service at the end of March

and placed all individuals resident at the service in hotel accommodation procured by City of London officers.

12. During this period, we worked with Doctors of the World, who had begun delivering street health services in the City of London during late 2019, to increase the number of outreach shifts they delivered.
13. We implemented an additional weekly multi-agency meeting to focus on ensuring that rough sleepers were offered suitable services, were monitored effectively in relation to any health/medical needs, and that challenges across the system could be worked through to ensure the efficacy of our aims. This meeting has operated throughout the crisis period and is still operative. Partners involved include, (though are not limited to):
 - Health partners (East London NHS Foundation Trust and Doctors of the World)
 - Substance misuse partners
 - City of London adult social care
 - City of London Police
 - Community Safety
 - St Mungo's (as commissioned outreach provider)
 - Parkguard.

Work with the GLA and Ministry of Housing, Communities and Local Government (MHCLG)

14. On 26 March, MHCLG launched its 'Everyone In' initiative requiring Housing Authorities to ensure that provision was available for every rough sleeper. As part of this, individuals were to be triaged and placed into three distinct cohorts. This request mirrored actions we had already taken (as set out in paragraph 9).
15. On 30 March, the GLA opened the first of a number of block-booked hotels, including the entire Travelodge London City in Middlesex Street. Our bookings within this provision were migrated to the GLA, with all individuals placed by ourselves being maintained by the GLA.
16. Throughout the end of March and beginning of April, the GLA increased provision available for local authorities to access emergency accommodation for rough sleepers, including hotels with increased levels of support in place for the most chaotic/street attached rough sleepers from across London
17. A significant number of individuals were placed by City Outreach into GLA provision during this time (33 individuals had entered GLA accommodation by the close of the first week of April); this included both individuals known to the City as rough sleepers and a relatively high proportion of individuals not seen rough sleeping within the Square Mile before.

Increased scope in response to increased demand

18. Throughout April we continued to book hotel provision to ensure that rapidly accessible placements were available for rough sleepers met by outreach.
19. To address the needs and requirements of individuals with higher levels of street attachment, (a number of whom refused offers of GLA provision), we arranged emergency short-term accommodation based at the Youth Hostel Association (YHA) London St Paul's site. We utilised our existing contract with Providence Row Housing Association to deliver the Winter Assessment Service to bring 24/7 support into the provision. This service began operation from 17 April.
20. The YHA site comprises 48 rooms varying from one bed to 10 beds and 20 bathrooms. As a result, we are occupying 19 rooms, 18 of them single occupancy and another set aside for a couple or siblings. This brings the capacity to 20, each of which has access to a designated bathroom.
21. Catering facilities are not available to us, however, staff have access to a microwave and tea/coffee-making facilities.
22. Food is provided by a combination of foodbank deliveries, food vouchers and meals provided by the City of London.
23. Cleaning and security personnel are provided by existing contracts held by the Corporation. These contracts have been varied accordingly.
24. The licence agreement is for an initial three-month period, and we are currently in negotiation with YHA and City of London departments regarding an extension of this arrangement.
25. Our partners, as set out in paragraphs 12 and 13, have access to the site and continue to provide support on a scheduled and one-to-one basis.

Impact of action

26. Data indicates that there has been a significant impact on the Square Mile's rough sleeping population of the as a response to our action.
27. As of 1 June 2020, data indicates that the outreach service had supported 110 individuals into accommodation. Most of these individuals were supported into new, emergency accommodation made available as part of the COVID-19 response, though the figure also includes individuals supported to access accommodation that was previously available to them, and placements in longer-term accommodation.
28. Of the 110 individuals supported into accommodation by 1 June, 101 individuals remain in accommodation. It is important to note that this figure is derived from information held by the Outreach team, and it is possible that some changes in GLA placements have not been communicated back to our services.

29. As part of our response we have implemented a fortnightly street audit of rough sleeping. The table below represents the dates of the four audits undertaken during the period so far, alongside the number of individuals counted on each audit:

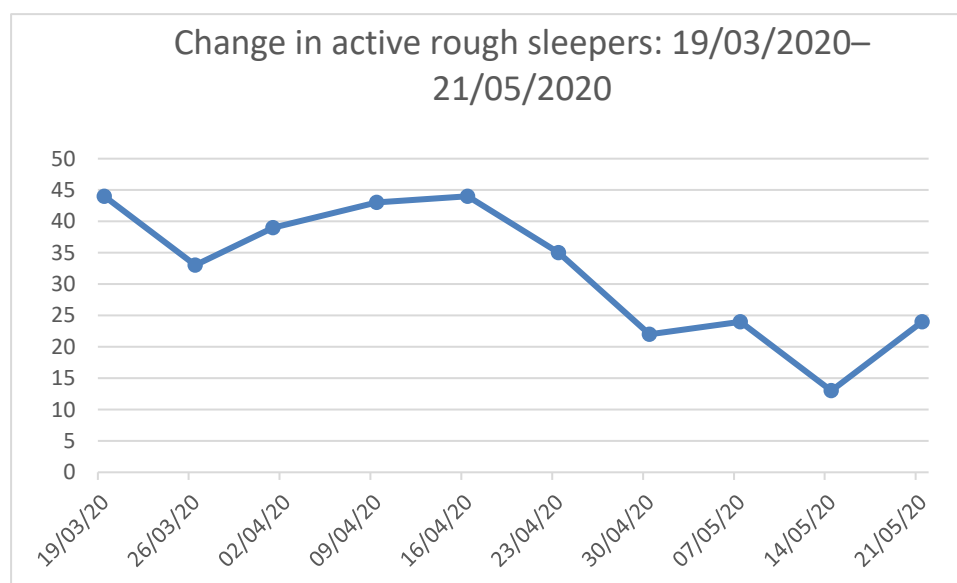
16/04/2020	07/05/2020	21/05/2020	04/06/2020
26	14	13	14

30. All four figures represent a significant decrease from our single-night figures in both November 2019 and January 2020 (41 and 45 respectively).

31. This indicative data represents the lowest level of rough sleeping recorded in the Square Mile for many years.

32. For reference, between 30 and 40 rough sleepers are usually counted on our scheduled bimonthly street audits.

33. The following chart represents the change in rough sleepers within the Authority area, covering each weekly update from 19 March until 21 May.



34. To help us establish that every City rough sleeper has access to the help they need, we have monitored all available support offers across the wider Pan-London programme. Through a combination of the GLA's expanded services and the increase in provision secured by ourselves by 6 May, we had reached a stage where all individuals met by the Outreach team had access to a safe, PHE-compliant, off-the-street accommodation offer. This is something that we are currently able to maintain while GLA services operate.

35. Instances of both confirmed and suspected infection remain very low, with only one confirmed case of COVID-19 infection, and a further seven individuals who had been identified as having symptoms (as of 01/06/2020).

36. Sadly, at the beginning of the pandemic, one rough sleeper who had a confirmed diagnosis of COVID-19 was admitted to hospital after becoming unwell while living on the street. Diagnosis was made after hospitalisation. This individual later died in hospital with Coronavirus cited as a complicating factor.

Conclusion

37. The onset of the COVID-19 pandemic changed our approach to working with rough sleepers to ensure that we were best able to protect those most vulnerable to infection, and that all individuals rough sleeping in the Square Mile were offered the ability to self-isolate as rapidly as possible.
38. Working with partners in the GLA and MHCLG, we have utilised a broad array of accommodation offers while also observing the clinical principles of cohorting and triage.
39. The YHA London St Paul's site has proven highly effective at ensuring our most vulnerable and hard-to-reach rough sleepers have accepted an accommodation offer.
40. The tempo and coverage of our outreach provision has remained consistent throughout the period.
41. Commissioning specific emergency accommodation within the Square Mile enabled a tailored approach to bring the most street attached rough sleepers into emergency accommodation.
42. Our actions have yielded a demonstrable reduction in single-night rough sleeping figures.
43. For those who have rejected service offers, we have worked with partners to ensure that the welfare of those on the streets is still managed and supported as effectively as possible during the COVID-19 pandemic.

Appendices

Appendix 1 – CHAIN quarterly rough sleeping figures across Q3 18/19 – Q3 19/20

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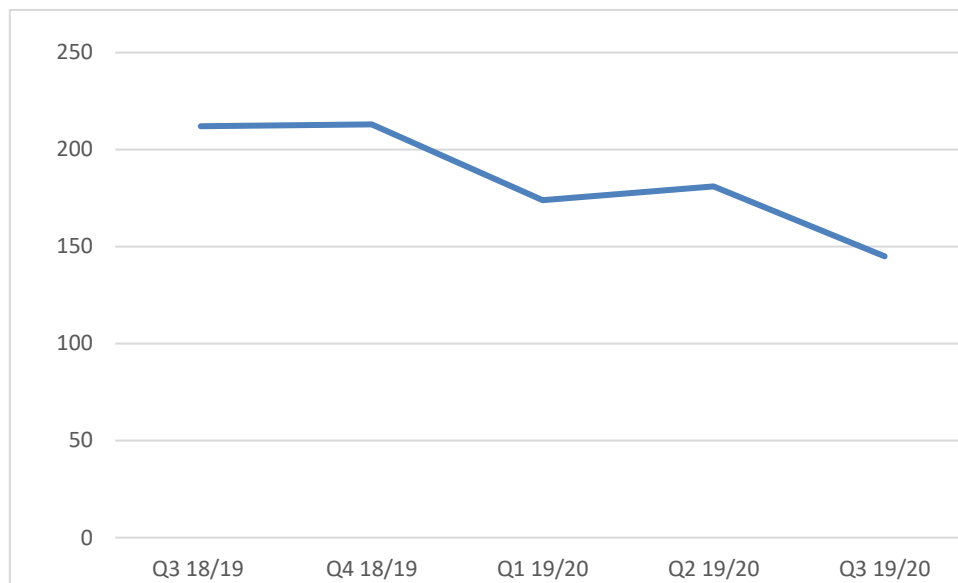
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CHAIN quarterly rough sleeping figures across Q3 18/19 – Q3 19/20

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Committee(s):	Date(s):
Homelessness and Rough Sleeping Sub-Committee Safer City Partnership Community and Children Services Committee Police Authority Board	29 June 2020 7 July 2020 24 July 2020 29 July 2020
Subject: The City of London Community Trigger Recommendations January 2020: Update on Action Plan Report	Public
Report of: David Mackintosh – Head of Community Safety	For Information
Report Authors: Valeria Cadena – Community Trigger Coordinator Jillian Reid – Anti-Social Behaviour and City Community MARAC Coordinator	

Summary

This paper updates Members on the progress in adopting and implementing those recommendations developed during the January 2020 Community Trigger Review. Members will see actions identified have either been completed or are in progress.

Recommendation

Members are asked to note this report.

Main Report

The City of London Community Trigger Recommendations January 2020: Update Report

1. On the 12 December 2019, a City of London resident contacted the City of London Corporation's (*"the Corporation"*) Community Safety Team (CST), requesting the activation of an Anti-Social Behaviour (ASB) Case Review. This process is more commonly referred to as the 'Community Trigger'.
2. The Community Trigger¹ is a 'safety net' which provides victims and communities of persistent ASB, the right to demand local relevant bodies review how they have responded to an incident(s) of ASB where they reach a defined threshold².
3. The Community Trigger is, effectively, a case review for victims of ASB or hate crime, which brings together various statutory and non-statutory agencies to:

¹ Appendix 1

² In the City of London, the threshold for the activation of a Community Trigger is three qualifying unresolved complaints of anti-social behaviour in a six-month period.

- formulate a joined up, problem-solving approach for the victim(s) and perpetrator(s) from the activated Community Trigger case
 - identify current service provision gaps and devise long-term holistic recommendations to improve current responses to ASB between and within partnership agencies
4. In this case the complainant had reached the threshold for the activation of the Community Trigger with several qualifying complaints. Over an extended period the complainant had reported incidents of ASB to various agencies. The incidents were occurring in close proximity to the complainant's home address.
 5. The individual routinely screamed and shouted abusive language throughout the night and displayed aggressive, abusive and intimidating behaviour towards residents and people frequenting the gym in the local area. The City of London Police ("City Police") routinely attended callouts to the location and liaised with the individual. However, these interventions did not resolve the issues. Other agencies were also involved.
 6. The Community Trigger request was received shortly before the Christmas holidays. Contact was immediately made with the complainant but the limited availability of staff and key partners over this period meant the formal Community Trigger meeting didn't take place until 7 January 2020 at the Guildhall.
 7. Existing and ongoing work, plus the additional information relating to the case provided via the Community Trigger enabled some agencies to take immediate action to safeguard the vulnerable individual involved in the ASB incidents prior to the meeting of 7 January.
 8. In keeping with the guidance on conducting a Community Trigger an external Chair was appointed to oversee the case, this being the Head of Community Safety for the London Borough of Westminster.
 9. All partnership stakeholders connected to this specific Community Trigger case provided information on their involvement and were represented at the meeting of 7 January. These included:
 - City of London Police
 - Westminster Drug Project
 - St Mungos
 - The Corporation's Homelessness and Rough Sleeping Team
 - The Corporation's Adult Social Care
 - East London Foundation Trust Adult Mental Health Services
 - The Corporation's CST
 - The Corporation's Pollution Team

10. The Community Trigger review revealed a case more complex and challenging than had been visible to individual agencies. The individual responsible for the ASB incidents had multiple complex needs and significant vulnerabilities. Actions to strategically problem-solve the situation were drawn up (actions detailed below) and agreed at the meeting, as well as recommendations to the agencies present to help improve responses to ASB in the City.
11. The Community Trigger highlighted the need for an improved and more effective multi-agency and coordinated partnership response, to safeguard our communities.

Next Steps

12. The CST and Community Trigger Coordinator will continue to supervise the progress of the recommendations and feedback to relevant committees any challenges that emerge.
13. This incident revealed the need to improve responses to ASB issues, especially where there are significant vulnerability factors. The agencies and partners involved in this case are continuing to collaborate to embed the learning and improve processes.

Appendices

- Appendix 1 – Action Plan and Update
- Appendix 2 – The ASB Case Review/ Community Trigger Process Chart

References

Home Office (2017), *'Anti-Social Behaviour, Crime and Policing Act 2014: Anti-social behaviour powers - Statutory guidance for frontline professionals'*, London.

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(Accessed 15th June 2020)

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APPENDIX 1

Recommendations update and progress

Below the update on progress of the recommendations generated during the January 2020 Community Trigger

AGENCY: City of London Corporation Adult Social Care		
ACTIONS	UPDATE	STATUS
Record all information of visits and interventions with Victims and perpetrators specially when they do not have an address. If their system does not allow it - they can use ECINS for specific cases	MOSAIC is the case management system utilised by Adult Social Care for all case recording	GREEN
Have at least one of the representatives to the CCM to be of a Team Manager or someone who can make decisions for the team including mental health	A Service Manager, Team Manager or Senior Social Worker is to attend the CCM wherever possible. This was agreed under the March 2020 revised CCM Terms of Reference	GREEN
COMMENTS At the time of the Community Trigger, the Corporation's Adult Social Care explained that they could not create or record details of their interactions with individuals who were of No Fixed Abode on MOSAIC. Since then, Adult Social Care has clarified that MOSAIC now permits Social Care staff to record information pertaining to an individual without a fixed address.		

AGENCY: City of London Corporation Homelessness and Rough Sleeping Team		
ACTIONS	UPDATES	STATUS
To consider not only the wellbeing of the person sleeping rough, but also the impact these individuals can have to the community and residents	Cases whereby agencies have concerns for the wellbeing of a rough sleeper, or the community in which a sleep site is situated, are flagged and discussed during the multi-agency and Corporation led <ul style="list-style-type: none"> • Rough Sleeping Task and Action Group • High Impact Rough Sleeping Site panel • Rough Sleeping and Mental Health panel 	GREEN
Persistent cases that includes antisocial behaviour, especially the ones that have been a problem for more than a year, should be referred to the CCM	The Corporation's Rough Sleeping Coordinator and City Outreach staff have referred high risk and complex cases into the CCM	GREEN

To create ECINS locations cases for areas where antisocial behaviour and substance misuse by people sleeping rough affect the community	The ASB and CCM Coordinator creates cases on ECINS for locations where ASB and rough sleeping is affecting the community	GREEN
COMMENTS There is an increased understanding of the role of the City Community MARAC (CCM). Work is ongoing to promote awareness of its role and improve its functions.		

AGENCY: City of London Police		
ACTIONS	UPDATES	STATUS
Record all activities and encounters with victims, perpetrators and witnesses in Police system. Improve their recording systems, processes and recording culture	The City Police Rough Sleeping lead attends the Rough Sleeping Task and Action Group and high Impact Rough Sleeping Site panel. Information disclosed by partners during this meeting, which may require Police assistance, are placed on the City Police intelligence system by this Officer. Further updates awaited on recording of incidents/concerns.	AMBER
Community Protection Warnings and Notices to be recorded in ECINS partnership system, so other agencies know that this exists and can contact the Police about cases when necessary	The ASB and CCM Coordinator has agreed to upload Community Protection Warnings and Notices issued by the City Police onto ECINS	GREEN
Criminal Behaviour Orders (CBO) applications rejected by the CPS to be referred to the CCM for partnership problem-solving	The Integrated Offender Management (IOM) Team is the City Police's dedicated resource for CBO applications. Information regarding the CCM and its referral process have been supplied to the IOM	AMBER
Communities team to be aware of the CCM and how to make referrals for it.	In February 2020, the ASB and CCM Coordinator gave a presentation detailing the CCM and its referral process to the City Police Communities Team	GREEN
Persistent cases, especially the ones that have been a problem for more than a year should be referred to the CCM	The City Police have been informed of the benefits of the CCM as a useful tool in problem-solving persistent complex cases and reducing re-victimisation	GREEN
At least one of the representatives to the City Community MARAC to be of a level of inspector or above, as agreed by the Safer City Partnership Members	Under the agreed revised 2020 CCM Terms of Reference, as in the original a City Police Chief Inspector (or deputised Inspector) co-Chairs the panel alongside the Head of CST	GREEN
COMMENTS		

- The City Police Communities CIs Ray Marskell and Christopher Hayes, have agreed to continue to co-Chair the CCM, until the new Partnership Inspector has been appointed (expected September 2020)
- The CCM has received referrals from the City Police Public Protection Team

AGENCY: East London Foundation Trust Adult Mental Health Services

ACTIONS	UPDATES	STATUS
Share information about multi-agency cases in ECINS partnership system (Accounts will be created by the CST) This can be used to share results of assessments when the Police or other agencies are waiting for the information in order to act.	A small number of ECINS user accounts have been created for those working in mental health services for the City. The CST are awaiting further details of key personnel to create additional accounts.	AMBER
Work will also be ongoing to develop more flexible ways of working more flexibly with Outreach and Parkguard to allow earlier identification and intervention	City Outreach staff, Parkguard and Denise O'Grady regularly conduct multi-agency patrols	GREEN
COMMENTS <ul style="list-style-type: none"> • The City of London is one of the beneficiaries of the new Rough Sleeping and Mental Health Programme (RAMHP) project. Mental Health professionals from RAMPH regularly visit clients on the street, who may have underlying mental health issues and signpost or escalate them through mental health services for support or assessment. • The CST are pursuing a nominated SPOC from mental health services to attend the CCM and other multi-agency panels where individuals with complex needs are discussed 		

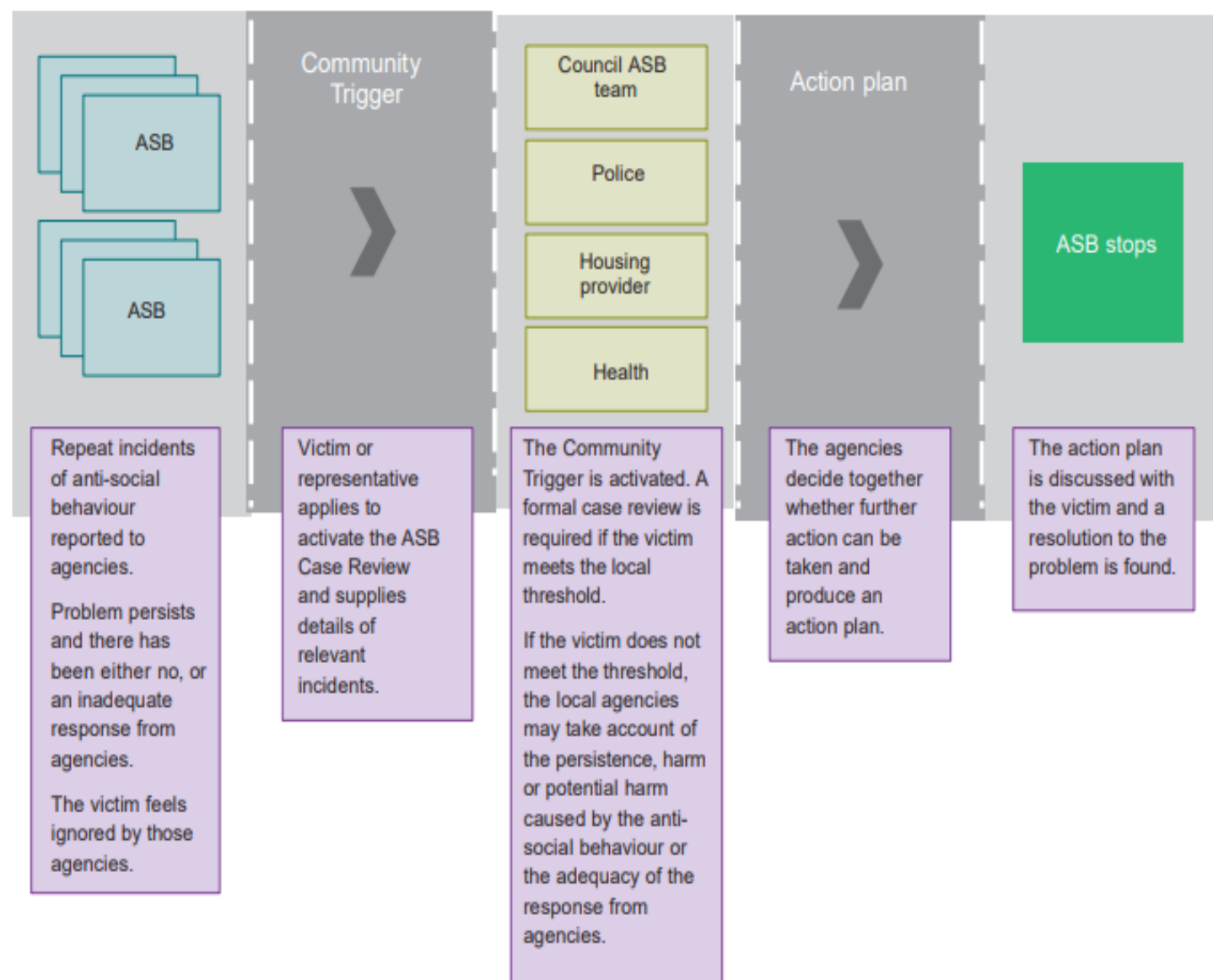
AGENCY: St Mungos and City Outreach

ACTIONS	UPDATES	STATUS
To investigate how can the Streetlink calls that contain information about antisocial behaviour can be passed either to the Police or the Rough Sleeping Team for them to get in touch with the right teams.	The St Mungos and City Outreach team have been made aware that information from Streetlink alerts from the public concerning ASB should be escalated to the Rough Sleeping Coordinator or the City Police. This is done through tasking and on a case by case basis.	AMBER
Explore the possibility of using ECINS partnership system to record ASB, even if this is only about location and sanitised information	The Community Trigger Coordinator has provided all the necessary documents requested by the St Mungos Information Security Team to enable City Outreach staff to share information through ECINS.	AMBER
COMMENTS		

- Due to the present COVID19 pandemic and current human resource constraints, St Mungos have stated that in the future, they will revisit seeking approval for City Outreach to use the ECINS information sharing system.
- Although St Mungos City Outreach staff do not yet have approval to employ ECINS for information sharing purposes, the Corporation's Rough Sleeping Coordinator has access to the system and is able to input information develop cases linked to the service.

AGENCY: City of London Corporation Community Safety Team		
ACTIONS	UPDATES	STATUS
Promote the use of the DA MARAC and CCM with the Police, St Mungos Outreach, Adult Social Care and any other teams that need to understand how to make better use of partnership work	Between February and March 2020, the ASB and CCM Coordinator hosted a series of presentations and workshops with several partners, which highlighted the CCM as a useful tool in managing risk through a coordinated multi-agency and partnership approach	GREEN
Create ECINS partnership system accounts for Denise O'Grady and St Mungos team	An ECINS user account has been created for Denise O'Grady. St Mungo's have not yet provided approval for their staff to use ECINS.	AMBER
COMMENTS <ul style="list-style-type: none"> • An ECINS user account has been created for Denise O'Grady. However, no feedback has yet been received denoting her utilisation of the system. • In August 2020, the DAMARAC and ASB and CCM Coordinators will be presenting information on their respective panels during an insight lunch for the National Centre for Domestic Violence (hosted by the Corporation's Social Care Learning team). 		

The ASB Case Review/Community Trigger



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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